



CORPORATE REPORT

NO: **R049**

COUNCIL DATE: **March 9, 2020**

REGULAR COUNCIL

TO: **Mayor & Council** DATE: **March 5, 2020**
FROM: **General Manager, Planning & Development** FILE: **0550-20-06**
General Manager, Engineering
General Manager, Parks, Recreation & Culture **6520-20**

SUBJECT: **Semiahmoo Town Centre Stage 1 Plan**

RECOMMENDATION

The Planning & Development Department, the Engineering Department, and the Parks, Recreation & Culture Department recommend that Council:

1. Receive this report for information;
2. Approve the proposed Semiahmoo Town Centre Stage 1 Plan, including the land use, transportation, and parks and open space concepts, attached as Appendix "I" and generally described in this report;
3. Approve the proposed Semiahmoo Town Centre Interim Implementation Strategy, including lot consolidation and petitioning requirements, as described in this report and illustrated in Appendix "II";
4. Authorize staff to proceed with all necessary actions to proceed to the Stage 2 Plan development for Semiahmoo Town Centre, as generally described in this report; and,
5. Authorize staff to receive and process development applications for properties within the Semiahmoo Town Centre plan area based on the Stage 1 Plan, provided that any such application should not proceed to final approval until a completed Stage 2 plan is approved by Council.

INTENT

The intent of this report is to provide a summary of the Semiahmoo Town Centre planning process and to seek authorization to proceed with the Stage 2 planning process and Engineering servicing strategy. The report outlines all necessary actions to proceed with Stage 2 and presents

an Interim Implementation Strategy that will allow staff to begin processing development applications within the plan area based on the proposed Stage 1 Plan.

BACKGROUND

Semiahmoo Town Centre and the City of White Rock's Town Centre form a significant Urban Centre within the Metro Vancouver Regional Growth Strategy ("RGS"). Urban Centres are characterized by access to rapid transit or TransLink's Frequent Transit Network ("FTN"). They provide regional employment, services, business, commercial, community, and cultural activities for the surrounding communities. They are intended as the region's primary focal points for concentrated growth, with high and medium density housing, including affordable housing.

In 2014, Council adopted an updated Surrey Official Community Plan ("OCP") that established priorities for accommodating population and employment growth in Surrey. The OCP prioritized growth in existing Urban Centres in alignment with Surrey's commitments in the RGS. Both the RGS and OCP support planning reviews of Urban Centres to enhance the capacity for growth. This approach is supported by Council's Smart Development Principles:

- **Aligning development with essential infrastructure:** Ensuring the planning of new development aligns with construction or accessibility to essential infrastructure, such as schools, transit and other amenities;
- **Offering a range of housing choices:** Ensuring a variety of housing choices are available to address affordability demands of homeowners and renters;
- **Creating compact, connected and walkable urban centres:** Establishing centres that are more compact, connected and walkable will increase accessibility to employment, recreational, entertainment and educational opportunities;
- **Expanding transit-oriented development:** Increasing density of jobs and homes in proximity to higher order transit, such as SkyTrain and RapidBus lines, to better connect residents to jobs and services, and reduce commute times, congestion and greenhouse gas emissions ("GHGs");
- **Preserving sensitive ecosystems:** Ensuring Surrey's continued growth is guided by conservation, sustainability and the enhancement of key sensitive ecosystems, while delivering safe routes for walking, cycling and recreation; and,
- **Community engagement and responding to housing and business demands:** Ensuring that development and planning follow a public engagement process that gives residents the opportunity to help shape Surrey's neighbourhoods and communities, while responding to housing and business demands.

Plan Context

The first land use plan for Semiahmoo Town Centre was approved in 1993. It established the intent to focus urban development in the Town Centre, centered on the Semiahmoo Mall.

In July 2004, Council directed staff to update the plan and reinforce the role of Semiahmoo Town Centre as the commercial and community hub for South Surrey. In September 2006, Council approved a draft land use concept and directed staff to continue working on the plan. In February 2009, Council received an update on work completed to-date 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.

In May 2012, following a comprehensive and multi-year community engagement process, Council approved an Interim Land Use Plan; however, Council also noted that the planning context in the area had changed significantly, including the sale and development intent of the Semiahmoo Mall, anticipated expansion of the Peace Arch Hospital, and consideration for improved transit service and future rapid transit expansion to South Surrey. These changes provided rationale for the reconsideration of elements of the plan. As part of the Interim Plan's approval, Council directed staff to revisit the planning process, expand the Plan Area boundary, and consider future rapid transit along 152 Street as well as a potential medical district on 16 Avenue.

Plan Area

Semiahmoo Town Centre is centrally located within the Semiahmoo Peninsula and is comprised of approximately 136 hectares (see Appendix "III"). The Plan Area is generally bounded by 24 Avenue to the north, 16 Avenue to the south, the Semiahmoo Trail and an existing open space network to the west, and 154 Street and Earl Marriott Secondary School to the south.

Generally, Semiahmoo Town Centre is a slow growing community with approximately 6,400 residents as of 2016. It has been growing at a rate of about 1.1% per year. This is slower than Surrey's overall annual growth rate of 2%.

Demographically, the area also has a much higher proportion of seniors than the rest of Surrey, with 35% of the population being over 65 years of age compared to 14% citywide. The area has a median age of 53 years, compared to 38.7 years in Surrey overall. Family sizes within the area also tend to be much smaller than citywide, with 37% of households being single-person (20% citywide) and 76% of households having two or less people (48% citywide).

Despite its slow growth, the area is urban in context. In 2017, there were approximately 4,300 private dwellings in the Plan Area. Multi-family developments (townhouses and apartments) accounted for most of these dwellings. Single-detached homes, duplexes, and secondary suites accounted for only 14% of all dwellings.

In 2018, there were an estimated 3,570 jobs located within the Plan Area. Notable employment centres include Semiahmoo Mall, and nearby office developments. Employment is also found

within schools, civic facilities, and other retail and service commercial developments. The nearby Peace Arch Hospital also provides considerable employment for the area.

In the OCP, the Plan Area has a combination of the following land use designations: Town Centre, Commercial, Multiple Residential, and Urban. Adjacent lands in White Rock are designated as Town Centre and Town Centre Transition, both of which are intended to support higher density growth in a way that is consistent with the RGS.

DISCUSSION

Stage 1 Planning Process

In May 2018, following additional background review and analysis, staff began the process of further updating the 2012 Interim Plan to address Council direction and priority. It involved the expansion of the original Plan Area boundaries, exploration of land use alternatives, and the preparation of an updated draft Plan including land use, transportation, and parks and open space concepts. The intent of the current planning process is to update the existing Stage 1 Plan for Council consideration, before proceeding forward with a final Stage 2 planning process and servicing analysis.

This process was accompanied by a comprehensive program of public engagement and stakeholder consultation to ensure that diverse interests represented in the area, including renters, homeowners, businesses, community groups, and public agencies, participated in the planning process. Details of the consultation activities, along with key findings, are described in the following sections, as well as in a consolidated consultation summary attached as Appendix “IV”.

Background Studies

To provide context for the planning process, staff undertook various background studies and research including a demographic analysis and market assessment. Staff have also reviewed previous analysis conducted as part of the 2012 Interim Plan and have coordinated with TransLink, Fraser Health, and the City of White Rock to ensure the alignment of long-term plans and priorities.

The demographic analysis indicated growth trends and challenges related to an aging population, rising housing unaffordability, and smaller than average household sizes. A dwelling unit assessment indicated a missing middle range of housing choices; the most typical housing types in the Plan Area are apartments and single-detached homes. Less than 10% of the existing dwelling stock is townhouses.

Since late 2018, City staff have also been working to review and update the Community Amenity Contribution (“CAC”) and Density Bonus policies to ensure that development adequately contributes towards the funding of capital projects outlined in the City’s Annual Five-Year Capital Financial Plan. In coordination with Coriolis Consulting, the review included a comparison of existing CAC rates in Surrey and Metro Vancouver, and evaluation of Surrey rates for current

market conditions across the City. Outside of City Centre, Semiahmoo Town Centre was proven to have the highest opportunity for land-lift capture.

The Big Challenges and Community Values

Since May 2018, the plan has been refined through a comprehensive community and stakeholder engagement process. In total, staff have had approximately 3,500 touchpoints (or interactions) with participants. These occurred through workshops, open houses, stakeholder meetings or completion of an online survey.

Through this engagement, staff and the public identified three Big Challenges that Semiahmoo Town Centre is facing. These challenges are (1) growth and housing, (2) transportation, and (3) community amenities.

Based on input from participants, seven Community Values were identified. These values were established to address the Big Challenges and guide the overall planning process. They include:

1. Improving Connectivity;
2. Focusing Density to Key Locations;
3. Fostering a Medical District;
4. Enhancing Local Shops, Services, and Business;
5. Providing a Range of Housing Types;
6. Preserving Single-Detached Pockets; and
7. Creating More Community Spaces.

Residents were asked to confirm if these Community Values were appropriately translated into the plan at subsequent open houses and in surveys. For each of the seven Community Values, most survey participants felt supportive or neutral that they were appropriately embodied within the Plan.

In the most recent stage of community engagement, participants were asked to assess the Draft Plan in terms of the Big Challenges:

- 55% of participants felt the plan would somewhat or greatly address the growth and housing challenges that will be faced by the next generation (27% felt the plan did not, 18% were unsure);
- 54% of participants felt the plan would somewhat or greatly address the transportation challenges that will be faced by the next generation (30% felt the plan did not, 16% were unsure); and
- 62% of participants felt the plan would somewhat or greatly improve community amenities for the next generation of Semiahmoo residents (27% felt the plan do not, 11% were unsure).

A consultation summary report, attached as Appendix “IV”, provides a detailed account of public consultation efforts and documents how public input has fundamentally shaped the proposed Stage 1 Plan.

Draft Plan Development

The foundations of the draft plan are drawn from the 2012 Interim Plan, with input from residents, stakeholders and key external agencies. Based on the Stage 1 planning process outlined above, several notable revisions have been made. Key changes are summarized as follows:

- Limited High-Rise Areas to Key Locations
The 2012 Interim Plan permitted high-rise development along 152 Street from 16 Avenue to 20 Avenue, and through the extent of the Semiahmoo Mall site. The updated plan has scaled back the high-rise designation to 18 Avenue, focused around the mall, and has reduced the overall area designated for high-rises within the plan.
- Revised Building Heights
The updated plan has established building heights within the high-rise designation of up-to 24 stories. This is lower than the maximum building height permitted in White Rock. The plan has also introduced a mid-rise designation to provide a transition between high-rise and existing lower density areas, and to reflect recent changes to the BC Building Code.
- Additional Parks
The updated plan has designated four additional neighbourhood parks. New parks are located within or adjacent to areas where development is expected. The result is a Parks and Open Space Concept that provides all residents with access to a park within 500 metres (approximately a five to 10-minute walk) of all homes.
- Support for the Peace Arch Hospital
The updated plan now includes a low to mid-rise node centered on 156 Street and 16 Avenue. This mixed-use area supports the Peace Arch Hospital by providing space for medical office and other supportive uses. Fraser Health and the Peace Arch Hospital Foundation were consulted to confirm the need for these uses.
- Foundation for Improved Transit
The updated plan identifies and supports TransLink’s Mayor’s Council “10-Year Vision for Metro Vancouver Transportation” Phase 3 extension of the R1 – King George RapidBus from Newton Exchange to the Town Centre. RapidBus transit service and the updated plan densities will also lay the foundation for future rapid transit that is anticipated to be included as part of TransLink’s updated Regional Transportation Strategy (“RTS”), Transport 2050. The updated plan also proposes a potential terminus and layover facilities for future RapidBus services. This important infrastructure is proposed to be delivered by development at no cost to the City, TransLink, or existing residents.

Noted above, in 2012 Council directed staff to expand the plan area boundary and consider future rapid transit along 152 Street as well as a potential medical district on 16 Avenue. The development of the updated draft plan began with community engagement within these identified extension areas.

In July 2018, World Café style workshops with residents provided the basis for early planning within these areas. At these events, over 100 local residents and stakeholders worked in small round table groups to undertake community visioning exercises, explore current challenges and consider existing and future land uses. Results were distilled into common themes and verified through a follow-up survey of participants. These events provided hands on opportunities for residents to explore the future of their community, and to discuss differences in opinions with neighbours. Through collaboration, residents created five potential land use concepts for each of the two extension areas. Staff reconciled the various concepts into a single conceptual land use plan for each extension area. These expansion area concepts were then incorporated into the broader town centre draft plan.

