

NO: R048

COUNCIL DATE: March 10, 2025

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## REGULAR COUNCIL

TO: **Mayor & Council**

DATE: **March 6, 2025**

FROM: **General Manager, Planning & Development**  
**General Manager, Engineering**  
**General Manager, Parks, Recreation & Culture**

FILE: **6520-20**  
**(South Westminster)**

SUBJECT: **South Westminster Neighbourhood Concept Plan – Stage 1 Plan**

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## RECOMMENDATION

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

1. Receive this report for information;
2. Approve the updated South Westminster Stage 2 Neighbourhood Concept Plan (“NCP”) attached as Appendix “I”;
3. Approve the Stage 1 Land Use Concept for the Transit Village Study Area (situated within the South Westminster NCP area) attached as Appendix “II”;
4. Approve amendments to *Surrey Zoning By-law, 1993, No. 12000* (the “Zoning Bylaw”) to update amenity contributions for the South Westminster NCP area, as documented in Appendix “III”, and authorize the City Clerk to bring forward the necessary *Surrey Zoning By-law, 1993, No. 12000* amendment bylaw for the required readings at a future Council meeting and to set a date for the related Public Hearing;
5. Authorize staff to proceed with the necessary studies to support the Waterfront District Study Area (situated within the South Westminster NCP area) as described in this report.

## INTENT

The intent of this report is to provide a summary of the South Westminster NCP update process and seek Council endorsement of both the proposed Stage 2 land uses for a portion of the South Westminster NCP and Stage 1 land use concept for the Transit Village Study Area, as well as Council authorization to proceed with the Waterfront District Study.

## **BACKGROUND**

The South Westminster NCP is strategically located within Metro Vancouver and complemented by proximity to the Fraser Surrey Docks and intermodal yard services serving CP Rail, CN Rail, and Burlington Northern & Southern Rail. The majority of the NCP area is comprised of a range of logistics, distribution, storage, and port-related operations that exist today. Additionally, the Scott Road Skytrain station is situated in the eastern area of the NCP area.

The South Westminster NCP was approved by Council in 2003. Since the approval of this Stage 2 Plan (the “Plan”), there have been significant changes to both the road network and the development context of the Plan area. Construction of the South Fraser Perimeter Road was completed in 2013, and the Patullo Bridge replacement project is currently underway, both of which necessitate updates to the road network identified in the Plan.

In April 2022, Council received Corporate Report No. Ro71; 2022 (attached as Appendix “IV”) and authorized staff to undertake an update of the Plan. The update was intended to reflect these transportation updates as well as changes to respond to current market conditions and ensure that transit-oriented development principles are incorporated around the Scott Road SkyTrain Station and along the alignment of the R6 RapidBus.

In September 2022, staff launched an initial engagement campaign, which included surveys to residents, business owners and developers, followed by a stakeholder workshop in January 2023. Background and details on the engagement summary are attached as Appendix “V”.

In 2023, the Province introduced a suite of housing legislation aimed at increasing the supply and affordability of housing. Included within the suite of legislation was Bill 47, which set minimum height and density allotments for areas served by rapid transit or Transit-Oriented Areas (“TOAs”), which includes the Plan area’s Scott Road SkyTrain Station. While the majority of the lots within the Scott Road TOA are not zoned for residential use and, as such, are exempt from the TOA density parameters until a rezoning to residential use is supported, an NCP update will set future development direction.

## **DISCUSSION**

In order to address the various NCP updates required, three separate sub-areas have been identified to address the differing nature of the work and investigations required to update the land uses. The three areas are:

1. Updated South Westminster Stage 2 Land Use Area;
2. Waterfront District Study Area; and
3. Transit Village Study Area - Draft Stage 1 Land Uses.

## Updated South Westminster Stage 2 Land Use Area

An updated Stage 2 land use concept is proposed for the area as shown in Appendix “I”. The proposed NCP land use amendments include changes to the Commercial designation along Old Yale Road as well as refinements to the Industrial and Business Park designations. An updated transportation network was also developed to support the proposed intensification of the updated employment uses. Several new local roads and lanes are proposed to service envisioned subdivision patterns and to minimize/reduce railway crossings. The proposed land use designation changes are described below and shown on a map in Appendix “VI”.

### Retail/Residential Designation Change

A retail/residential area is currently identified as the “Yale Street Commercial” in the NCP. This designation was intended to provide a continuous active pedestrian-oriented link along Old Yale Road from Scott Road to Brownsville Bar Park and the Fraser River waterfront. However, this area is bisected by railway and roads with high truck volumes that are anticipated to continue to increase. As a result of further review, the Retail/Residential designation is proposed to change to Mixed Employment. This allows for a variety of land uses that are better suited for the current physical environment.

### Industrial and Business Park Uses Changes

The current Plan has seven different types of employment land use designations: Highway Commercial, Commercial, Business Park, Business/Residential Park, Light Impact Industrial, Light Impact Industrial Park, and Port-related Industrial. In order to provide more flexibility and market responsiveness, it is proposed that these designations be streamlined and reduced to two: Industrial and Mixed Employment.

The following updated land use designations are proposed to guide development:

- *Industrial* supports industrial uses including manufacturing, warehouses, distribution centres, transportation industry, and industrial equipment rentals up to 1.0 FAR. Limited office and commercial uses are permitted when strictly in support of the primary industrial use on-site. Residential uses are not permitted, except for a caretaker’s suite.
- *Mixed Employment* supports a mix of light industrial, warehouses, distribution centres, and industrial-supportive office uses up to 1.5 FAR. Limited commercial uses are permitted. Residential uses are not permitted. Within this designation, applicable TOA minimums height and floor area density can be considered for applicable properties.

If the updated Stage 2 land use changes are approved for this area, it is proposed that development applications continue to proceed. Updated amenity charges would also apply, as discussed later in the report.

## **Waterfront District Study Area**

The Plan identified a Fraser River waterfront study area because it was recognized that there were potential conflicts with the Port Lands (“Port”) activities and waterfront access and pedestrian walkways. The Vancouver Fraser Port Authority (“Port Authority”) had indicated its desire for all of the land in the vicinity of the Port to be designated for industrial activities only.

Given the concerns raised by the Port Authority about the future land use of this area, the waterfront strip between the two City parks was designated a Special Study Area. While the study area boundary was confined to a small area along the waterfront, the study itself has not yet been undertaken.

The current Plan update proposes to undertake a study to realize the vision for a waterfront district. The original Special Study Area boundary has been expanded beyond the waterfront strip between the parks to now include lands currently owned by the City, the Port Authority, and the Canadian National Railway, as well as lands under private ownership. The Waterfront District Study Area is shown on Appendix “VII”. The study will aid in the creation of a unique waterfront marketplace destination that could include entertainment, restaurants, shops, park and plaza areas to create a memorable gateway into Surrey.

To conduct this study, a consultant will be retained to:

- research best practices and inventory successful waterfront marketplaces in the region;
- provide market analysis and construction feasibility assessment;
- consult with key stakeholders including area landowners;
- identify opportunities to enhance connectivity to Scott Road SkyTrain Station / Transit Village Study Area; and
- provide recommendations for implementation.

While the Waterfront District Study Area boundary is proposed to be expanded from the original Plan, it is proposed that the appropriate extent of the boundary be identified through the study process. Refined land use designations will be determined upon completion of the above noted work, which is estimated to be complete by Q1 of 2026. In the interim, industrial development (as described earlier in this report), will be permitted within the Waterfront District Study Area until such a time that detailed future land uses are established.

## **Transit Village Study Area - Draft Stage 1 Land Uses**

The current Plan defines a Transit-Oriented Urban Village District as an area within a radius of approximately 500 metres of the Scott Road SkyTrain Station, bounded by King George Boulevard to the north, the B.C. Hydro Railway to the southwest, and the toe of the slope to the southeast.

The Plan calls for commercial and residential development intensification at the Scott Road SkyTrain Station area as a compact mixed-use community centred at the transit station. The updated Plan envisions this area to be redeveloped as an intensive urban node that combines shops and services, entertainment and residential uses with a variety of multiple family housing types at a density between 15 and 45 units per acre.

The NCP densities prescribed for this area have been impacted by Bill 47, which includes minimum height and density allotments for areas served by rapid transit or Transit Oriented Areas (“TOAs”), including the Scott Road SkyTrain Station.

### Draft Stage 1 Land Uses

Draft Stage 1 land uses for the Transit Village Study area are included in Appendix “II” and are proposed to align with Bill 47 for land within the Scott Road SkyTrain Station TOA. These include:

- *High-Rise Mixed-Use* development for applicable sites within the TOA Tier 1. This designation supports development of up to 5.0 floor-area ratio (“FAR”) (net site area after dedications). Density bonusing may be considered within this designation in accordance with City policies and Schedule G, Section C.10(a) of the Zoning Bylaw.
- *Mid-Rise Mixed-Use* development for applicable sites within the TOA Tier 2. This designation supports development of up to 4.0 FAR (net). Density bonusing may be considered within this designation in accordance with City policies and Schedule G, Section C.10(a) of the Zoning Bylaw.
- *Low-Rise Mixed-Use* development for applicable sites within the TOA Tier 3. This designation supports development of up to 3.0 FAR (net). Density bonusing may be considered within this designation in accordance with City policies and Schedule G, Section C.10(a) of the Zoning Bylaw.

### Properties Zoned Industrial within the Transit Village Study Area

The TOA legislation area also contains existing industrial-zoned properties that are designated Mixed Employment in the OCP and General Urban in the Regional Growth Strategy. As these properties are not zoned for residential use, they are exempt from the TOA minimum allowable density framework. When a rezoning to residential uses is supported, the minimum allowable density applies.

This area will be investigated further in the next phase of planning to determine feasibility and parameters to achieve acceptable residential development. In addition to engineering-related issues described below, consolidation is an expected requirement in order to successfully address flood and geotechnical challenges which can only be accomplished through large land consolidation and comprehensive master planning.

### Issues to be Resolved in Transit Village Study Area

The residential densities proposed for the Transit Village Study Stage 1 land uses far exceed those approved in the current land use plan for same area. Prior to the updated land uses within the Transit Village Study area receiving Stage 2 approval, there are a number of issues that will need to be resolved.

### *Flood Protection*

The entirety of the Plan area is situated within the Fraser River floodplain and has limited flood protection from the Fraser River by an incomplete dyke system. The current dyke is not considered a “standard” dyke (i.e., meeting minimum provincial standards) or an “adequate” dyke (i.e., the dyke is not a standard dyke but offers protection from typical annual high river levels). The dyke currently has a series of openings with stop log structures to enable access to properties along the shoreline that are not protected by the dyke.

The dyke does not extend to protect the entirety of the Plan area; in particular, the south end of the Plan area does not have a dyke in place. As a community-scale flood protection system is not currently planned or funded, a future flood event could impact South Westminster, and local flood protection measures for the Transit Village will be required as part of the redevelopment. Appendix “VIII” outlines the flood and drainage conditions for the Plan Area.

### *Flood Construction Levels*

Current provincial flood construction level (“FCL”) requirements range from 4.2 metres in the south end of the Plan area to 4.8 metres near King George Boulevard. Existing ground elevations in the Plan area average around 3.0 metres. To achieve provincial FCLs in the Transit Village Study Area, developments must consider the following:

- Raise site grades, including roads where possible, to minimize the vertical elevation difference between site grades and building entrances which are at or above FCL;
- Habitable spaces must be set at or above provincial FCL levels;
- All critical building services (e.g., electrical, mechanical) must be located at or above the provincial FCL, as outlined in Part 8 of the Zoning Bylaw; and,
- Parkades may be permitted below FCL subject to flood protection measures (e.g., tanking) and engineering signoff by the applicant’s consultant and demonstration of no negative impact to adjacent lands, watercourses, or the groundwater table.

The Plan area is also prone to internal flooding due to rainfall run-off from upland areas to the east. To help protect against this hazard, comprehensive development grading is required, including all parkade entrance slab elevations established at least 0.3 metres above the adjacent road centre-line elevation and 100-year creek flood levels. Due to loss of lowland areas, additional improvements to drainage pump stations and channels may also be required to maintain levels of service following this development.

FCLs will need to be raised over time in response to elevated Fraser River levels caused by extreme regional rainfall, freshet snowmelt, and higher sea levels. Climate change is also expected to exacerbate internal flooding due to changes in rainfall intensities and durations. Without extensive and potentially cost prohibitive dyke upgrades, the current provincial FCLs will not adequately protect future developments from flooding over their life span (anticipated to be 75-years to 100-years for mixed-use buildings). Based on the findings of a FCL study, a minimum 5.8 metre (south end) to 6.3 metre (near King George Boulevard) FCL is recommended to provide adequate flood protection. Future developments should consider incorporating FCLs above the current provincial requirements to provide sufficient protection over the life span of the building.

The Transit Village Study will identify a drainage servicing strategy and identify opportunities for dual purpose usage of parks and open spaces for flood storage under extreme events.

### *Soft Soils*

Soils within the Plan area consist primarily of soft peat soil up to 10 metres in depth, making conventional infrastructure design and construction challenging for most residential redevelopments. Deep foundations for mixed use towers will have foundations that extend beyond the peat layer; however, roads and other open space will be subject to settlement or potential heaving associated with construction of large structures.

In some cases, substantial preloading of soil may be used to reduce long-term settlement and improve soil performance. This is a lengthy process that has negative impacts to underground utilities as the ground settles. It is foreseen that reconstruction of most of the underground utilities in this area will be needed to accommodate preload and raising of land.

### *Lot Consolidation Requirements*

Significant consolidation will be required to successfully address the aforementioned flood and geotechnical challenges and raising of the frontage road and utilities in order to mitigate impact on adjacent properties.

### *Emergency and Disaster Management*

In November 2023, the new *Emergency and Disaster Management Act* (“EDMA”) came into effect in British Columbia replacing the *Emergency Program Act*. EDMA was developed to acknowledge the rising frequency of disaster and climate risks and require strategies to reduce the impacts on people and communities. The new legislation will require the completion of a hazard, risk, and vulnerability assessment to gauge the degree of risk posed by the hazard, including the impacts of climate change.

Local emergency plans will be based on these community risk assessments and must include provisions that address mitigation, preparedness, response, and recovery to reduce the consequences to people who might be impacted. A key component of emergency planning is to include plans for evacuating, sheltering, and caring for people and animals impacted by a disaster. The Province is currently working to update and develop regulations to support this legislation. A requirement for local authorities to undertake risk assessments, emergency management plans, and business continuity plans is anticipated in mid-2025.

There are significant challenges to providing emergency response and evacuation to the Plan area during a disaster, such as a major flood event. Currently, all the existing roads are below anticipated flood levels. Evacuation relies on orders issued 24- to 48-hours in advance of a flood event. Given the widespread impact of such an event, access to and from the area may not be available. As such, future residents may be displaced or requested to shelter-in-place for an extended amount of time, both of which have inherent risks if lifesaving supplies are not stocked or accessible to shelter in place residents.

These scenarios create disproportionate risks to those who are equity denied. For evacuation, the City currently does not have venues large enough to provide temporary shelter to the number of residents being considered in this Stage 1 plan.

In the case of earthquake planning, modelling is required for the area to help inform the level of risk incurred by densifying an area identified as seismically vulnerable. It is anticipated that the existing dyking system would experience significant damage or failure during a major earthquake event, given the poor subsurface soil conditions.

As part of the Transit Village Study, a detailed emergency and disaster response strategy will be prepared for South Westminster. Consideration will also be given to specific land uses whose user groups experience significant challenges to evacuation. These uses may be limited or discouraged.

### *Transportation Requirements*

The future road network in this area will need to provide adequate access, both vehicular and pedestrian, to the proposed development and with consideration to accommodating the required FCLs. In addition, the network must ensure that emergency routing and bus operational needs can be adequately accommodated. A transportation impact analysis will be conducted as part of the Stage 2 planning work, with a detailed infrastructure servicing strategy to be developed based on the results of the transportation impact analysis.

The road network will also accommodate future options for connection changes as part of a potential future expansion of the new Pattullo Bridge to six lanes. Once the new Pattullo Bridge is operational, the Province has committed to, on an ongoing basis, monitoring the performance of the Pattullo Bridge in relation to criteria established in a transportation demand management framework developed by TransLink, in partnership with the Province, municipalities, and endorsed by the Mayors' Council. Through this process and through assessing operational benefits of options for regional road network connections in Surrey, expansion of the new Pattullo Bridge to six lanes would be put in place if determined as an appropriate response, after consultation among the Province, First Nations, municipalities, and Mayors' Council.

### *Engineering Servicing*

The area has access to local water, sanitary sewer and drainage infrastructure; however, significant upgrades would be required to support the proposed growth and service levels for the Transit Village.

Drinking water for this area is serviced through watermains from a direct connection to Metro Vancouver watermains at 116 Avenue and Surrey Road. It is anticipated that extension and expansion of new feeder water mains to the Transit Village will be required. Additionally, due to the poor soils and seismic vulnerability, all new watermains in this area will need to be designed to Surrey's seismic standards to provide reliability and resilience following an earthquake. As this level of population increase had never been considered for South Westminster, there may be impacts to existing water infrastructure in the surrounding areas.



The regional Metro Vancouver North Surrey Interceptor (“NSI”) sewer runs to the south of the Transit Village area and new sewer infrastructure would be required for the Transit Village to collect and convey sewage to the NSI. Due to the close proximity, lengthy extension of services are not foreseen; however, all sewage in this area must be pumped to access the NSI. Either a series of distributed sewer pumps on private property or a new municipal pump station will be required.