The draft plan evolved throughout 2018 and 2019 with input from various stakeholders including the public, technical experts, public agencies (TransLink, Fraser Health, et cetera), community associations, and landowners. In addition to the World Café workshops, staff have coordinated three open houses, four surveys, site visits and numerous stakeholder meetings. Community preferences and engagement findings shaped conversations and decision-making with other stakeholders throughout the plan's development. Throughout the process survey results have indicated a majority support for the plan.

Even with the majority of residents supporting the draft plan, some respondents continued to have concerns around the following issues:

- The amount of development, density and/or height in the Plan Area;
- The impact of development on housing affordability;
- Differing opinions on the appropriate housing mix;
- The urban design controls on massing and form of high rises;
- The potential for increased traffic congestion;
- The increased demand on infrastructure and services such as schools, libraries and recreation facilities; and
- The need for amenities, including shopping, services, entertainment, and cultural attractions.

Staff have reviewed these issues and will address them during Stage 2 of plan development. Details of the Stage 2 planning process are outlined later within this report. Staff have also noted that some of the aforementioned issues are being addressed through existing City strategies or parallel streams of work, such as the Affordable Housing Strategy, the Surrey Vision Zero Safe Mobility Plan, an update of the new Transportation Strategic Plan (in process), the Biodiversity Conservation Strategy, and the Parks, Recreation & Culture Strategic Plan.

Overview of the Draft Plan

The proposed Stage 1 Semiahmoo Town Centre Plan (attached as Appendix "I") is the culmination of work undertaken over the course of the last 20 months. It is reflective of consultation with area residents and other stakeholders, and embodies the vision and principles developed through the engagement process. The Stage 1 Plan also represents a clear strategy to integrate land use and sustainable transportation systems, while addressing concerns around the supply of affordable housing. The Plan prioritizes growth within a designated Urban Centre in alignment with Surrey's OCP and the Metro Vancouver RGS.

The Stage 1 Plan recommended in this report is largely in keeping with the most recent version presented to the public at the last open house on October 29, 2019. It is comprised of three key components, including a Land Use Concept, Transportation Concept, and Parks and Open Space Concept.

Guiding Principles

Guiding Principles summarize the big ideas, community values, and limitations that influenced the draft Plan's development. Of the 10 proposed Guiding Principles, seven of them represent the values of the community. Derived directly through public engagement, these values will be reinforced as Guiding Principles within the final plan. The additional three proposed Guiding Principles reflect city-wide and regional policy obligations and smart growth commitments.



The Guiding Principles include:

Community Values

1. Improving Connectivity
2. Focusing Density to Key Locations
3. Encouraging a Medical District
4. Enhancing Local Shops, Services, and Business
5. Providing a Range of Housing Types
6. Preserving Single-Detached Pockets
7. Creating More Community Spaces

Smart Growth Commitments

8. Accommodating Growth

Focusing growth and development into established urban centres maximizes the benefits of compact sustainable development, allows efficient service delivery (such as public transportation) and minimizes the development of natural areas, ecological resources, and productive agricultural lands. The OCP and RGS obligate Semiahmoo Town Centre to accommodate some of Surrey's expected growth.

9. Fostering Inclusivity

Accommodating growth requires attention to the changing needs of Surrey's residents. Semiahmoo Town Centre will support a diverse inter-cultural and inter-generational group of residents with varying incomes, needs, and abilities.

10. Encouraging Multimodal Travel

Redevelopment of the Town Centre will shift the emphasis from automobile reliance to active modes and public transportation. Increasingly residents of the Town Centre will be able to complete most of their daily trips without the use of an automobile.

Land Use Concept Summary

The proposed land use concept recognizes the town centre as the primary commercial, institutional and civic heart of South Surrey. Redevelopment is primarily focused into three mixed use districts and their surrounding transition areas. Areas at the periphery of the Town Centre have less redevelopment potential to provide a transition to existing neighbourhoods.

The proposed plan focuses growth within the Semiahmoo Mall Site and along two strategic transit supported arterial roads, 152 Street and 16 Avenue. Approximately 25% of the Plan Area is dedicated to creating vibrant walkable transit-supported mixed-use areas in three key locations:

1. Downtown

Higher density land uses are concentrated around the Semiahmoo Mall, adjacent to White Rock Town Centre. As the Semiahmoo Mall redevelops over several phases, these large sites will house department stores, grocery stores, and potentially some of the malls existing tenants. Ground oriented commercial will animate streets, with residential or office supported above. New roads will be delivered with development to break up the existing mega-block and create a permeable human-scale experience. Parking will be provided underground to better utilize the land and promote a safer, more enjoyable pedestrian experience. High-rises are limited to this downtown district. This area also includes one of four new neighbourhood parks, envisioned as a new vibrant downtown urban park. The area will be supported by the planned R1 – King George RapidBus extension along 152 Street. Downtown is also envisioned as the future home of a Contemporary Art Gallery and a Performing Arts Centre, as outlined in Parks, Recreation & Culture's Strategic Plan.

2. Medial District

A secondary medium density node is centered on 16 Avenue and 156 Street, supporting the growth of medical supportive uses around the Peace Arch Hospital. Public engagement and stakeholder meetings with Peace Arch Hospital confirmed the need for expanded medical services. They have significant need for clinical practitioner space nearby to support their operations. Their emergency department is doubling in size and they will need major capacity increases to other divisions. Within this district, 1.0 of the permitted 2.5 Floor Area Ratio (FAR) is required to be allocated to medical related uses and services. This area includes one of four new neighbourhood parks and is also the proposed terminus for the future R1 – King George RapidBus extension.

3. Main Streets

Mixed-uses designations extend north along 152 Street to 22 Avenue to support a vibrant commercial main street. The Interim Plan permitted high-rise development in some of these areas. This was changed to low-rise as a result of public preference. These areas will have a high-quality pedestrian experience with active frontages and public realm design guidelines. With smaller storefronts, this area is envisioned to support small local businesses and restaurants. This low-rise density and mixed-use designation also support the future R1 – King George RapidBus extension.

4. Transition Area

A transition area buffers the three mixed-use districts. The transition area allocates approximately 15% of the Plan Area to further meet the diverse and changing housing needs of residents. The transition areas feature more modest heights and densities than the mixed-use areas and allows for townhouse and low-rise residential development. The final two neighbourhood parks are in this area to accommodate new residents. New roads – to be delivered through development – will improve connectivity as much of this area will be located within a 600 metre (five to 10 minute) walk to a RapidBus stop.

5. Periphery Areas

The plan respects existing neighbourhoods by maintaining existing OCP and Interim Plan designations within approximately 60% of the Plan Area. In doing so, the draft plan mitigates the potential impacts of development while also allowing for a diversity of new housing types. Much of the existing low-rise residential and single-detached areas at the peripheries of the plan are expected to remain unchanged.

Land Use Designation Descriptions

The following land use designation descriptions, including intended form, density, character and use, are preliminary and subject to further refinement which may be undertaken during Stage 2 of plan development.

Base densities, measured in Floor Area Ratio (“FAR”), are outlined within each land use designation description below. Increases to specific site densities may be considered where additional community benefit is being provided in accordance with City policies and Schedule G, Section C.10(a) of the *Surrey Zoning By-law, 1993, No. 12000*, as amended. In such cases, proposed development must meet the intent of the plan designation, including maximum building height and urban design requirements outlined with the Interim Implementation Strategy. Applications seeking bonus density must also receive endorsement from the Advisory Design Panel and City Architect relating to form and character.

Applications submitted concurrent with the Stage 2 planning process should meet the intent of the land use designations as described below. Applications should also refer to the Semiahmoo Town Centre Interim Implementation Strategy for additional direction regarding density, lot consolidation, and petition requirements (attached as Appendix “II”).

Mixed Use Areas

Four mixed-use designations are included in the land use concept, requiring, at minimum, one floor of active commercial uses with office, institutional, and/or residential uses above. Mixed use areas are located within the core area and adjacent to 152 Street and 16 Avenue. Both roads are either currently served by TransLink’s FTN, or part of planned and future service improvements to the FTN. The mixed-use designations will also allow purely commercial developments on sites that are designated Town Centre in the OCP. In all mixed-use designation, the required ground floor commercial uses will be included within base density calculations.

- *High-Rise Mixed-Use*

The High-Rise Mixed-Use designation is intended for high-rise development up to 24 storeys including, at minimum, a two-storey podium. Podiums of four to six storeys are strongly encouraged. This designation is confined to the existing site of Semiahmoo Mall and along 152 Street from 16 Avenue to 18 Avenue. This area will form the new heart of the town centre. Over the next 20 to 40 years, Semiahmoo Mall will transform into a multi-use retail and residential precinct with public gathering spaces. Full redevelopment of the mall site is not anticipated for several decades as the property owner is taking a long-term phased approach to redevelopment.

This designation has a maximum base density of 2.5 FAR. Density bonusing may be considered within this designation in accordance with City policies and Schedule G, Section C.10(a) of the *Surrey Zoning By-law, 1993, No. 12000*.

- *Mid-Rise Mixed-Use*

The Mid-Rise Mixed-Use designation buffers the High-Rise Mixed-Use Areas in the town centre core. This designation is intended for mid-rise development of up to 12 storeys including, at minimum, a two-storey podium framing the street. Additional storeys above the podium should consider adjacent development and step back interfaces where appropriate.

This designation has a maximum base density of 2.5 FAR. Density bonusing may be considered within this designation in accordance with City policies and Schedule G, Section C.10(a) of the *Surrey Zoning By-law, 1993, No. 12000*.

- *Mid-Rise Medical District*

The Mid-Rise Medical District designation is found along 16 Avenue around 156 Street and 156A Street, immediately north of Peace Arch Hospital. This designation is intended for mid-rise development of up to 12 storeys including, at minimum, a two-storey podium framing the street. The designation is intended to support space for medical supportive office, clinical practitioner space and medical supportive mixed-use and retail, such as a pharmacy. Additional storeys above the podium should consider adjacent development and step back interfaces where appropriate.

This designation has a maximum base density of 2.5 FAR. Within this base density a minimum of 1.0 FAR is required as office or medical related mixed-uses and services. Density bonusing may be considered within this designation in accordance with City policies and Schedule G, Section C.10(a) of the *Surrey Zoning By-law, 1993, No. 12000*. Density bonusing above 2.5 FAR shall only be considered if the required 1.0 FAR base density of office and medical related mixed-uses and services is provided.

- *Low-Rise Mixed-Use*

The Low-Rise Mixed-Use designation is intended for development of up to six storeys. This may be increased to eight storeys for constrained sites or those in key density transition locations along 152 Street and 24 Avenue, subject to endorsement by the City Architect. This designation is proposed for retail main street locations along 152 Street and 24 Avenue. It also provides a transition of density on the north interface of the mid-rise medical district.

This designation has a maximum base density of 2.25 FAR. Density bonusing may be considered within this designation in accordance with City policies and Schedule G, Section C.10(a) of the *Surrey Zoning By-law, 1993, No. 12000*.

Residential Areas

A variety of residential designations are included in the land use concept to support a diversity of housing options. These range from single-detached dwellings to low rise apartments. A gradual transition of heights and densities is maintained between higher density areas and existing low-

rise and single-detached areas that are not expected to change. This transition is emphasized through the addition of a townhouse designation previously absent from the 2012 Interim Plan.

- *Low-Rise Apartment*

The Low-Rise Apartment designation is intended for low-rise development between four and six storeys. This provides a transition in building height and form between townhouses and higher density designations. It also recognizes the presence of existing low-rise strata developments that are not likely to redevelop in the short-to-medium term and seeks to alleviate the redevelopment pressure on existing rental within this housing stock.

Two-storey townhouses at grade are strongly encouraged. This designation also allows for mixed use development in the form of ground level active commercial (retail) uses with residential uses above, subject to an appropriate interface with neighbouring developments.

This designation has a maximum base density of 2.0 FAR. Density bonusing may be considered within this designation in accordance with City policies and Schedule G, Section C.10(a) of the *Surrey Zoning By-law, 1993, No. 12000*.

- *Townhouse or Row House*

The Townhouse or Row House designation will allow conventional townhouse, stacked townhouse and row house forms of development. The Townhouse or Row House designation provides a buffer between low-rise residential development and existing single-detached that is expected to be retained.

This designation has a maximum base density of 1.0 FAR. Density bonusing may be considered within this designation to accommodate stacked townhouses (to a maximum of 1.35 FAR), in accordance with City policies and Schedule G, Section C.10(a) of the *Surrey Zoning By-law, 1993, No. 12000*.

- *Low-Density Residential*

The Low-Density Residential designation will allow a range of fee-simple development, including single-detached small lot and duplex development among the existing RF-zoned detached housing. Two low density residential enclaves are preserved at the peripheries of the Plan Area.

Development within this designation should conform with the density requirements of applicable fee simple zoning within the *Surrey Zoning By-law, 1993, No. 12000*.

Parks and Environmental Areas

The land use concept includes Parks and Open Space designations that identify areas for active and passive park use. This is discussed in greater detail later in this report.

Residential Growth Projections

Preliminary growth projections have been prepared based on the above land uses. The existing housing stock of 4,300 units, with 7,500 residents, is projected to increase within 25 years (2045) to approximately 9,800 units, and a population of 16,100. The proposed land uses have a long-term “build-out” capacity of 12,200 units, housing 20,300 residents. Growth forecasts, including employment projections, will be refined in more detail through the Stage 2 planning process and included with the final Stage 2 Plan. Staff have been coordinating with the School District to ensure adequate long-range planning of school sites is considered.

Transportation Concept

A central tenet of the Transportation Concept is the importance of a finer-grained, grid road pattern. This supports walkability, well-connected cycling infrastructure, convenient access to transit, and multiple route options to disperse vehicular traffic and decrease congestion.

While the Plan Area today has a well-established and regular grid of arterial and collector roads, the finer-grained grid, particularly local roads, is currently incomplete. This results in relatively large block sizes with minimal pedestrian and cycling connectivity and concentration of traffic on the arterial and collector roads. The proposed road network envisions additional connections to be achieved through development and generally establishes block sizes of approximately 100 metres by 200 metres. This is consistent with new urban standards throughout Canada and is a measure of successful, walkable town centres. The block sizes, where appropriate, are modified in consideration of natural and man-made constraints, as well as existing and proposed development types.

New traffic controls, intersections and supportive infrastructure will increase the efficiency of the existing road network while adding capacity. New road connections are indicated on the Transportation Concept in Appendix “I”. Notable network improvements include:

Local Roads Through Redevelopment:

- 23A Avenue between 152 Street and 154 Street
- 22 Avenue between 152 Street and 152A Street
- 17 Avenue extension to 157 Street; 16A Avenue extension to 157 Street
- 16A Avenue extension to Martin Drive
- 152A Street between 16 Avenue and 18 Avenue
- 155 Street between 18 Avenue and 16A Avenue
- A finer grained road network for the Semiahmoo Mall site

Collector Road Through Redevelopment:

- 17 Avenue extension to Martin Drive

New Intersection Improvements:

- A traffic circle at 156 Street and 17 Avenue
- New traffic signals at:
 - Martin Drive and Southmere Crescent East
 - 16 Avenue and 157 Street

The proposed road network is intended to provide a basis and some certainty for development proposals; however, developments may be required to dedicate additional roads or lanes for access and circulation as determined on a case-by-case basis. Some properties may require long-term acquisition by the City. A financial strategy for the delivery of the full proposed road network will be developed as part of the Stage 2 plan process. All roads are to be in public ownership.

Supplementary to the Plan, two significant capital projects are expected to alleviate traffic congestion outside of the Plan Area in the short term:

- 24 Avenue arterial road widening and Highway 99 Interchange (2023-2025)
- 20 Avenue collector road widening and Highway 99 Overpass (2023-2025)

Walking and Cycling

The proposed road network enhances the walking and cycling experience by breaking up large blocks, while providing more direct access to planned RapidBus and future rapid transit stations and amenities. All roads, new and existing, will be designed and constructed with sidewalks on both sides, separated from traffic by a treed boulevard. In addition, several new pedestrian-only connections and new green lanes (with sidewalks and boulevards) are proposed throughout the Plan area in order to reduce block sizes and improve walkability.

Currently several collector roads in the plan area have on-street bike lanes. This type of facility caters to the more confident cyclist who is comfortable riding adjacent to traffic. To increase cycling mode share, grade-separated cycling facilities - in the form of protected bike lanes (cycle tracks) - are planned on key collector and arterial roads throughout the Plan Area, similar to what is established in the City Centre Plan. Separated cycle tracks encourage cycling for all ages and abilities, by providing safe and accessible infrastructure that is physically separated from traffic. Cycle tracks also provide potential to support emerging micro-mobility forms such as e-bikes and e-scooters, which offer great potential as more environmentally sustainable alternatives to conventional vehicle use. A further review of the corridors will be completed as part of the Stage 2 servicing strategy process.

Green Lanes

Several green lanes are identified in mixed use areas. Like traditional lanes, green lanes primarily provide access to multi-family residential and commercial properties reducing the amount of driveway access points to the road network. Where they differ from traditional lanes is in the

provision of a sidewalk on one side to provide further enhanced pedestrian connectivity and to facilitate a complete and connected pedestrian network.

Transit Service

152 Street is currently already an important transit corridor for the Semiahmoo Town Centre. Two existing transit routes are part of TransLink's FTN: the 351 service to Canada Line Bridgeport Station, and the 321 service to Expo Line Surrey Central Station through Newton Town Centre. Additional routes on 152 Street provide connections to Panorama Ridge, Fleetwood, Guildford Town Centre, Grandview Heights, Campbell Heights, and Langley City Centre. As a result, as part of TransLink's Mayor's Council "10-Year Vison for Metro Vancouver Transportation" Phase 3 plan, the R1 – King George RapidBus is planned to be extended from Newton Exchange to the Semiahmoo Town Centre on 152 Street. The RapidBus service will include increased service levels (especially during peak periods), upgraded stops with real-time passenger information, and transit priority measures to improve speed and reliability. This, along with expansion of FTN service on 152 Street, will lay the foundation for future rapid transit that is anticipated to be included as part of TransLink's updated RTS, Transport 2050.

In review of the potential transit demand generated by the Peace Arch Hospital, supporting medical services, and multi-family residential planned within the Medical District north of 16 Avenue at 156 Street, an initial review of the terminus for the planned R1 – King George RapidBus extension was conducted. Working with TransLink, the plan now proposes the extension of the terminus to 156 Street to serve this area. In consideration of this, development planned in the area would accommodate the necessary stop and layover spaces. The final routing and extension of this service would be done as part of TransLink's standard planning and engagement process.

While 152 Street and 16 Avenue will be the primary transit corridors, the focal point and centre of activity is the existing Semiahmoo Exchange ("White Rock Centre"). It is already a major transit hub with 11 different transit routes serving the on-street exchange focused on 152 Street and 16 Avenue. To accommodate an expansion of transit service and RapidBus service a dedicated off-street bus layover facility that is covered and/or underground is required. The review and requirements for this facility will be included as part of the Stage 2 process.

Electric Vehicle Infrastructure

The City requires that electric vehicle ("EV") charging infrastructure be provided on-street, adjacent to mixed use developments. The City will develop an Electric Vehicle Curbside Charging Station Design Standard that will be incorporated into the City's Supplementary Master Municipal Construction Documents ("MMCD"). It is anticipated that the Design Standard will include:

- Charging station location criteria;
- Concrete base for attaching the charging station;
- Conduit and wiring to a suitable power source; and
- Protective bollards to prevent damage to the charging station.

The City also requires new developments to install EV charging infrastructure. As per the *Surrey Zoning By-law, 1993, No. 12000*, 100% of residential parking spaces in new residential developments are required to have an electrical outlet capable of supporting Level 2 EV charging (i.e. 220V outlet). All new commercial developments are required to provide a minimum 20% of parking spaces that have an electrical outlet capable of supporting Level 2 EV charging. The *Surrey Zoning By-law, 1993, No. 12000* requirements provide for EV Energy Management Systems to be implemented, where power can be shared between up to four parking spaces and where the minimum performance standard is achieved.

Parks and Open Space Concept

The Parks and Open Space Concept designates four new neighbourhood parks sites dispersed throughout the Plan Area. These new parks are in addition to Bakerview Park, which is an existing neighbourhood park located northwest of 18 Avenue and 154 Street. New parks are located within or adjacent to areas where development is expected. The result is a Parks and Open Space Concept that provides all residents with access to a park within 500 metres (approximately a five to 10-minute walk) of all homes, and where possible without the need to cross arterial roads.

It is proposed that this Parks and Open Space Concept be accomplished through the strategic acquisition of property and the conveyance of parkland to the City through development.

Bakerview Park Expansion

An unopened road allowance exists on the north interface of Bakerview Park. Although functionally part of the park, this area is owned by the Engineering Department for the extension of 19 Avenue between 152A Street and 154 Street. The plan proposes to transfer ownership of this unopened road allowance to the Parks, Recreation & Culture Department so it can be formally protected and maintained as parkland.

Semiahmoo Trail

The Semiahmoo Trail is aligned through the south west portion of the Plan Area. The historically significant trail serves as a greenspace that has remained largely unpaved and provides a recreational path. The Semiahmoo Trail's existing route and infrastructure will be maintained except for a small portion of the trail that follows 151A Street north of 20 Avenue. This portion will be upgraded to higher standards when adjacent properties redevelop. With redevelopment, the trail will also be extended through a new park on the Semiahmoo Mall site and linked to 16 Avenue. It is intended for this trail to be integrated with any proposed redevelopment of the Semiahmoo Mall. Detailed cross sections of the trail and urban interface guidelines will be developed through the Stage 2 plan.

Pedestrian Connections

New pedestrian connections have been located across the Plan Area to link residential areas with commercial destinations and future RapidBus stops. Pedestrian connections break up large blocks and improve walkability without encouraging commercial automobile traffic into existing residential areas.

Stage 2 Planning Process

The preparation of an engineering servicing strategy is a significant component of the Stage 2 planning process. The Plan Area is serviced by relatively complete storm, sanitary and water infrastructure networks. While this infrastructure supports existing development, it is anticipated that infrastructure upgrades will be required to accommodate the land uses proposed within the Stage 1 Land Use Concept. A detailed engineering analysis, to be completed during Stage 2, will identify storm, sanitary and water infrastructure improvements to support future development. Infrastructure costs and financing requirements will also be identified.

In addition to an engineering servicing strategy, there are a variety of detailed planning processes necessary to develop the final and comprehensive Stage 2 Plan. Subject to Council's approval of the Stage 1 Plan, staff will undertake the following items during the Stage 2 planning process:

- Prepare or refine development policies including:
 - A lot consolidation policy to ensure efficient, equitable, and orderly development;
 - A policy establishing the applicability of gross density provisions, in accordance with existing OCP policy;
 - Revised parking standards for the town centre and future RapidBus corridor that may include reduced off-street parking ratios for multi-family developments; and
 - Finalized height and density provisions for each land use designation.
- Prepare Urban Design Guidelines including:
 - A clear urban design concept for the redevelopment of the Semiahmoo Mall;
 - Building height and massing guidelines;
 - Public realm and streetscape treatments for key town centre locations;
 - Street cross-section design concepts; and
 - Cross-sections and building interface guidelines for the urban extension portions of the Semiahmoo Trail.
- Finalize the Transportation Concept, incorporating the results of any further public engagement, including:
 - Opportunities for pedestrian plazas, green lanes and pedestrian only streets within the Semiahmoo Mall site and other medium and high-density areas of the plan; and

- Pedestrian and cycling strategies to ensure seamless connectivity and access to existing and future transit service.
- Explore the possibility of undergrounding utilities along key corridors;
- Finalize the Land Use Concept, incorporating the results of any further public engagement, including:
 - Opportunities for additional place-making opportunities and plazas; and
 - Refinements to Stage 1 land use designations.
- Develop a community amenities strategy that includes a comprehensive assessment of the amenities required to support growth and options for achieving them such as plan area specific Density Bonus and Community Amenity Contributions;
- Review and consider affordable housing policies including an assessment of government-owned properties and tools such as the rental zoning powers available to municipalities;
- Prepare an engineering servicing plan and financial strategy ensuring that services are adequate to support growth and a funding strategy is in place;
- Prepare a financial strategy for the acquisition of property for parkland and environmental purposes;
- Prepare a final implementation strategy for achieving the plan including any consequential amendments to the OCP, *Surrey Zoning By-law, 1993, No. 12000*, Regional Context Statement, and other City bylaws and policy; and
- Prepare and publish a final Stage 2 Plan document that presents the final land use strategy with all corresponding strategies, policies and guidelines.

It is noted that the review of these issues may result in refinements to the land use, transportation, and parks and open space concepts that make up the proposed Stage 1 Plan including changes to land use designations, densities, and road locations. Stage 2 of plan development is expected to be completed by early 2021.

Processing of Development Applications in the Plan Area

It is recommended that during Stage 2 of the planning process staff be authorized to receive and process development applications for properties in the Plan Area based on the Stage 1 Plan, as illustrated in Appendix "I". Any such applications would not proceed to final approval until the Stage 2 component of plan development is complete and the plan approved by Council. Any applications received and processed during the Stage 2 planning process should conform to the Interim Implementation Strategy attached as Appendix "II".