Drainage is facilitated and conveyed through the Transit Village in both creeks, channels and storm sewers. This area conveys drainage from the uplands as well as collects local lowland drainage. Raising and regrading the Transit Village area will help facilitate local drainage but will add some additional challenges for existing creeks and drainage channels. Additional drainage upgrades will likely be required downstream of the Transit Village and up to the dyke and may include upgrades to existing pump stations or a new pump station.

The Transit Village area presents an opportunity for Surrey City Energy (“SCE”). SCE currently provides service for more than 35 multi-unit residential developments in City Centre and will be developing the new sewer heat recovery (“SHR”) facility on the edge of the Transit Village. The SHR facility will generate carbon free sustainable heat from a combination of sewer heat and electric heat pumps. This infrastructure could be expanded to the Transit Village to provide low-cost, sustainable heating, cooling and hot water.

#### *Parks and Amenities*

This area will be investigated to determine parameters to achieve acceptable residential development. To address the increased population of the resultant proposed land uses consideration will be given to new neighbourhood amenities such as commercial and retail space, public open space, and urban format schools.

#### **Processing Development Applications in the Plan Area**

Should Council approve the updated plan, staff will receive and process development applications for the updated South Westminster Stage 2 Land Use Area (Appendix “I”). Development applications in the Transit Village and Waterfront District Study Areas will be accepted, however residential development in the Transit Village Study Area would not proceed to Council until Stage 2 engineering servicing is completed and the extent of front-end infrastructure costs is known.

Proposed Community Amenity Contribution (“CAC”) updates have been calculated in keeping with the City’s Density Bonus Policy (O-54), based on updated amenity needs, population growth, and construction costs. The Zoning Bylaw amendments are described in Appendix “III”. These may be revised upon refinement of the land uses within the proposed study areas.

## CONCLUSION

The update to the South Westminster NCP is proposed to be carried out in three distinct geographic areas. The first area is an update to the Stage 2 South Westminster NCP as shown in Appendix “I”. Subject to Council approval of these changes, staff will proceed with associated Zoning Bylaw. The second area, shown in Appendix “II”, proposes new Stage 1 land uses for the Transit Village. Should Council approve these changes, staff will proceed with all necessary actions to complete the Stage 2 plan for this area. A draft Stage 1 land use concept for the Waterfront District, as shown in Appendix “VII”, will be brought forward to Council at the conclusion of the Waterfront District Study in Q1 of 2026.

Ron Gill, MA, MCIP, RPP  
General Manager, Planning & Development

Scott Neuman, P.Eng.  
General Manager, Engineering

Laurie Cavan  
General Manager, Parks, Recreation, & Culture

Appendix “I”: Updated South Westminster Stage 2 Land Use Area & Transportation Plan

Appendix “II”: Transit Village Study Area

Appendix “III”: Proposed Amendments to the Zoning Bylaw

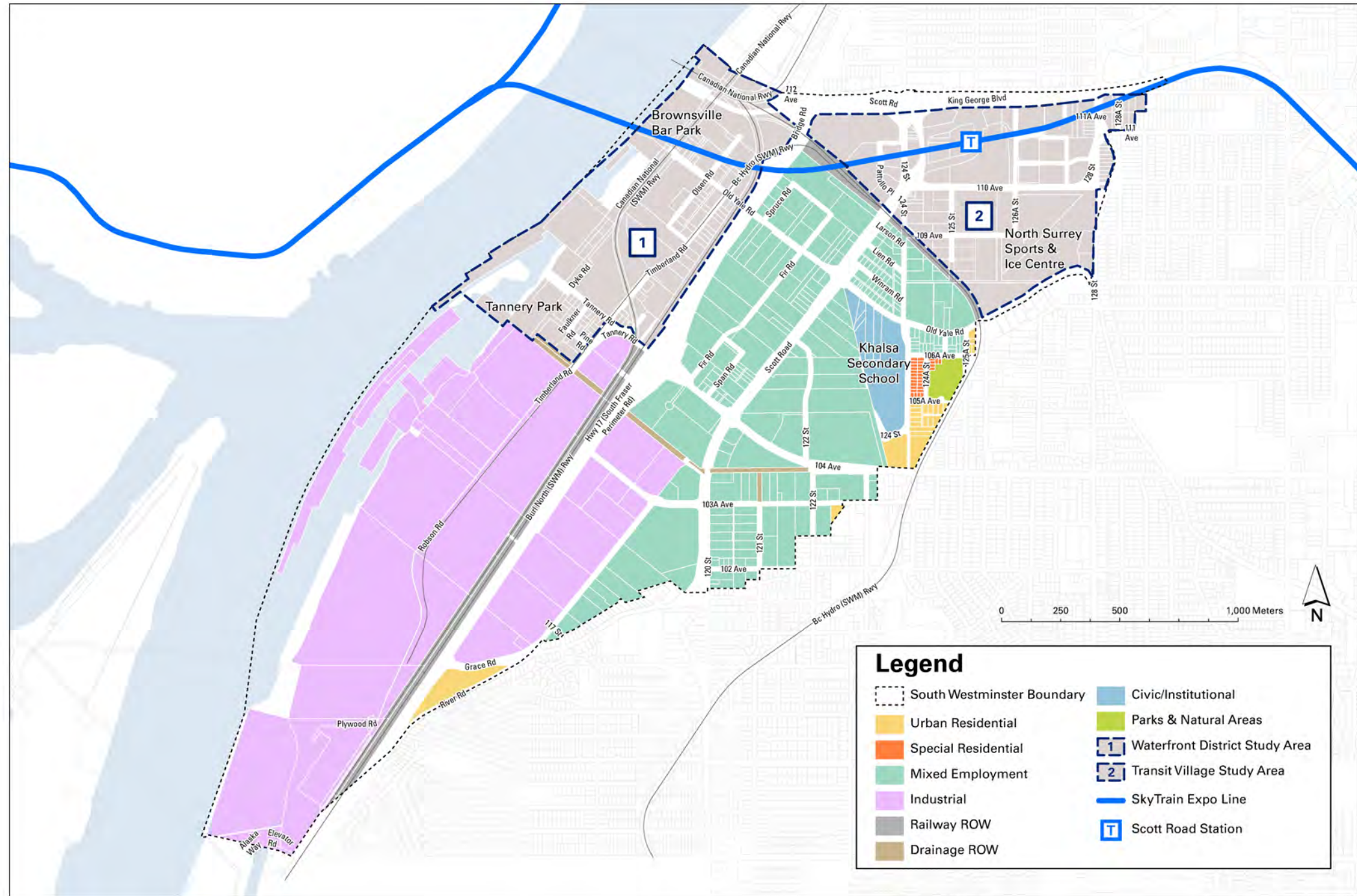
Appendix “IV”: Corporate Report No. R071; 2022

Appendix “V”: Background & Engagement Summary

Appendix “VI”: Proposed Changes to South Westminster Stage 2 Land Use Area

Appendix “VII” Waterfront District Study Area

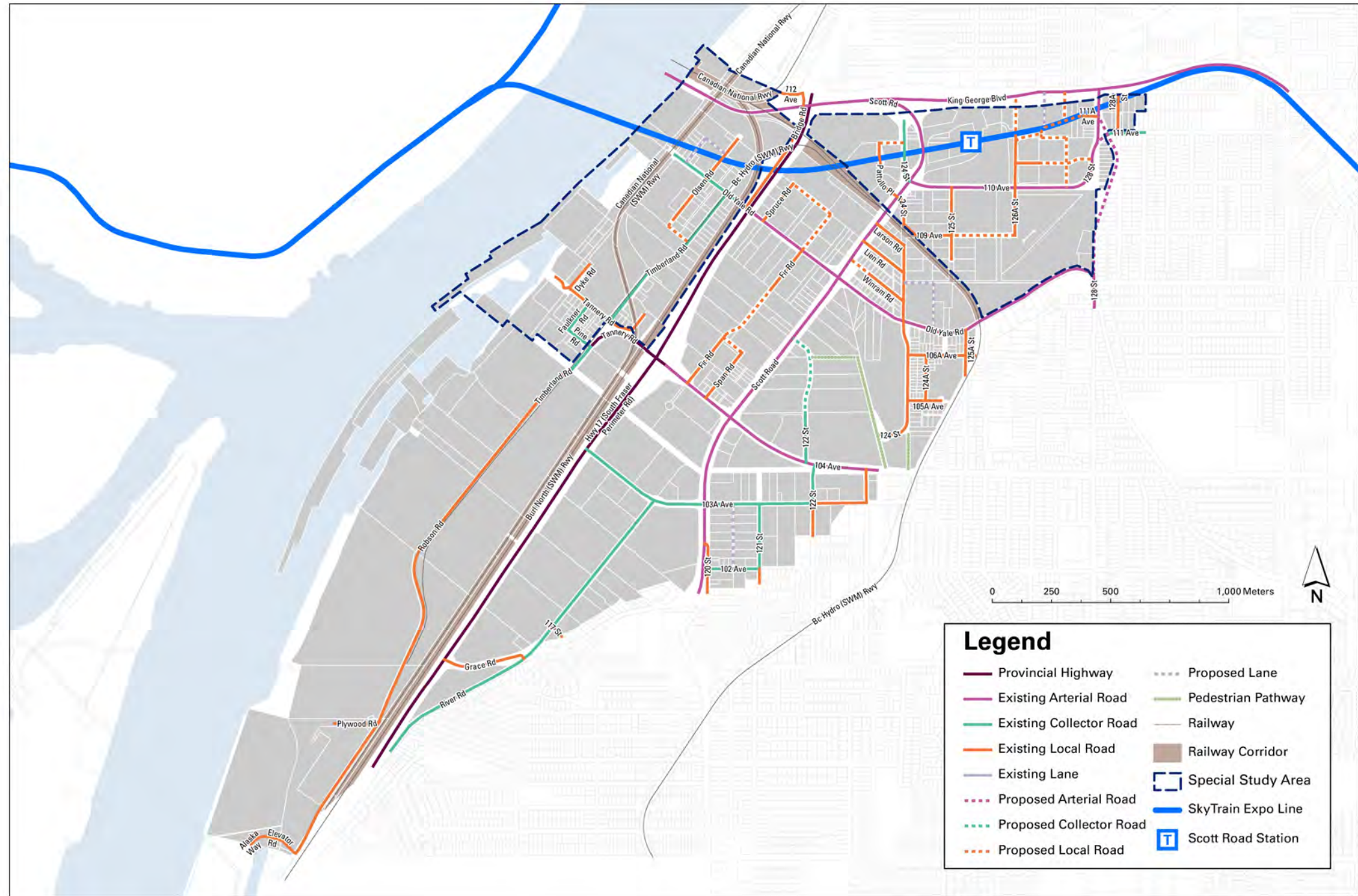
Appendix “VIII” Flood and Drainage Conditions



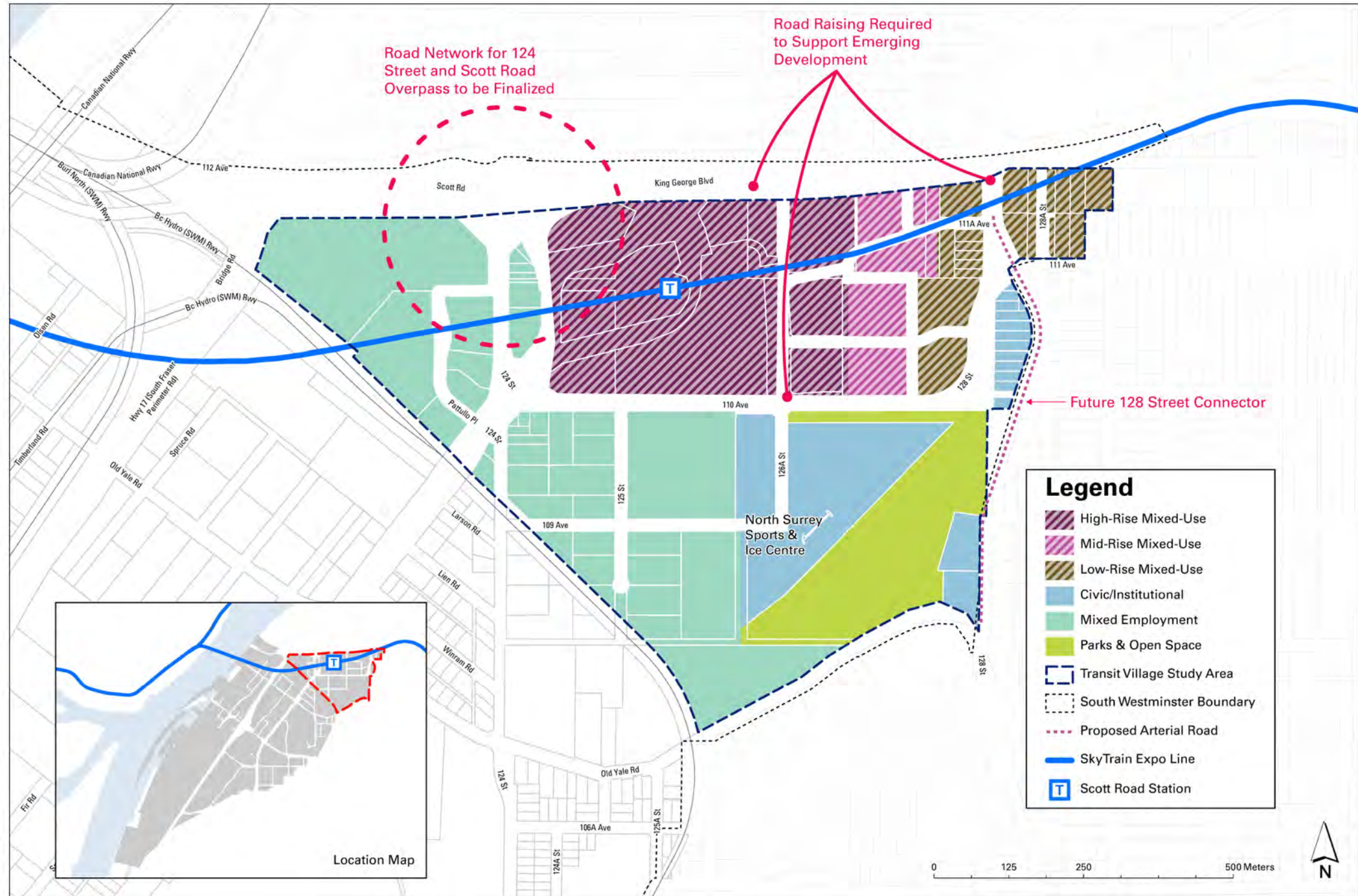
**Legend**

South Westminster Boundary	Civic/Institutional
Urban Residential	Parks & Natural Areas
Special Residential	Waterfront District Study Area
Mixed Employment	Transit Village Study Area
Industrial	SkyTrain Expo Line
Railway ROW	Scott Road Station
Drainage ROW	

Updated South Westminster Stage 2 - Land Use Area



Updated South Westminster Stage 2 - Transportation Plan



Transit Village Study Area

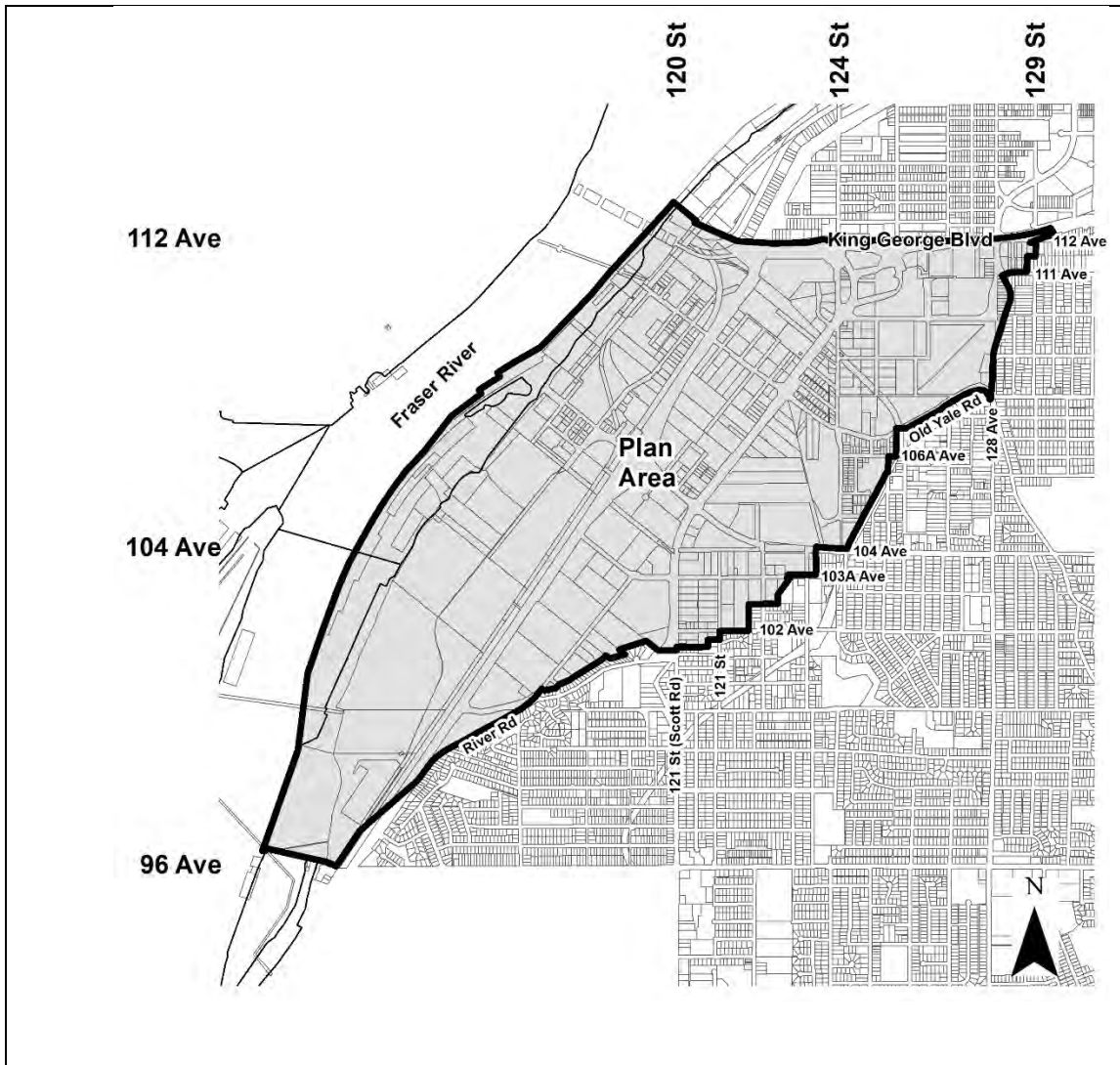
**Proposed Amendments to Surrey Zoning By-law, 1993, No. 12000, as amended**