SUSTAINABILITY CONSIDERATIONS

The work of this Land Use Plan supports the objectives of the City's Sustainability Charter 2.0. In particular, this Plan relates to Sustainability Charter 2.0 themes of Built Environment and Neighbourhoods, and Economic Prosperity and Livelihoods. Specifically, this Plan supports the following Desired Outcomes ("DO"):

- Built Environment and Neighbourhoods DO1: Surrey is comprised of distinct, diverse and compact neighbourhoods and Town Centres, with an engaging public realm.
- Built Environment and Neighbourhoods DO2: 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.
- Built Environment and Neighbourhoods DO4: Surrey's neighbourhoods are safe, accessible, well-connected, walkable and bike friendly.
- Built Environment and Neighbourhoods DO6: Land is used efficiently and sensitively, and development minimizes the impacts on the natural environment, viewscapes, agricultural land and urban wildlife.
- Economic Prosperity and Livelihoods DO6: Efficient land use and well-managed transportation infrastructure are in place to attract businesses and support a thriving economy.

CONCLUSION

Semiahmoo Town Centre is a significant Urban Centre within the Metro Vancouver Regional Growth Strategy ("RGS") and the Official Community Plan ("OCP"). It is also part of TransLink's Frequent Transit Network and the location of future anticipated RapidBus service. Urban Centres like Semiahmoo are intended to provide regional employment, services, business, commercial, community, and cultural activities for the surrounding communities. They are intended as the region's primary focal points for concentrated growth, with high and medium density housing, including affordable housing. Both the RGS and OCP support planning reviews of Urban Centres to enhance the capacity for growth.

The proposed Stage 1 Semiahmoo Town Centre Plan is the culmination of work undertaken over the course of the last 20 months. It is reflective of consultation with area residents and other stakeholders, and embodies the vision and principles developed through the engagement process. The Stage 1 Plan also represents a clear strategy to integrate land use and sustainable transportation systems, while addressing concerns around the supply of affordable housing. The Plan prioritizes growth within a designated Urban Centre in alignment with Surrey's OCP and the Metro Vancouver RGS, and embodies Council's Smart Growth Principles.

Based on the above discussion, it is recommended that Council approve the proposed Stage 1 Semiahmoo Town Centre Plan and the Interim Implementation Strategy and authorize staff to proceed with all necessary actions to proceed to the Stage 2 plan development for Semiahmoo Town Centre. It is also recommended that Council authorize staff to receive and process

development applications for properties within the Plan Area concurrently with the Stage 2 planning process, and in alignment with the Stage 1 plan.

Original signed by

Jean Lamontagne

General Manager, Planning & Development

Original signed by

Scott Neuman, P.Eng.

General Manager, Engineering

Original signed by

Laurie Cavan

General Manager, Parks, Recreation & Culture

PK/ss

Appendix "I"

Semiahmoo Town Centre Stage 1 Plan

Appendix "II"

Semiahmoo Town Centre Interim Implementation Strategy

Appendix "III"

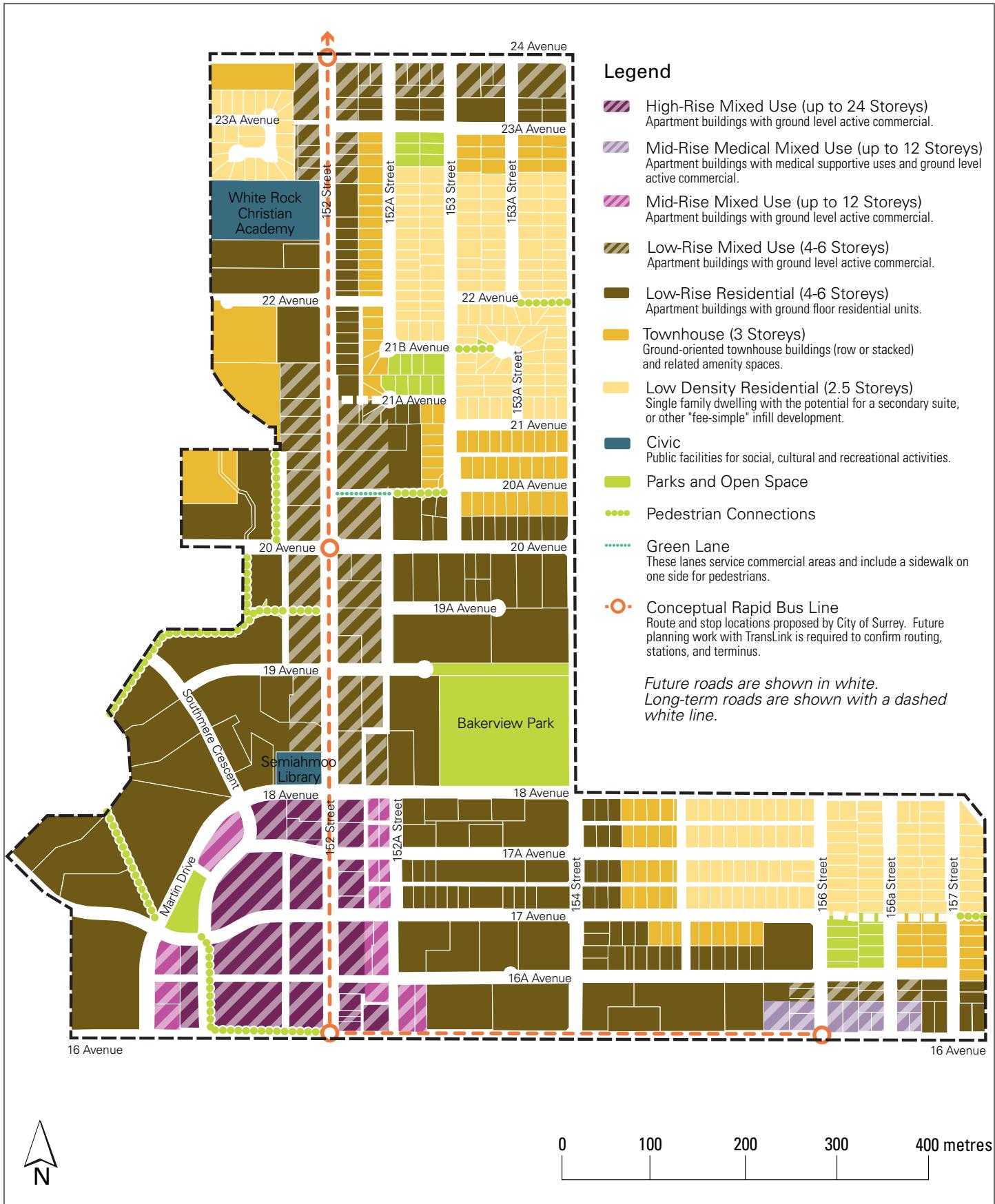
Semiahmoo Town Centre Plan Area

Appendix "IV"

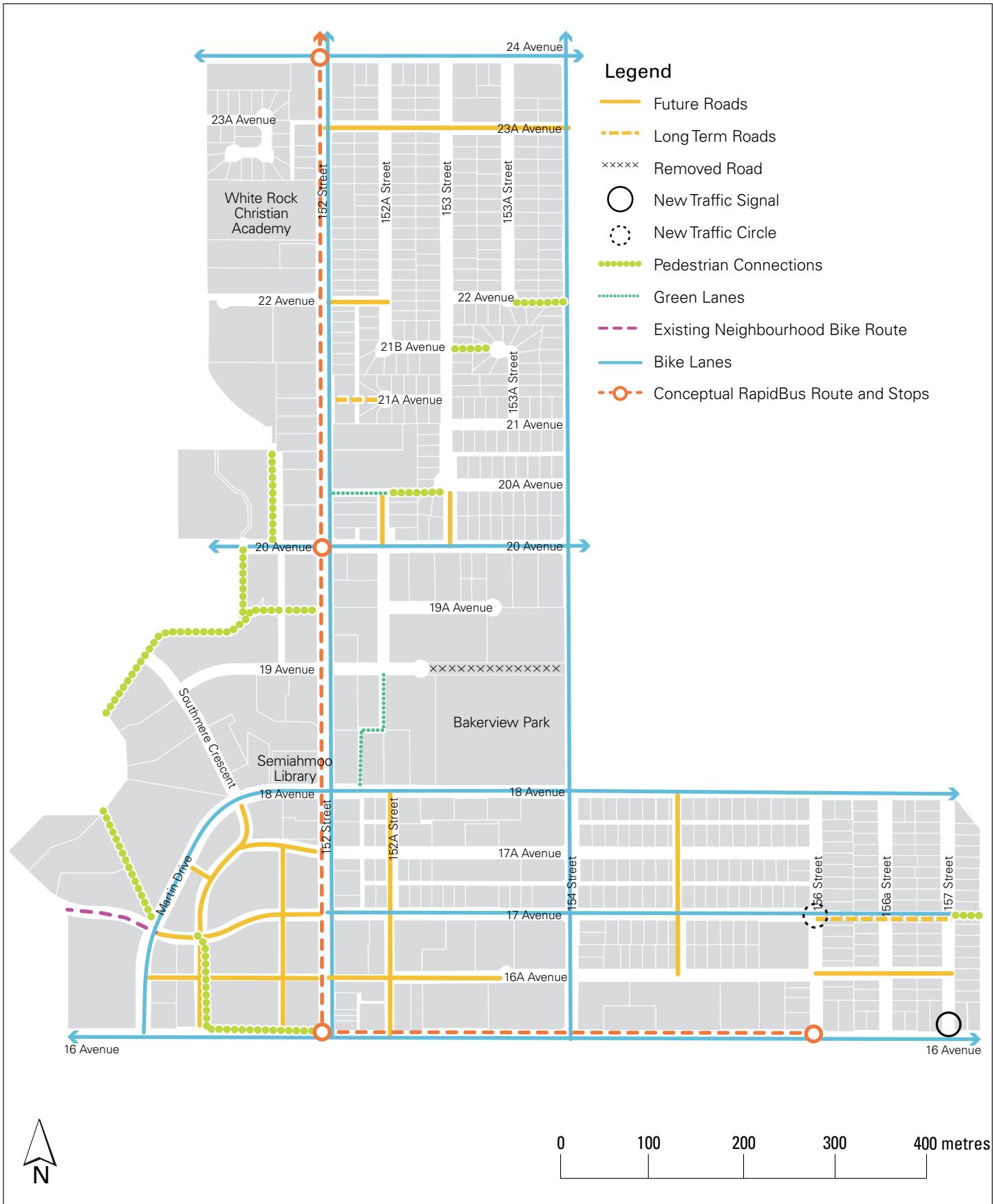
What We Heard Report – Stage 1 Engagement Summary

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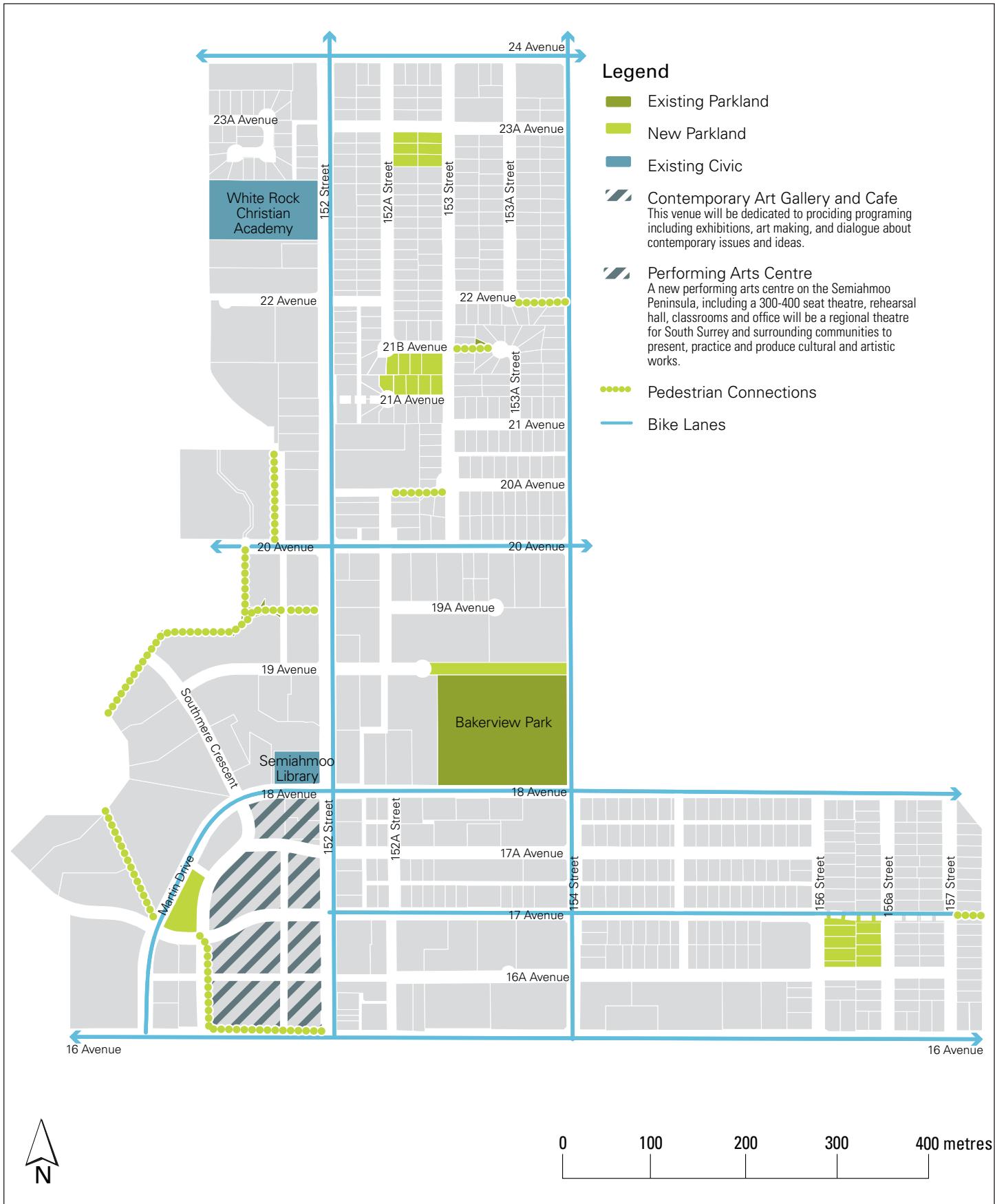
Land Use Concept