The following amendments are proposed to Surrey Zoning By-law, 1993, No. 12000, as amended:

1. Schedule G – Community Amenity Contributions Section E. Secondary Plan and Infill Area Contribution Areas and Rates is amended, as follows:

**19. SOUTH WESTMINSTER**

(a) The South Westminster Secondary Plan Area shall be identified as follows:



(b) Amenity contributions for the South Westminster Secondary Plan Area identified in Section E.19(a) above are as follows:

Uses	Amenity Contributions				
	Police	Fire	Libraries	Parks**	TOTAL
<b>RESIDENTIAL*</b> <i>\$/dwelling unit</i>	\$82.93	\$358.33	\$186.61	\$3,041.88	\$3,669.75
<b>NON-RESIDENTIAL</b> <i>\$/ hectare</i> <i>(\$/acre)</i>	\$1,229.62 (\$497.61)	\$5,312.66 (\$2,149.66)	n/a	n/a	\$6,542.28 (\$2,647.57)

**Explanatory Notes:**

\* Excludes secondary suites.

\*\* Includes pathways, facilities, and parks road frontage.

NO: R071

COUNCIL DATE: April 11, 2022

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**REGULAR COUNCIL**

TO: **Mayor & Council** DATE: **April 7, 2022**

FROM: **Acting General Manager, Planning & Development** FILE: **6520-20 (City Centre)**  
**General Manager, Engineering**  
**General Manager, Parks, Recreation & Culture**

SUBJECT: **Initiation of Background Studies for the Scott Road Corridor and South Westminster Neighbourhood Concept Plan Update**

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**RECOMMENDATION**

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

1. Receive this report for information; and
2. Authorize staff to commence a planning review along the Scott Road Corridor, including all preliminary planning and background studies to support secondary land use plan processes, as described in this report and documented in Appendix "I".

**INTENT**

The intent of this report is to seek Council authorization to initiate a planning review of the Scott Road - 72 Avenue Corridor (the "Corridor"), including an update to the existing South Westminster Neighbourhood Concept Plan ("NCP"), as illustrated in Appendix "I". This work will form the basis for the development of transit supportive secondary land use plans along the planned R6 RapidBus Corridor.

**BACKGROUND**

**Neighbourhood Concept Plan Scheduling Update**

On March 28, 2022, Council endorsed the current land use planning work program as part of Corporate Report No. R061;2022, attached as Appendix "II". The report provided an update on current planning work underway, as well as proposed future land use plans for consideration, including the South Westminster NCP and the Corridor plan detailed within this report.



As part of consideration of the above noted report, Council requested that staff consider refinements to the proposed land use planning work program to advance the initiation of the Grandview Area 5 NCP. Staff will now advance consideration for Grandview Area 5 NCP to Q3, 2022. To accommodate this, the timeline for planning work along the Corridor has been extended. Similarly, the initiation of new NCP planning work along the Corridor has been moved from Q3 of 2023 to Q1 of 2024, following the Corridor study. The timeline for the South Westminster NCP update remains unchanged. The following chart provides an updated timeline of the work program.

PLANS	2020				2021				2022				2023				2024				2025				2026			
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
<b>SkyTrain Supportive Plans</b>																												
Fleetwood	Stage 1								Stage 2																			
Clayton Update									Plan(s) Update																			
East Cloverdale													Stage 1				Stage 2											
<b>Urban Centre Plans</b>																												
Guildford - 104 Avenue	Stage 2																											
Surrey City Centre					Plan Update																							
<b>Supportive Transit Corridors</b>																												
Newton - King George	Stage 1				Stage 2																							
Scott Road - R6 Corridor									Corridor Study								→											
Nordel - 96 Ave (north)													→				Stage 1				Stage 2							
Strawberry Hill (south)																	→				Stage 1							
<b>Employment Focused Plans</b>																												
South Campbell Heights	Stage 1								Stage 2																			
South Westminster									Stage 1				Stage 2															
<b>New Growth Area Plans</b>																												
Grandview Area 5									←								Stage 1				Stage 2							

Current

The proposed initiation and scheduling of the South Westminster NCP and the Corridor plan, as detailed in this report, has considered these overall work plan adjustments.

### Scott Road-72 Avenue Corridor

The Corridor is part of TransLink’s Frequent Transit Network (“FTN”) and is designated as such within Surrey’s Official Community Plan (“OCP”). The FTN is a network of major corridors throughout Metro Vancouver where transit service runs at least every 15 minutes in both directions throughout the day and into the evening, every day of the week. The Corridor is currently serviced by several bus routes, including the 319 (Scott Road/72 Avenue), which is the FTN service route. The 319 is the busiest bus route south of the Fraser River and service on this route will be upgraded to the planned R6 RapidBus route detailed below.

The OCP outlines objectives and policies to encourage transit-oriented development along FTN corridors, including the intent to undertake transit-supportive secondary land use plans. The intent focuses on creating compact, complete urban neighbourhoods with higher density mixed uses that align with and support frequent transit service. This helps to reduce greenhouse gas emissions by supporting active and public transportation choices and relieves congestion on busy streets by reducing reliance on the automobile.

Currently, development along most of the Corridor takes place without the framework of a secondary land use plan. The existing South Westminster NCP, at the north of the Corridor's extent, was approved in 2003 and requires updating to reflect current market conditions and changes in servicing needs. Despite this, the Corridor is subject to ongoing population, employment, and institutional growth. This growth, along with the existing FTN designation and the OCP's supportive policies, emphasize the need for a land use planning review along the Corridor. This will support continued growth in areas that will directly benefit from the extension of transportation infrastructure, including the planned R6 RapidBus which is scheduled to begin service in 2023.

### **RapidBus, Major Transit Network, and Major Transit Growth Corridors**

In 2019, TransLink established the RapidBus program as a replacement for the B-Line service. The RapidBus program includes increased service levels (especially during peak periods), upgraded stops with real-time passenger information, and transit priority measures to improve speed and reliability. There are currently five RapidBus lines across Metro Vancouver. In Surrey, the 96 B-line was rebranded as the R1 – King George Boulevard/104 Avenue RapidBus which, prior to the COVID-19 pandemic, was the second busiest bus route in Surrey and 12<sup>th</sup> busiest in the region. The R6 RapidBus will be the sixth RapidBus line in the region.

RapidBus will help build ridership and lay the foundation for future rapid transit. The Corridor has been identified for future rapid transit, as part of the Major Transit Network ("MTN"). The MTN is included in TransLink's updated Regional Transportation Strategy ("Transport 2050") which is part of the Reliable and Fast Transit Network concept. To support the MTN, Metro Vancouver's draft Regional Growth Strategy ("Metro 2050") has identified several corridors throughout the region as Major Transit Growth Corridors to support and encourage transit-oriented development along the MTN.

## **DISCUSSION**

To support the planned R6 RapidBus service, and ongoing population and employment growth, land use planning for the Corridor will commence immediately, pending Council endorsement of this report. The proposed planning area for the Corridor is approximately 11.3 km long and extends from the existing Scott Road SkyTrain Station south to 72 Avenue, then east along 72 Avenue to Newton Town Centre, as illustrated in Appendix "I".

The Corridor already contains a diverse mix of employment and residential uses within several established neighbourhoods, as well as business park and industrial uses within the South Westminster area. The Corridor also includes a range of sensitive environmental areas, including Robson, Cougar, Delta and Scott Creeks, as well as several lowland drainage systems and the Fraser River waterfront within South Westminster.

### **Background Studies**

The initial planning phase will involve the preparation of various background studies and analytics, as is typical with all City land use planning processes. This planning stage will provide the context and analysis necessary to develop and update detailed land use plans strategically and efficiently along the Corridor.

The following background studies will be initiated to support land use planning along the Corridor:

### Market Assessment

A market assessment of the Corridor will include a review of land availability, development opportunity and projected absorption rates. The assessment will provide analysis of market demand for residential and commercial/employment land uses along the Corridor, with a focus on areas adjacent to future RapidBus stops. It will also provide an assessment of conditions to maximize Community Amenity Contributions.

### Environmental Study

An environmental study will include an assessment and inventory of riparian, aquatic and terrestrial habitats along the Corridor, as well as vegetation and significant tree survey assessments. The study will consider and incorporate the Biodiversity Conservation Strategy and species at risk. This will advise staff on areas of environmental sensitivity that should be considered in land use planning. Given the unique environmental and drainage considerations, a separate environmental study may be undertaken for the South Westminster Plan Area.

### Heritage Review

A heritage review of the South Westminster Plan Area will be completed, with a focus on the Fraser River waterfront. This will include an Indigenous cultural heritage review. The outcomes of this study will inform the development of the South Westminster NCP.

### Lot Consolidation Review

Many of the lots created in the South Westminster area were done in the early 1900's and are smaller lots originally intended for residential uses. These small and fragmented lots with varied lot ownership can present challenges for consolidation and redevelopment. This is particularly the case in the South Westminster area where pre-loading and raising lot elevations are a key consideration for development. A lot consolidation review will identify areas with development challenges for further consideration within planning processes. It will also inform related work regarding pre-loading lots to achieve Flood Construction Levels ("FCL") within the South Westminster Plan Area.

### Flood Risk Assessment

Portions of the Corridor within the South Westminster Plan Area are prone to flooding, which has implications on potential long-term development. A flood risk assessment will identify specific at-risk areas, as well as potential mitigation strategies for consideration within the land use planning process. A review of the FCL within the South Westminster Plan Area will also be undertaken to ensure current policy aligns with long-term flood risk associated with sea level rise, Fraser River freshet and seasonal weather events.

### Road Elevation Study

This study is specific to the South Westminster Plan Area where frequent road flooding results in reoccurring issues, including access and mobility limitations, building interface issues, and emergency services response. A road elevation study will examine the feasibility and challenges associated with raising existing roads in the area, as well as the elevation of planned roads associated with secondary planning. The study will examine the interfaces between road elevations and adjacent property elevations (both constructed and planned), as well as geotechnical and civil engineering considerations related to the impacts of road raising on existing underground utilities.

### Growth and Demographic Review

An assessment of existing population and demographics will be derived from 2021 Census data for consideration in land use planning and public engagement. This information, along with the City's building model, will also be used to develop preliminary population and employment forecasts for utility servicing and community amenity considerations.

### Case Study Review

Staff will undertake a case study review of developments around the world with similar conditions as the South Westminster Plan Area, with particular focus on public/private interfaces and transitions, as well as innovative approaches to drainage servicing/drainage corridors, etc.

### **Future Land Use Planning**

The development of new and updated land use plans is required along the Corridor. The existing South Westminster NCP is out of date and requires updating. New land use plans will need to be established for the Scott Road portions of the Corridor, as well as potentially the area around Kwantlen Polytechnic University along 72 Avenue. A General Land Use Plan ("GLUP") will be developed initially to inform and guide currently unplanned areas of the Corridor. Staff will also coordinate with the City of Delta to ensure the alignment of long-term plans and priorities including but not limited to the City of Delta's Mayor's Housing Task Force for Scott Road Recommendations Report.

### South Westminster NCP

The South Westminster NCP was approved by Council in 2003. It presented a vision intended to transform under-utilized industrial areas into business districts, public spaces, and special residential communities. The plan area extends from the Scott Road SkyTrain Station to the Surrey Fraser Docks (Port of Vancouver) and is bordered by the Fraser River to the West, King George Boulevard to the North, and 96 Avenue in the South (see Appendix "I").

Despite some success, the plan has not realized its vision of intensified industrial uses or comprehensive transit-oriented development. The plan area faces several development constraints that were not fully considered within the 2003 plan, including adverse geotechnical conditions, increasing flood levels and risk, site contamination, and small lot consolidation challenges.

An update of the plan will ensure that current challenges and development conditions are considered, and that transit-oriented development principles are incorporated around the Scott Road SkyTrain Station and along the alignment of the planned R6 RapidBus and future MTN corridor. Further transportation analysis will be conducted with the plan update to assess current conditions and support road network planning. Increased network granularity is anticipated to support higher densities and promote active transportation. This will be done in conjunction with the commitments made with the Ministry of Transportation and Infrastructure, as part of the Pattullo Bridge Replacement Project agreement.

### Scott Road - 72 Avenue General Land Use Plan

Except for the South Westminster and Newton Town Centre areas, there are no secondary land use plans guiding growth along the Corridor. A new GLUP will be developed for the remainder of the Corridor. Drawing from background studies, a review of land use plans in the City of Delta, and preliminary planning and engagement, it will present an overall vision and general land uses for the Corridor. It will also identify future plan areas for the development of a series of NCPs along the Corridor, which will guide more detailed neighbourhood planning in the future.

Potential areas for future NCP consideration include:

- 96 Avenue (96 Avenue and 120 Street);
- Nordel (Nordel Way and 120 Street);
- 80 Avenue (80 Avenue and 120 Street);
- Strawberry Hill (72 Avenue and 120 Street); and
- Kwantlen Polytechnic University (72 Avenue and 126 Street).

### **Estimated Timeline**

The development and update of these land use plans will involve a comprehensive strategy and phased approach supported by technical and engineering studies. Consultation will include residents as well as stakeholders, including businesses, industry groups and associations, Community Associations, utility agencies, and intergovernmental organizations such as TransLink, Metro Vancouver, City of Delta, Ministry of Transportation and Infrastructure, First Nations, and the Port of Vancouver.

Subject to the approval of this report, staff will immediately begin background studies. The South Westminster NCP update and Scott Road - 72 Avenue GLUP planning processes will also initiate concurrently, supported by the background studies.

The Scott Road – 72 Avenue GLUP will be structured into a single phase which will include background studies, technical analysis, and public consultation. It will commence immediately and completed by Q4 of 2023. The development of NCPs along Scott Road and 72 Avenue will follow Council approval of the Scott Road – 72 Avenue GLUP. This will enable the efficient allocation of staff and consultant resources and the efficient preparation and implementation of a series of public and stakeholder engagement processes.

The South Westminster NCP update will be structured into the following two stages:

- Stage 1 (winter 2022 – winter 2023): Background studies, land use, transportation, drainage, and parks and open space concepts, along with a preliminary servicing strategy. A draft (Stage 1) plan will be brought forward for Council consideration prior to Stage 2 work commencing.
- Stage 2 (spring 2023 – summer 2024): Engineering servicing strategies, design guidelines, financial strategy, and the development of supportive policies. A final (Stage 2) plan is anticipated for Council consideration in summer 2024.

Staff will report to Council on the progress of the above-noted planning processes at key planning milestones.

### **Consideration of Rezoning Applications During Plan Processes**

Staff will continue to receive and process development applications within these plan areas (see Appendix “I”) provided that any such application is consistent with approved secondary land use plans or the OCP. Applications that propose amendments to approved secondary land use plans or the OCP can advance concurrently with planning work, and not proceed to final approval until the completion of planning work as outlined within this report.

### **SUSTAINABILITY CONSIDERATIONS**

The work proposed as part of the Scott Road Corridor Planning Review supports the objectives of the City’s Sustainability Charter 2.0. In particular, this plan update supports the Sustainability Charter 2.0 themes of Built Environment and Neighbourhoods, Economic Prosperity and Livelihoods, Ecosystems, and Infrastructure. Specifically, this plan supports the following Desired Outcomes (“DO”):

- Neighbourhoods and Urban Design 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;
- Neighbourhoods and Urban Design DO4: Surrey’s neighbourhoods are safe, accessible, well-connected, walkable and bike friendly;
- Jobs and Skills Training DO1: Diverse and meaningful employment and business opportunities are available close to where people live, and provide incomes that can support a high quality of life;
- Economy DO6: Efficient land use and well-managed transportation infrastructure are in place to attract businesses and support a thriving economy;
- Water, Air and Soil DO11: Surrey’s Green Infrastructure Network is an essential and integrated component of the City’s infrastructure, providing essential ecosystem services as well as places for recreation, conservation and rejuvenation; and
- Energy and Climate DO6: The City anticipates changing weather patterns and sea level rise as a result of climate change, and implements appropriate infrastructure, land use planning and emergency response solutions that will be resilient over the long term.

## CONCLUSION

Based on the above discussion it is recommended that Council authorize staff to commence a planning review along the Scott Road Corridor, including all preliminary planning and background studies to support secondary land use plan processes as described in this report and documented in Appendix "I".



Jeff Arason, P.Eng.  
Acting General Manager,  
Planning & Development



Scott Neuman, P.Eng.  
General Manager,  
Engineering Department



Laurie Cavan  
General Manager,  
Parks, Recreation & Culture Department

PK/cc

Appendix "I" – Map of R6 RapidBus Corridor – Planning Areas

*Appendices available upon request.*

### Background & Engagement Summary

In April 2022, Council received Corporate Report No. Ro71; 2024 and authorized staff to undertake an update of the NCP. The update was intended to reflect current market conditions and ensure that transit-oriented development principles are incorporated around the Scott Road SkyTrain Station and along the alignment of the R6 RapidBus.