Transportation Concept



Parks & Open Space Concept



Semiahmoo Town Centre Interim Implementation Strategy

I. Interim Development Policies

- In the absence of a complete and finalized plan (Stage 2), this strategy will provide direction to developers on development requirements that staff anticipate will be included in the final plan. This interim strategy, including all direction it provides, will be replaced by an approved Stage 2 plan.
- As authorized by the OCP, development occurring within Semiahmoo Town Centre may calculate density on the basis of gross site area prior to dedications for roadways or other public purposes.
- Allowable Floor Area Ratios (“FAR”) for each land use designation will be outlined within the Stage 2 planning process. In the interim, applications are required to meet the intended building form and uses as described with the approving Stage 1 Corporate Report and approved Stage 1 land use plan.
 - **High-Rise Mixed Use**
This designation has a maximum base density of 2.5 FAR. Density bonusing may be considered within this designation in accordance with City policies and Schedule G, Section C.10(a) of the Surrey Zoning By-law, 1993, No. 12000.
 - **Mid-Rise Mixed Use**
This designation has a maximum base density of 2.5 FAR. Density bonusing may be considered within this designation in accordance with City policies and Schedule G, Section C.10(a) of the Surrey Zoning By-law, 1993, No. 12000.
 - **Mid-Rise Medical**
This designation has a maximum base density of 2.5 FAR. Within this base density a minimum of 1.0 FAR is required as office or medical related mixed-uses and services. Density bonusing may be considered within this designation in accordance with City policies and Schedule G, Section C.10(a) of the Surrey Zoning By-law, 1993, No. 12000. Density bonusing above 2.5 FAR shall only be considered if the required 1.0 FAR base density of office and medical related mixed-uses and services is provided.

- All market residential components of land use designations will be subject to a fixed-rate Community Amenity Contribution (“CAC”) schedule that will be developed and outlined within the Stage 2 plan. Fixed-rate CAC amounts for up to 2.5 FAR will generally be in keeping with existing NCP CAC rates.
- All roads shown on the Stage 1 transportation concept will be taken as full road dedication as part of a development application. Underground parking will not be permitted to be constructed underneath the roadway.
- In addition to the roads indicated on the Stage 1 transportation concept, developments may be required to dedicate additional roads or lanes as determined on a case-by-case basis.
- Any purpose-built rental housing units that are redeveloped are required to be replaced and rented at a maximum of 10% below the current average rents in Surrey in accordance with the Rental Housing Redevelopment Policy O-61.

II. Interim Design Guidelines for High-Rise and Mid-Rise Development

Refer to the OCP DP 1.1 Guidelines. In addition:

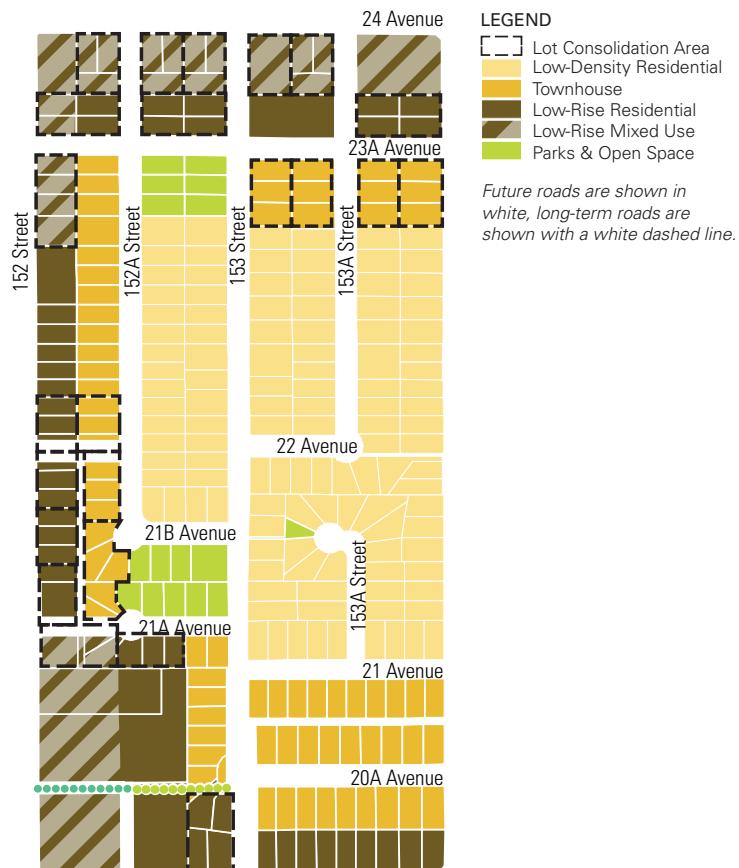
1. Frame development sites with built edges along streets and lanes.
2. Streetwall enclosure should be maintained along roads by maximizing the width of the building along the full extent of the street.
3. Provide the following building setback guidelines:
 - 3 metres to commercial interfaces fronting arterial roads.
 - 2 metres to commercial interfaces fronting collector and local roads
 - 4.5 metres to all ground level residential interfaces to a road or lane.
 - 3 metres on Green Lanes to building interfaces with no patio, or 4.5 m to building interfaces with patios.
 - Internal property line setbacks to be determined at application.

4. Where new development interfaces long-term single family or low-rise residential (including across the street), building height should transition down to a maximum of 13 metres height (4 storeys).
5. Where new developments interface with an arterial road or commercial development (including across the street), building height should be a minimum of 4 storeys high and a maximum of 6 storeys, to create a consistent streetwall enclosure. Step backs may be introduced only above the 4th storey.
6. Orient active commercial uses to the most active street frontages. Consider residential and less active uses where new development interfaces long-term single family or low-rise residential.
7. Indoor amenity areas should avoid being placed along ground level street frontages, and instead activate the public realm with commercial or residential units instead.
8. Residential units located along the street at ground level should have a two-storey townhouse expression, articulated with an emphasis on the vertical expression and identification of individual units.
9. Parking and loading areas should be located away from the public realm. Avoid locating them along any street frontage in between the street and building.
10. Minimize the East-West dimension of towers to 28 metres in width with a maximum 650 square metre floor plate to reduce shadow and wind impact on the public realm. Development applications should include a wind impact study and shadow impact analysis for 10 am, noon, and 2 pm at the equinoxes.
11. Tower separation for residential units should achieve a distance of 30 metres on a diagonal or 50 metres face-to-face to preserve view corridors and residents' privacy.
12. Provide corner feature plazas at each street intersection on private property, containing fixed seating amongst a balanced mixed of landscaping and hardscaping.

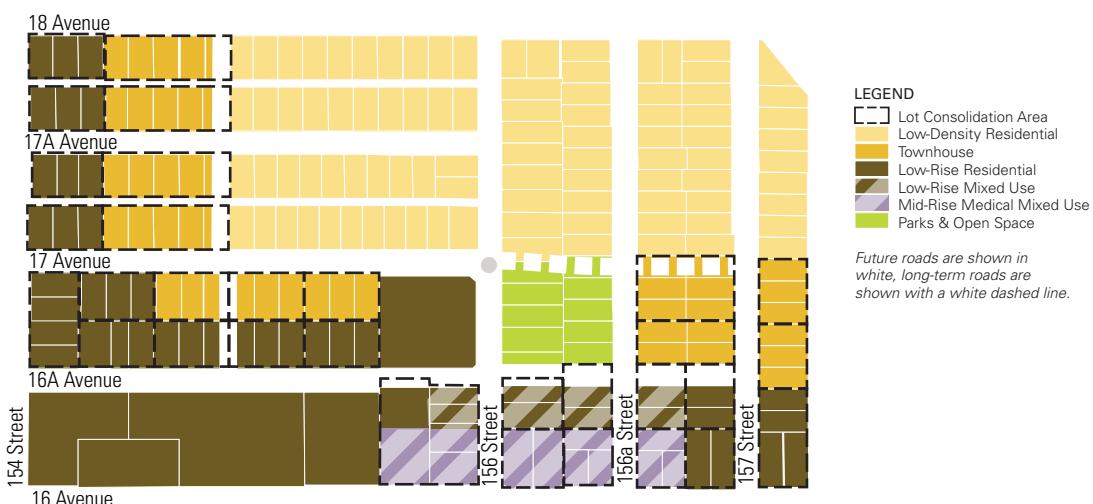
III. Interim Lot Consolidation Requirements

- For properties within the North and South Extension areas, the following lot consolidation requirements should be met:

- North Extension Area:**



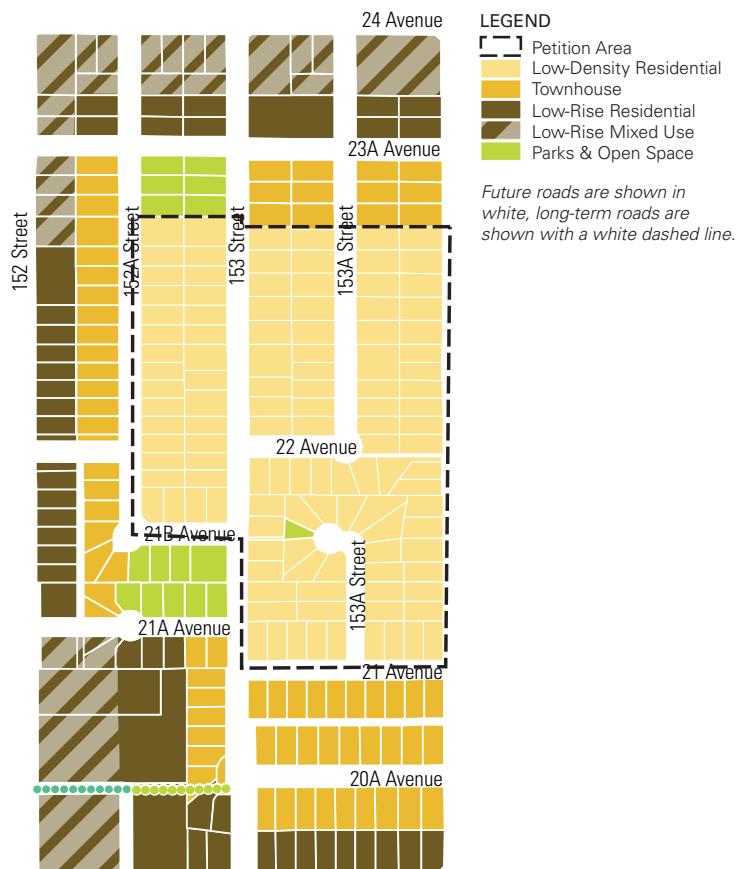
- South Extension Area:**



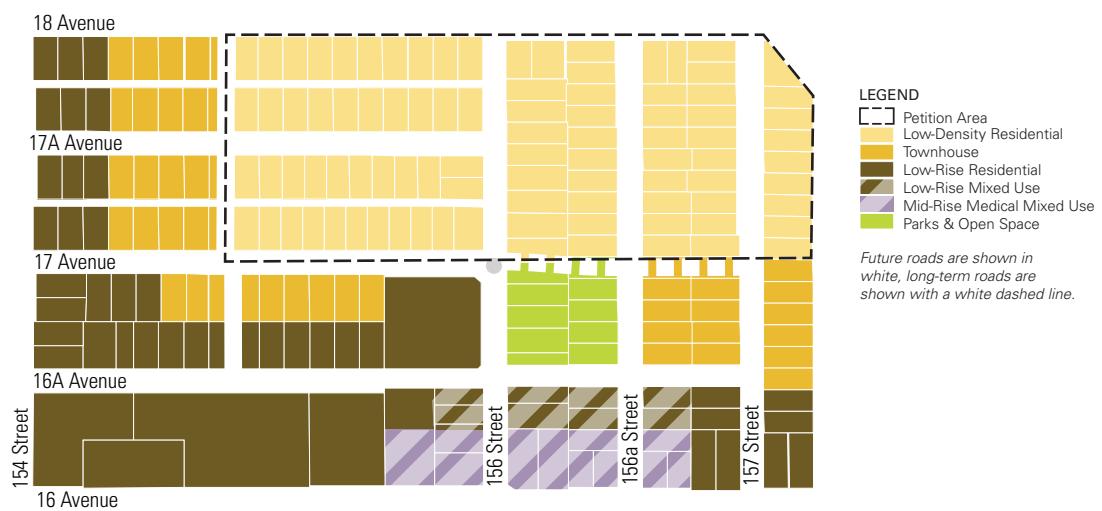
IV. Interim Petition Requirements

- For properties designated Low-Density Residential, a petition of support to justify a change in designation to higher density is required. Petitions are to be supported by a minimum of 75% of property owners within the designated areas:

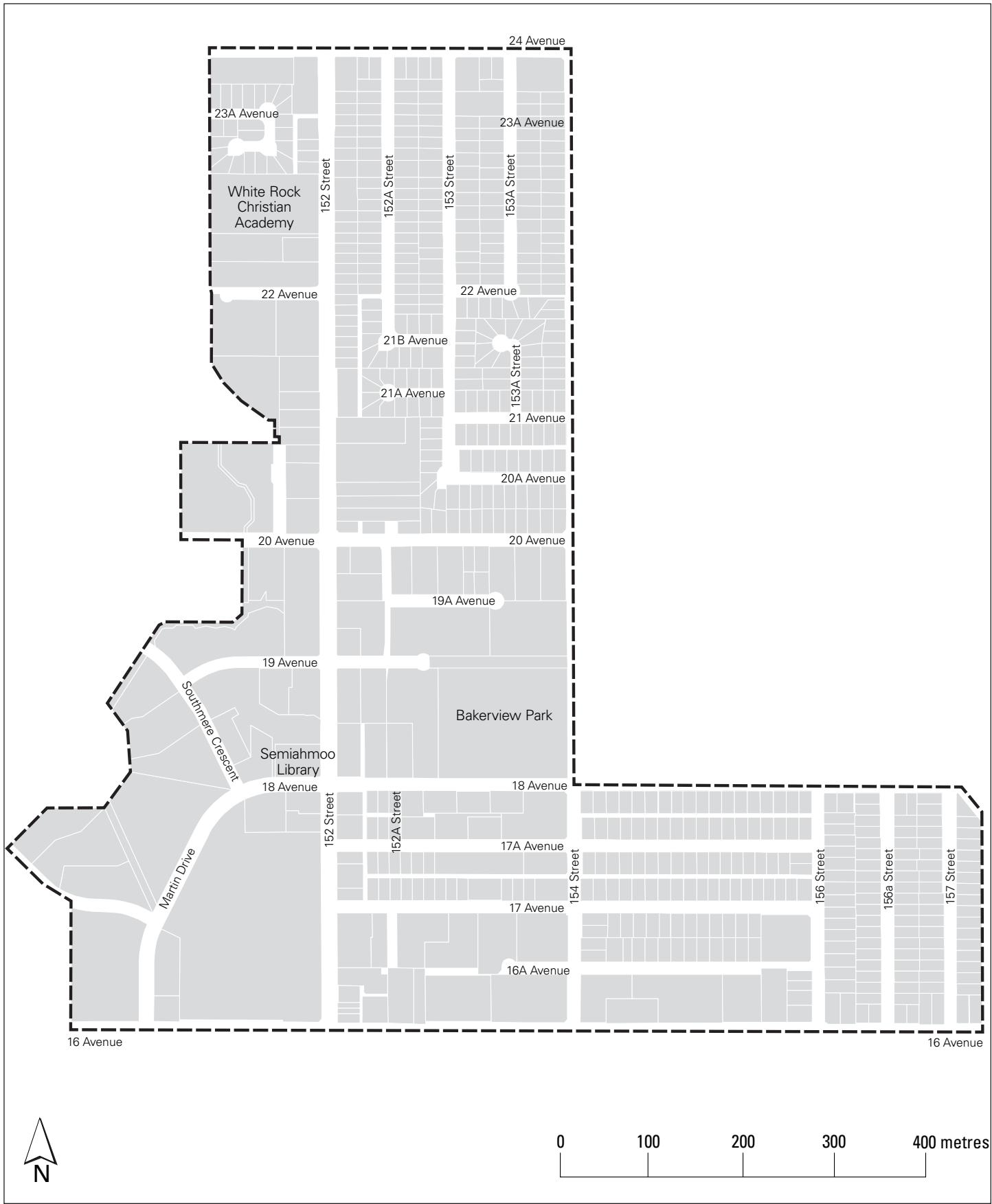
- North Extension Area:**



- South Extension Area:**



Plan Area



Engagement Summary

Semiahmoo Town Centre Plan
February 10, 2020

Building the Plan



ENGAGING IN SEMIAHMOO

We meaningfully engage to help shape and define our City.

The Semiahmoo Town Centre is the commercial and cultural heart for South Surrey. We are developing a land use plan to help shape the future of the town centre. When finished, the plan will designate what can be built and where. It guides the height, use and look of new buildings and outlines the location and funding for new streets, parks, and other public services.

Over the past 18 months, there have been many opportunities for residents and stakeholders to provide input and feedback on the Plan. We've held 5 events, 5 surveys, and had approximately 3,500 touch-points (interactions) with participants, residents, and stakeholders.

This document summarizes the engagement process and staff take-aways throughout Stage 1 of the planning process. It also highlights some of the outstanding concerns that will be considered through the next stage of the planning process.

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| 6 | Phase 1: Getting Started |
| 9 | Phase 2: Exploring Options |
| 12 | Phase 3: Developing the Plan |
| 18 | Outstanding Concerns |

HOW WE ENGAGE

Striking the right balance.

Every land use plan is the summation of three groups' opinions and sometimes competing objectives. Each group provides a valuable lens that cannot be ignored. The resultant plan is better than if it was completed by any one group alone.

Everyone has a unique role in **creating the Plan**



Staff & Council

Staff and Council ensure the Plan aligns with established City and inter-municipal policies (e.g. Official Community Plan, Sustainability Charter, and Regional Growth Strategy). These policies we have committed to keep us moving towards the same goal.



Technical Resources & Experts

Experts provide detailed background studies and professional opinions on everything from traffic, the housing market, public health, biodiversity and more. They provide a quantitative and scientific lens to decision making.



The Community

Residents are the local expert. Where technical experts provide objective accounts, residents provide the qualitative, personal, subjective account of the community. They are our best resource for firsthand knowledge.

INVOLVEMENT IN THE PROCESS

The level of public engagement ranges from "Consult" to "Collaborate" depending where we are in the planning process.



| INFORM | CONSULT | INVOLVE | COLLABORATE | EMPOWER |
|--|---|--|--|---|
| To provide the public with balanced and objective information to assist them in understanding the problem, alternatives and/or solutions. <i>We will keep you informed.</i> | To obtain public feedback on analysis, alternatives and/or decision. <i>We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision.</i> | To work directly with the public to ensure that concerns and aspirations are consistently understood and considered. <i>We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision.</i> | To partner with the public in decision making, including the development of alternatives and identification of the preferred solution. <i>We will look to you for advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible.</i> | To place final decision-making in the hands of the public. <i>We will implement what you decide.</i> |

STAKEHOLDER INFLUENCE

The range of interests and influence.

A stakeholder is a person who has something to gain or lose through the outcomes of planning. 'Interest' indicates to what degree they are likely to be affected by the plan. Generally, this is proportional to the amount of time or investment they are willing to make to engagement. The 'influence' each group has on the plan varies throughout the process.

Stakeholders with high influence and high interest are the people or organizations most integral to the planning process. Stakeholders with high interest but low influence need to be consulted with and kept informed. Those with high influence but low interest should be involved in the decision making. All stakeholders play an important role in the process. We offer all stakeholders the opportunity to get involved and provide input.

STAKEHOLDER MAP



Engagement Snapshot

A QUICK LOOK

Over the past 18 months, the plan has been refined through a comprehensive community engagement process. In total, over 2,300 residents and stakeholders have participated by attending workshops, open houses, stakeholder meetings or by completing an online survey. The result is an updated plan that reflects direct resident involvement.

4 WAYS RESIDENTS WERE NOTIFIED

| | | | |
|---|---|--|---|
|  |  |  |  |
| Newspaper Ads in Peace Arch News and Surrey Now Leader | Mail Open house invitations sent to 8,574 residents and property owners. | Social Media City of Surrey Facebook, Instagram, and Twitter. | Website City of Surrey Website and E-News |

6 WAYS STAKEHOLDERS PARTICIPATED

| | | |
|---|---|---|
|  |  |  |
| 2 World Cafe Workshops large group dialogue sessions | 3 Public Open Houses | 4 Online Surveys +1 Youth Survey |
|  |  |  |
| Stakeholder Meetings and Site Visits | Emails & Phone Calls STCPlan@surrey.ca 604.591.4654 | Youth Engagement Online survey administered to Semiahmoo Secondary and Earl Marriott students. |

BY THE NUMBERS

3498

Touchpoints with participants, residents, and stakeholders.
A touchpoint is an interaction not a person. Very involved residents could be the source of multiple touchpoints.

Completed Surveys

2398

Open House Attendees

1040

Workshop Attendees

200+

Emails & Phone Calls

100+

Youth Survey Participants

40

Stakeholder Meetings

20

ENGAGEMENT AT A GLANCE

Summary of Community Engagement throughout Stage 1

| | 1: GETTING STARTED | 2: EXPLORING OPTIONS | 3: DEVELOPING THE PLAN |
|------------|--|--|--|
| OBJECTIVES | <p>Approach process and residents with an open mind.</p> <p>Discuss concerns and desires.</p> <p>Explore how the community can evolve over time.</p> | <p>Educate on the planning process.</p> <p>Build understanding on the foundation for planning: <u>The Interim Plan</u> and <u>Extension Areas Workshop</u>.</p> <p>Explore <u>The Big Challenges</u> facing Semiahmoo Town Centre.</p> | <p>Present the first draft of the Land Use Plan and <u>7 Community Values</u>.</p> <p>Demonstrate how community values are represented in the <u>Draft Plan</u>.</p> <p>Explain what will be presented to Council for Stage 1 approval.</p> <p>Educate on the next steps and opportunities for further input/changes.</p> <p>Build an understanding of the outstanding concerns and issues to be resolved in the Stage 2 planning process.</p> |
| METHODS | 2 World Cafe Workshops Online Survey Emails & Phone Calls Stakeholder Meetings | Public Open House Online Survey Emails & Phone Calls Stakeholder Meetings | 2 Public Open Houses 2 Online Surveys Emails & Phone Calls Stakeholder Meetings Youth Engagement |
| OUTCOMES | <p>Participants developed five early land use options for each of the extension area neighbourhoods.</p> <p>Staff reconciled the concepts into one preliminary concept plan for each extension area.</p> | <p>Participants provided their solutions to tackle the <u>Big Challenges</u>.</p> <p>Participants' ideas were summarized into seven <u>Community Values</u> reflected in the Draft Plan.</p> | <p>Participants prioritized the <u>Community Values</u> and evaluated how they were reflected in the <u>Draft Plan</u>.</p> <p>Staff re-evaluated the <u>Draft Plan</u> based on feedback.</p> <p>Staff compiled a list of outstanding issues to address in Stage 2 of the planning process.</p> |

Community engagement does not conclude after Stage 1. There will be further opportunities for stakeholder participation throughout the Stage 2 planning process. Direct resident involvement will continue to shape the plan.

1 Engagement Phase One

1: GETTING STARTED

2: EXPLORING OPTIONS

3: DEVELOPING THE PLAN

SUMMER 2018

On July 12th, 2018, the City of Surrey hosted neighbourhood workshops for the two plan extension areas - North and South. Approximately 200 people attended both workshops. Property owners and residents participated in exercises to develop a shared vision for their future neighbourhoods. Common land use themes were created from the discussion and verified in an online survey.