Following Council direction to update the South Westminster NCP, staff have completed planning work, including:

- an environmental review of regulated watercourses and biodiversity;
- a flood construction level study;
- a review of the 2003 South Westminster NCP land uses; and
- a review of existing development.

This work has been supported by community and industry stakeholder consultation.

### Public Engagement

Staff launched an initial engagement campaign in September 2022. A survey was completed by 286 residents, business owners, and developers. Participants shared what they valued about the area and their vision for its future. In January 2023, a stakeholder workshop was held with 22 external participants and 14 internal City staff. The workshop built on the findings of the September 2022 public survey and discussed key challenges and opportunities for South Westminster. A version of the proposed plan was presented to the public in an online survey in September 2024. This online survey was completed by 476 residents. A summary document is attached.

### Plan Objectives

The proposed plan update seeks to achieve the following objectives. These objectives were built from engagement with residents, business owners, and other stakeholders. They present a framework to guide growth in South Westminster over the next 15+ years.

1. *Maximize Employment:* Optimize the use of employment lands by attracting new and innovative businesses (e.g., mixed use industrial, tech, and manufacturing) and supporting small-scale industrial development where appropriate.
2. *Focus Development around the SkyTrain Station:* Concentrate higher densities, a mix of uses and amenities within a short walk of the Scott Road SkyTrain Station, including residential, commercial, light industrial, and office uses.
3. *Revitalize the Waterfront:* Expand public access to the waterfront and re-naturalize and restore the foreshore.
4. *Mitigate Flood Risk:* Explore solutions to enhance shoreline and inland flood protection including raising the land, establishing appropriate Flood Construction Levels ("FCL") and incorporating incorporating green infrastructure features such as floodable parks, green spaces, and plazas.
5. *Recognize Indigenous Heritage:* Engage in dialogue with First Nations. Inspire connection and gratitude for this land and its history.



# South Westminster Plan

## Step 1: Getting Started Engagement Summary

December 2022

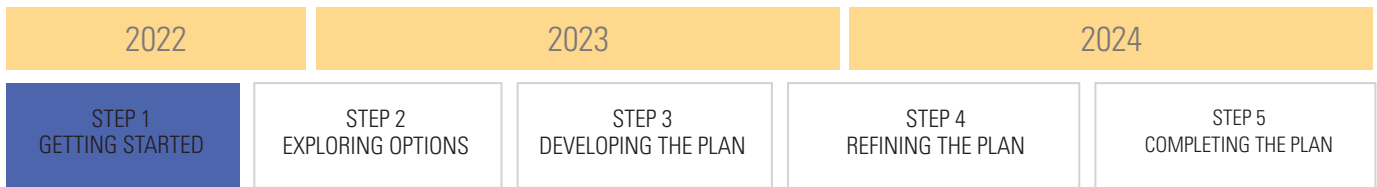
# | Where We Are

## Introduction

The South Westminster NCP was approved by Council in 2003. It presented a vision intended to transform under-utilized industrial areas into business districts, public spaces, and special residential communities. Despite some success, the plan has not realized its vision of intensified industrial uses or comprehensive transit-oriented development.

An update of the plan will ensure that current challenges and development conditions are considered, and that transit-oriented development principles are incorporated around the Scott Road SkyTrain Station and along the alignment of the planned R6 RapidBus and future Major Transit Network corridor.

We recently concluded the first phase of engagement (Step 1 Getting Started). Feedback from residents and stakeholders provided valuable information that will be used to develop land use and policy options in Step 2 Developing the Plan.



WE ARE HERE

# | How We Engaged



### Online Engagement Portal

- ~3,300 web page visits
- 286 survey responses
- 40 participants on various webpage engagement tools



### Social Media

- Facebook
- Instagram
- Twitter
- LinkedIn



### Mail Outs

- ~4,300 postcards and letters

# Who We Reached

In total, the survey received input from 286 respondents. The majority of survey respondents (80%) were residents that lived in either South Westminster or elsewhere in Surrey. 20% of survey respondents were either business owners / work in the area or realtors / developers.

Below is a snap shot of who we reached, organized into three groups of respondents:



Residents



Realtors / Developers



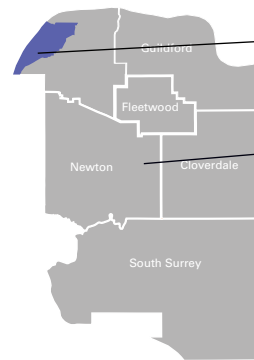
Business owners / employees that work in the area



228

Residents

## Relationship to South Westminster



Live in South Westminster: 49%

Live elsewhere in Surrey: 31%

Live in another municipality: 6%

## Age\*



0 - 14 years: 0%  
 15 - 24 years: 1%  
 25 - 34 years: 18%  
 35 - 54 years: 44%  
 55+ years: 35%  
 Prefer not to answer: 1%

## Language Spoken Most Often at Home\*



English: 83%  
 Punjabi: 9%  
 Mandarin: 2%  
 Cantonese: 1%  
 Hindi: 1%  
 Other: 4%

## Housing Tenure\*



Own a home: 87%  
 Rent: 11%  
 Other: 2%

## Household Income\*



Less than \$29,000: 2%  
 \$30,000 - \$59,000: 8%  
 \$60,000 - \$99,000: 22%  
 \$100,000 - \$149,000: 22%  
 More than \$150,000: 24%  
 Prefer not to answer: 22%

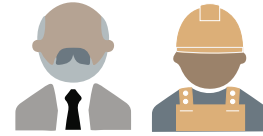
\*Note: These questions were optional for participants to answer. Results may include responses from all three survey respondent groups.

## Who We Reached



18

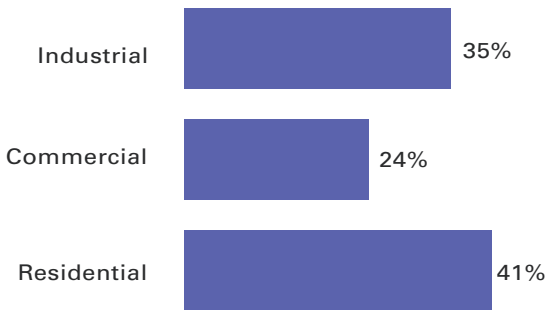
Realtor / Developer  
with interest in the plan area



38

Business Owners / Employees  
that work in the area

### Area of focus / specialty in real estate development



40% work in the area

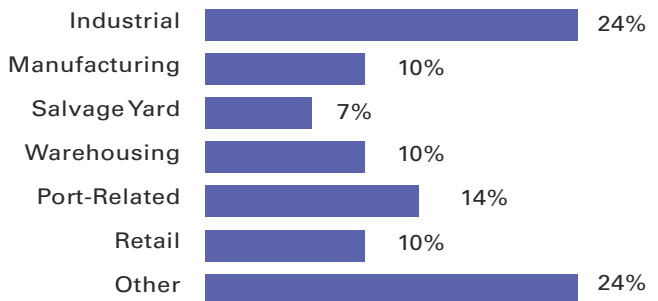
60% operate a business  
in the area



### Years business has been in operation

Less than 5 years	17%
5 - 10 years	17%
10+ years	65%

### Type of business operated



# I What We Heard: Your South Westminster

## What people value most

As we think of the possibilities about how the area should grow, we wanted to hear about people's experience of South Westminster today. We asked **what's working today and what can we build off of as we move forward in the plan process?**

## Top 3 things that participants love about South Westminster:

- 1 Proximity to, and views of the Fraser River
- 2 Central location in the Lower Mainland and access to the highway, transit, and the port.
- 3 The future potential of South Westminster - its' waterfront and industry.

## What participants said

- *"Views of the river and the potential to create a viable livable community there."*
- *"Close Proximity to New Westminister, access to Highway 17, SkyTrain."*
- *"...it is an industrial area and brings jobs and income to Surrey."*
- *"Access to key transportation and logistics."*

---

## What people would like to see more of in South Westminster

We asked what's one thing missing in South Westminister. **What new or improved public space, facilities, services or infrastructure should be considered for South Westminister in the future?**

## Top things participants would like to see more of:

- 1 More amenities and places to shop (e.g., recreation centre, restaurants, and retail).
- 2 Revitalized waterfront that is easily accessible.
- 3 Parks and natural areas.
- 4 Improved walkability and connectivity for pedestrians and cyclists.