PHASE ONE AT A GLANCE

| Objectives | Methods | Outcomes |
|---|--|---|
| Approach process and residents with an open mind. | 2 World Cafe Workshops | Participants developed five early land use options for each of the extension area neighbourhoods. |
| Discuss concerns and desires. | Online Survey | Staff reconciled the concepts into one preliminary concept plan for each extension area. |
| Explore how the community can evolve over time. | Emails & Phone Calls Stakeholder Meetings | |

LIVE GRAPHIC RECORDING

During the workshops participants were asked to share their concerns and desires for the future of their neighbourhoods. Results were captured in this live graphic recording.





ENGAGEMENT OUTCOMES

In the weeks following the event participants were asked to complete an online survey. The survey was used to determine residents' priorities and concerns. Participants were asked to prioritize the values, desires and concerns previously generated from the workshops.

Residents most wanted to preserve:



Residents most wanted to enhance:



Residents top concerns were:



ENGAGEMENT OUTCOMES

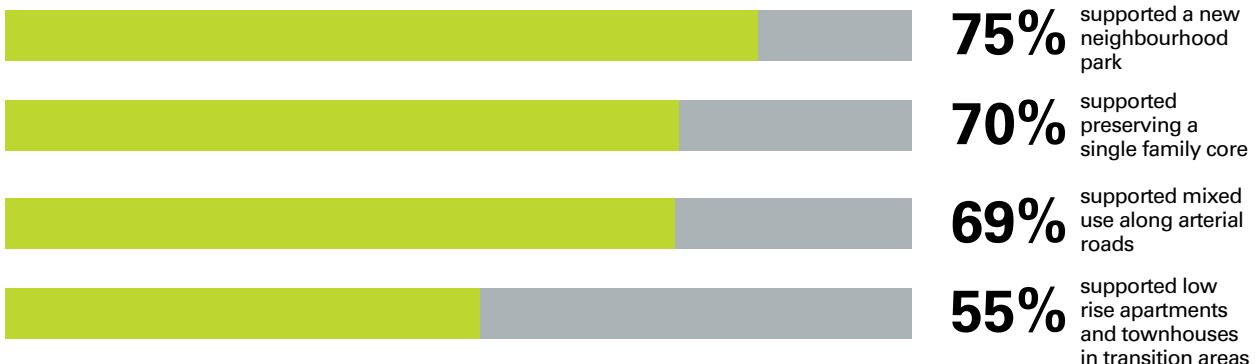
In the workshops, residents were grouped and tasked with exploring potential future land uses through mapping exercises. After the workshop, staff created a preliminary land use concept draft for the North and South Extension Areas. These concepts were based on the commonalities found among the various resident groups.

In the survey, participants were asked to evaluate what they felt about the resultant land use concept.

The North Extension Area:



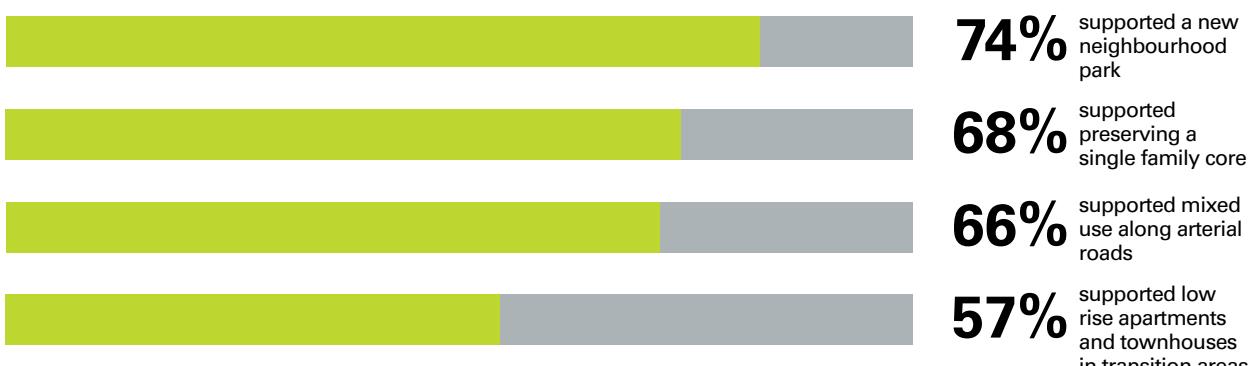
"Not all families have to live in single-family dwellings."



The South Extension Area:



"Why not have medical services in the same building as shopping centre so seniors can go have a look around after appointments"



2 Engagement Phase Two

1: GETTING STARTED

2: EXPLORING OPTIONS

3: DEVELOPING THE PLAN

WINTER 2019

On February 28, 2019, an open house and online survey were used to introduce participants to the planning process and gather feedback on the big challenges facing Semiahmoo over the next 30 years. Additional stakeholder meetings with community groups and landowners explored land use and development options on a few major sites within the Town Centre.

PHASE TWO AT A GLANCE

| Objectives | Methods | Outcomes |
|---|---|---|
| Educate on the planning process. |  Public Open House | Participants provided their solutions to tackle the <u>Big Challenges</u> . |
| Build understanding on the foundation for planning: <u>The Interim Plan</u> and <u>Extension Areas Workshop</u> . |  Online Survey | Participants' ideas were summarized into seven <u>Community Values</u> reflected in the Draft Plan. |
| Explore <u>The Big Challenges</u> facing Semiahmoo Town Centre. |  Emails & Phone Calls  Stakeholder Meetings | |



ENGAGEMENT OUTCOMES

Participants offered solutions to the Big Challenges:

1

Semiahmoo is growing, and everybody needs a place to call home. Our population is also getting older while household sizes are shrinking.

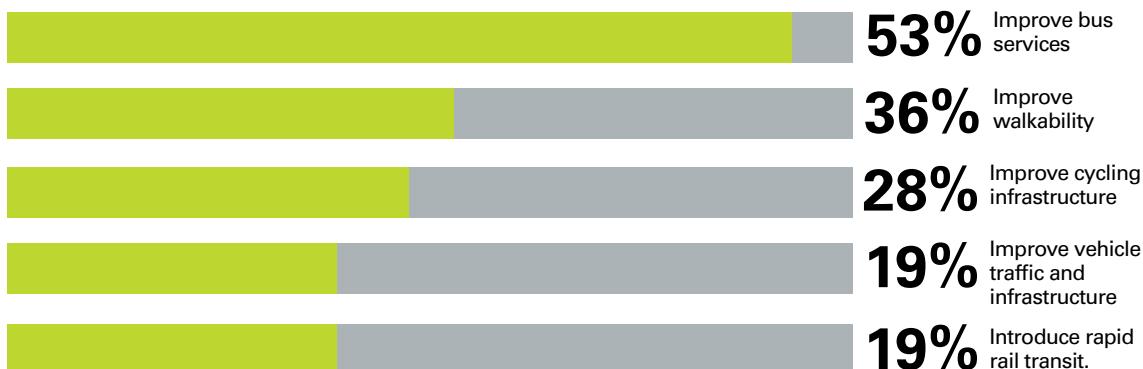
How would you accommodate a growing population of aging seniors while also making room for young families? Consider the wide range of economic means and housing needs of different people.



2

We all have places we need to be. Transit ridership is up, a new B-Line is being planned. Traffic is also increasing.

How would you improve Semiahmoo's transportation network to make sure everyone can get where they want to go, whether they're walking, taking transit or driving?



3

As a town centre, Semiahmoo should provide the opportunity for residents to live, work and play together.

What would you like to do in Semiahmoo, but can't? What's missing?



EXAMPLE VERBATIM COMMENTS

“Decreasing the distance between homes, shops and services would be great!”

“Why not have medical services in the same building as shopping centre so seniors can go have a look around after appointments”

“Mixed use buildings with retail, medical, community centre amenities at ground level & housing above would be a good use of space.”

“Mixed use addresses the need for less driving if services and green space are close by”

“Public gathering spots in the downtown core so people can be drawn to that area to meet and mingle”

“Go taller. But slim buildings with narrow shadows and large gaps between buildings”

“Communities that can house a diversity of ages and incomes are stronger because they provide opportunities for different generations to assist each other”

“Not everyone can afford a house.”

“Single family housing is not the future.”

“Families need yards, not boxes in the sky.”

3 Engagement Phase Three

1: GETTING STARTED

2: EXPLORING OPTIONS

3: DEVELOPING THE PLAN

PHASE THREE AT A GLANCE

| Objectives | Methods | Outcomes |
|--|--|--|
| <p>Present the first draft of the Land Use Plan and <u>7 Community Values</u>.</p> <p>Demonstrate how community values are represented in the <u>Draft Plan</u>.</p> <p>Explain what will be presented to Council for Stage 1 approval.</p> <p>Educate on the next steps and opportunities for further input/changes.</p> <p>Build an understanding of the outstanding concerns and issues to be resolved in the Stage 2 planning process.</p> | <ul style="list-style-type: none"> 2 Public Open Houses 2 Online Surveys Emails & Phone Calls Stakeholder Meetings Youth Engagement | <p>Participants prioritized the <u>Community Values</u> and evaluated how they were reflected in the <u>Draft Plan</u>.</p> <p>Staff re-evaluated the <u>Draft Plan</u> based on feedback.</p> <p>Staff compiled a list of outstanding issues to address in Stage 2 of the planning process.</p> |



SUMMER 2019

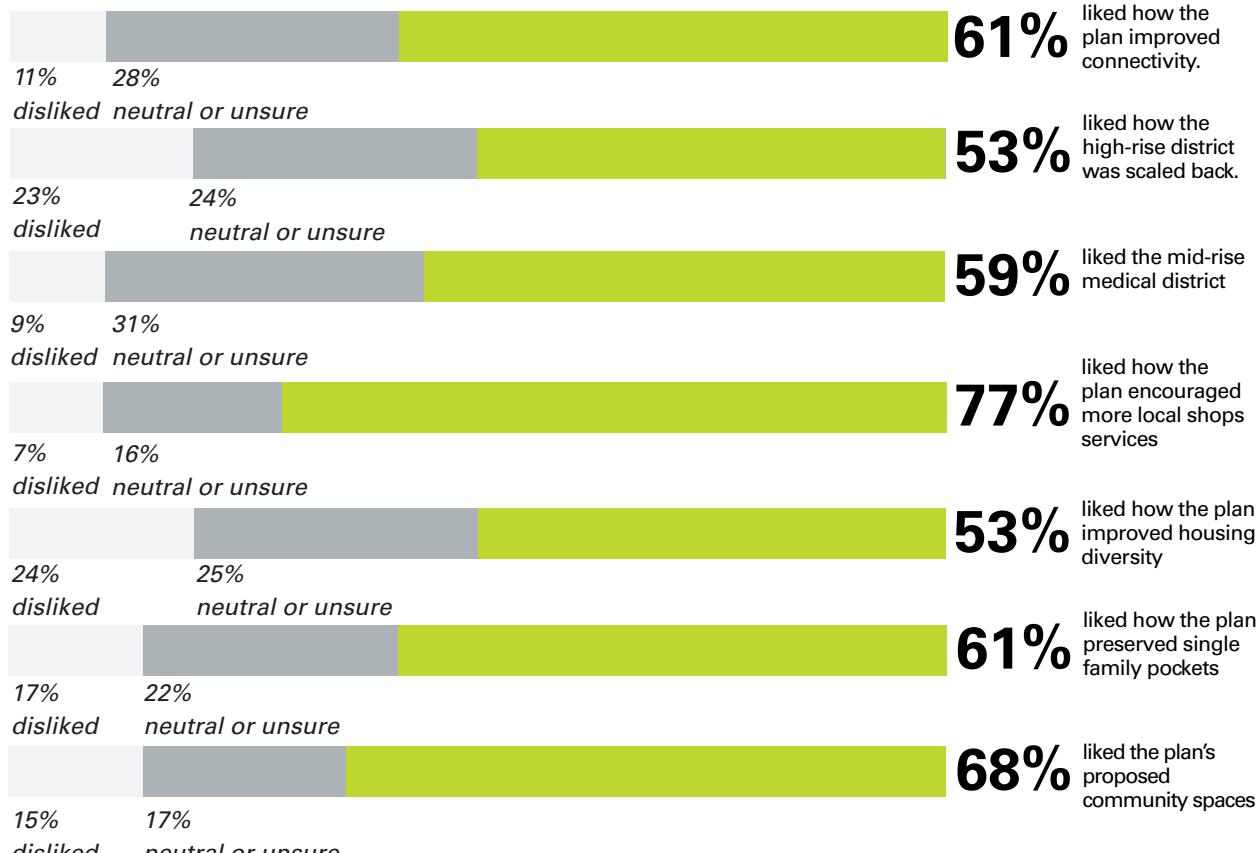
On July 11, 2019, the City of Surrey presented the first draft of the land use plan at a public open house and in an online survey. Participants reviewed how the City had summarized their solutions to the Big Challenges into 7 Community Values. Explanation was provided for how each community value was incorporated into the land use plan.

| Community Value | What we heard | What we did |
|--|---|---|
|  Improved Connectivity | <p>Many residents were concerned about existing and future traffic congestion and were opposed to a road being constructed through Bakerview Park.</p> | <p>We've added new roads, enhanced bike lanes and sidewalks, and pathways to link neighbourhoods, relieve congestion and improve pedestrian safety and walkability. We've removed the proposed road through Bakerview Park.</p> |
|  Scaled Back High-Rise District | <p>Many residents expressed opposition to high-rise tower development in the town centre. Concerns included loss of privacy, sunlight and "small town" character.</p> | <p>We limited high-rise development to the area in and around the Semiahmoo Mall, adjacent to the future express bus service. Mid-rise development will be permitted on the periphery.</p> |
|  Mid-Rise Medical District | <p>Many residents wanted more shops and local medical services. Others were concerned about how taller buildings and additional development will impact adjacent neighbourhoods.</p> | <p>We've added a mixed-use mid-rise district along 16 Avenue to support expansion of medical services near Peace Arch Hospital. This steps down to low-rise and townhouse residential uses and a neighbourhood park.</p> |
|  More Local Shops and Services | <p>Many residents wanted more local services, shops and meeting places within walking distance.</p> | <p>We introduced new low-rise mixed use along 152 Street and 24 Avenue. These mixed-use developments will have commercial on the ground level and offices and residential above.</p> |
|  More Housing Types | <p>Residents wanted a wider range of affordable, family and senior-friendly housing types (e.g. townhouses, apartments).</p> | <p>We've included a wider range of residential land uses in the draft plan to support the diverse and changing needs of residents.</p> |
|  Preserved Single-Family Pockets | <p>Many residents in the extension areas expressed concern about the loss of existing single family neighbourhoods and character. They also want to improve the area with sidewalks, crosswalks and street trees.</p> | <p>We've retained many of the existing single family neighbourhoods in the plan area.</p> |
|  More Community Spaces | <p>Residents wanted more community and cultural spaces and places to socialize and interact.</p> | <p>We've added four new neighbourhood parks to the plan and are exploring partnership opportunities with developers to construct community amenity spaces for recreation, arts, and culture.</p> |



SURVEY RESULTS - JULY 2019

At the July 2019 open house and in the survey, the draft land use concept was explained in relation to the Community Values.



EXAMPLE VERBATIM COMMENTS

“I like the idea of mid rise mixed use in the area, but I’m still concerned about the addition of more townhouses in the area, when there is already such an issue with school overcrowding”

“More local shops that are all within walking distance should make for easy access as well as help support current local businesses and business owners. I know a handful of local business owners who could really use this support.”

“Scaling back high rise development (limits) the ability for future generations to live in the area, keeping the ‘small town character’ is going to destroy the potential for those that grew up in this community to stay here as there will be less availability of units and therefore higher prices.”

“As one of the fastest growing municipalities, we need to provide access to affordable higher density accommodation for the growing population and to help younger families afford to stay in the community.”

“We really desperately need the transit connectivity with the B-line running right down to 16th - the transit situation is ridiculous - we actually don’t have a night bus!”

“What about bicycles? Connect bike paths with others to make bike routes. As the city of Vancouver and Victoria have proven, if you build it, bikes will come.”

SURVEY RESULTS - FALL 2019

On October 29, 2019, we held our last Open House of Stage 1. The intent of this Open House was to inform participants of (1) what will be presented to Council for Stage 1 approval and (2) the next steps and opportunities for further input/changes to the plan. The goal for staff was to understand outstanding concerns and issues moving forward into the Stage 2 planning process.

The companion survey delivered in this period of engagement looped back to the "**Big Challenges**" that participants were introduced to in early 2019. Participants were asked to assess if they thought the proposed Plan would improve the outlook for Semiahmoo's future in regards to: growth, transportation, and community amenities.

Does the plan address the housing challenges that will be faced by future generations of Semiahmoo residents?



Does the plan address the transportation challenges that will be faced by future generations of Semiahmoo residents?



Does the plan improve the community amenities for future generations of Semiahmoo residents?



YOUTH SURVEY RESULTS

Youth provided a seldom heard voice within land use planning. City staff felt it was important to engage this group specifically on this survey, as it was asking residents to consider their's and the plan's legacy for the next generation of Semiahmoo residents. For youth, their ability and desire to live, work, and play in Semiahmoo Town Centre over the next 30 years is directly affected by the policies and outcomes of the Town Centre Plan.

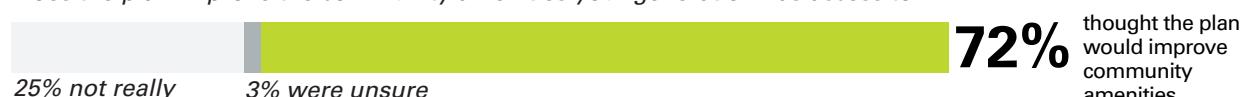
Does the plan address the housing challenges that will be faced by your generation?



Does the plan address the transportation challenges that will be faced by your generation?



Does the plan improve the community amenities your generation has access to?



EXAMPLE VERBATIM COMMENTS FROM YOUTH

"I think it gives more affordable options which is really nice for the families that cant afford the beach houses or the massive houses."

"I think the plan is ambitious but very well thought out. It's seems it might be necessary to go through with it due to the increasing population in the area and it's a great plan for future growth. I encourage further development in surrey so this plan has my support."

"Keep Semiahmoo Mall. It's good enough."

"Skytrain and easy access is important to me. It is virtually impossible to go to Vancouver for a night out, responsibly speaking, without having to leave early to catch the last skytrain or bus at midnight. Cabs back are ridiculously expensive."

"Make it more affordable for our generation to live."

"Smaller therefore cheaper housing."

"I would hate to see town houses everywhere but there's no other option. The population will grow as well at the housing prices so best would be having town houses."

"More urban environment. More stores and easier access to public transportation."

Outstanding Concerns

COMMON CONCERNs

Staff responses are shown below.

Why is there an expectation that the South Surrey town centre should accommodate so many more people? Why can't they go somewhere else?

Surrey is expected to grow by approximately 300,000 residents over the next 30 years. All of Surrey's established Town Centres are predicted to grow in the next 30 years.

Semiahmoo Town Centre and the City of White Rock form a significant "Municipal Town Centre" for the Metro Vancouver Region. Municipal Town Centres are characterized by access to rapid transit or TransLink's Frequent Transit Network. They provide regional employment, services, business, commercial, community, and cultural activities for the surrounding communities. They are encouraged to contain a higher proportion of high and medium density housing including affordable housing.

Focusing growth and development into established urban centres maximizes the benefits of compact sustainable development, allows efficient service delivery (such as public transportation) and minimizes the development of natural areas. For these reasons, Semiahmoo is one of the best places in the City to accommodate growth.

Property owners are concerned about possible City land expropriations. What can be done about this situation?

The City will not expropriate land for parks or local road connections.

On December 23, 2019, the City sent a letter to residents of both extension areas to provide additional information. We have also proposed petition requirements for areas designated to remain as low-density residential. This would limit the ability for a developer to amend the plan. We are also proposing strict consolidation areas. These create defined development blocks over multiple properties. This means developers would be required to obtain all the properties within the development block. In some cases, developers may have to wait a significant amount of time until all the lots are ready to sell. The proposed lot consolidation areas and petition requirements will be endorsed by Council as part of the Stage 1 plan approval. The Stage 1 approval is an important step to limit speculation and provide protections to these residents.

Why is the proposed Plan so short and contain so few policies to guide development?

A Stage 1 plan is not a complete plan yet. A Stage 1 plan is still a general concept. When Council approves a Stage 1 plan, they authorize staff to continue working on the details of the plan. The Stage 1 approval provides a level of certainty which allows staff and technical experts to conduct the further research and develop these policies. It also limits speculation and provides protection to residents.

When Council directs staff to move into Stage 2 of the planning process, we will develop the detailed policies and write the plan. We consider public realm guidelines to control streetscape design and urban design guidelines to control the massing and appearance of buildings. We also work out the costs of infrastructure and community amenity upgrades that developers will have to pay.

I Has this plan been coordinated with White Rock?

The City of White Rock is an identified stakeholder in the planning process for Semiahmoo Town Centre. The City of Surrey has been in discussions with the City of White Rock throughout the planning process. We have conducted a review of their Official Community Plan. The proposed Stage 1 land uses were considered to provide continuity from White Rock. The proposed building heights in Semiahmoo are lower than what is permitted in White Rock.

Will the plan encourage employment or just put more commuters to Semiahmoo?

The plan will increase employment opportunities within Semiahmoo Town Centre. The areas designated as "mixed use" will require a significant portion of any redevelopment to be commercial or office.

- Peace Arch Hospital has intention of expanding some medical service and medical office related uses to the mixed-use medical district.
- The high-rise district could provide ground floor service employment with offices on subsequent floors.
- The mixed use main street on 152 Street could provide the opportunity for local businesses and restaurants.

Why hasn't there been a town hall style meeting or public hearing?

The City of Surrey is not required to hold public hearings to approve land use plans. The Local Government Act 464 (1) requires public hearings for: official community plans, zoning bylaws, or early termination of land use contracts.

Open houses and workshops were selected as the preferred engagement events, as opposed to a town hall event. They are best practice and align with the City's engagement principles. As noted by the International Association of Public Participation (IAP2), Town Hall events may:

- Create a highly emotional environment rather than productive conversations;
- Can be difficult to build an open and neutral environment for all views to be shared;
- Underrepresented those who do not feel comfortable speaking in front of a group or those who hold a minority view; and,
- Can cause divisions among neighbours by removing anonymity of private conversation.

What can be built in the area low density residential area?

Any fee-simple redevelopment is appropriate here. This could range from large single-detached, small-lot single detached, duplex or other attached fee-simple forms of ownership.

Some residents love the mall. Why can't the mall remain?

Malls across North America are closing, struggling with vacancies, and falling into disrepair. The plan provides the mall's owner flexibility to adapt to changing conditions over the next 30 years. The City cannot force the mall's owner to continue operations if it is no longer profitable for them to do so. Flexibility is important to prevent the property from sitting vacant. The mall owner and their development team have created a master plan for the site that will take decades to build out. Their plan is for the mall to remain until the later stages of redevelopment (20-30 years).

Although it is a private space, we understand the mall is a valued gathering place for some residents. The City's vision for inclusivity places an importance on public space. The mall site redevelopment will contain several truly public spaces including: a park, pedestrian oriented streets, a performing arts centre, and an art gallery.

There will be further opportunities for stakeholder participation throughout the Stage 2 planning process. Direct resident involvement will continue to shape the plan.

I How many towers will be built on the mall site?

The density floor area ratio (FAR) maximums approved in Stage 1 will greatly limit how many towers can be built on each site. The urban design guidelines developed in Stage 2 will contain policies for minimum tower separation and maximum tower floor plate size. In City Centre, tower separation is a distance minimum of 30 m on a diagonal or 50m face to face and towers must minimize the east-west dimension to 28m width with a maximum 600 square metre floor plate size.

I When will redevelopment occur?

Sometimes it takes decades for changes to occur following completion of a land use plan. Realization of the land use plan is dependent on individual property owner choosing to sell their properties to developers or redevelop their properties themselves. If there aren't willing buyer, sellers, and developers then not much will change. At this time, there are some active applications within extension areas and a portion of the mall site. These could see completion in the short term (1-5 years). The City cannot speculate when it will be profitable for other lots to redevelop.

It is unfair for those who are designated as parks. Can we just designate everything for higher density and make developers deliver parks later?

The land use plan's purpose is to provide certainty to residents and landowners. It is important to designate the desired sizes and locations of parks so the City can actively work to acquire them in the long-term. Relying on private development to contribute parkland is unreliable and often does not result in adequate parkland.

The locations of the new parks are the outcome of a comprehensive planning and community engagement process. The parks network was supported by the majority of participants through multiple public surveys. They are located carefully to ensure all future residents will be within a short walk of parkland, that they connect to existing pathways wherever possible and that they meet the intent of the Parks, Recreation & Culture Strategic Plan.

If your property is designated as parkland, you will not be required to move or sell to the City. The Plan will take many years to build out. As development occurs, developers make contributions to fund the City's future acquisition of parkland. When you are ready to sell, the City will purchase your property at market value.