## What participants said

- *"Area is dominated by transportation infrastructure and it is unpleasant to walk or cycle most places."*
- *"It needs to provide easy and recreational access to the river. A 'sea wall'-type promenade is needed."*
- *"Retail stores, grocery stores, Costco and an inviting walking zone that would give people a chance to walk near the river..."*

# What We Heard: Plan Objectives

## Most Important Objectives

All land use plans start with identifying key objectives to guide the planning process. We developed a draft set of plan objectives that reflect the existing conditions in South Westminster and align with City priorities. We asked participants to:

1. Consider the plan objectives and rank them in order of importance, and;
2. What other objectives we should consider:

### How each group of participants ranked the 5 objectives:



#### Residents

- 1 Revitalize the Waterfront
- 2 Mitigate Flood Risk
- 3 Focus Development around the SkyTrain Station
- 4 Maximize Employment
- 5 Celebrate Indigenous Heritage



#### Business Owners / Employees that work in the area

- 1 Maximize Employment
- 2 Focus Development around the SkyTrain Station
- 3 Mitigate Flood Risk
- 4 Revitalize the Waterfront
- 5 Celebrate Indigenous Heritage



#### Realtors / Developers

- 1 Focus Development around the SkyTrain Station
- 2 Maximize Employment
- 3 Mitigate Flood Risk
- 4 Revitalize the Waterfront
- 5 Celebrate Indigenous Heritage

## Missing Objectives

In addition to the 5 objectives, we wanted to know what other objectives we should consider:

### Top 3 things participants said we should consider:

- 1 Places to shop, entertainment and community amenities.
- 2 Create a sense of place and community.
- 3 Improve traffic conditions as well as pedestrian and cycling infrastructure.

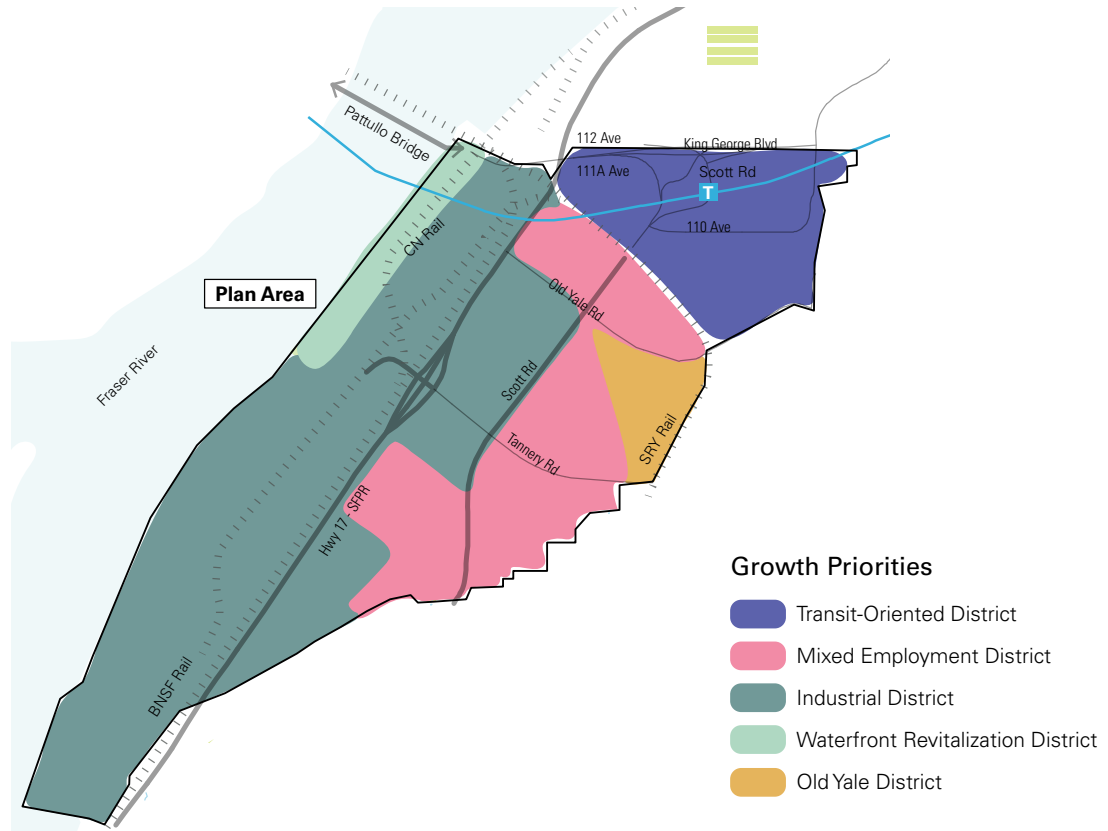
### What participants said:

- "The area needs to be more pedestrian friendly."
- "Recreation opportunities. Bike paths, safe walking trails..."
- "Entertainment, restaurants and bars, water sports, and cruising and boating opportunities."
- "Objective 3 should take inspiration from the New Westminister riverfront where there is a boardwalk, playground and market."

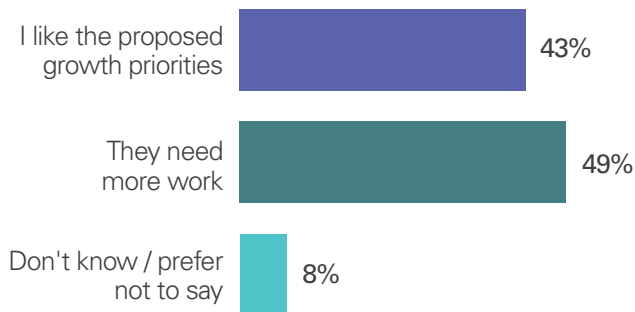
# What We Heard: Growth Priorities

## Growth Priorities

We asked participants what they thought about the proposed growth priorities and the land uses within each district. Overall, 43% said they like the proposed districts and their growth priorities, while 49% said they need more work.



### What participants thought about the proposed growth priorities:



### For those that noted that the growth priorities "need more work", they said:

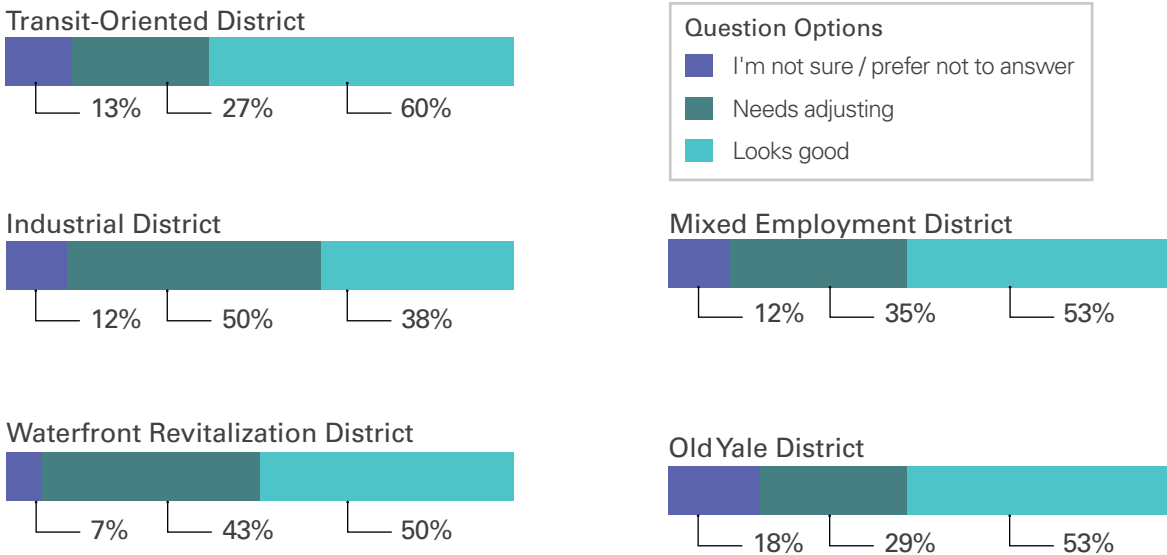
- "There needs to be a clear connection between the TOD District and the Waterfront revitalization district. They should link."
- "How do you revitalize the waterfront without having residential near the water?"
- "Affordable housing should be part of the plan."
- "Park land should be bigger and longer, similar to new west pier."
- "I think the transit oriented district should be expanded further south west towards the waterfront to create a livable community along the water with shops and entertainment areas."

# What We Heard: Growth Priorities

## District Boundaries

We also asked participants what they thought about the proposed growth priority boundaries. While most participants felt that the district boundaries look good, 50% felt the Industrial District boundary needs adjusting.

### What participants thought about the district boundaries:



### What stakeholders said about the district boundaries:



Residents

- "Transit oriented district needs to connect directly to the revitalized waterfront, some green buffers are required within and around the industrial district."
- "I would increase residential areas along the river and the waterfront revitalization areas. The industrial areas should move further away from the river."
- "Shrink Industrial District, expand Waterfront Revitalization District."



Business Owners /  
Employees that work in  
the area

- "Is there any chance to extend the boundary of the Waterfront revitalization further to the SW? The section between Scott Road and SFPR should become light industrial or commercial. Is there an opportunity to develop high density high rises along the proposed greenway on the NE section of the proposed Industrial area? "
- "Too much industrial."
- "Industrial space should be expanded as it is of major need."



Realtors / Developers

- "Adjust the waterfront revitalization district to link to the TOD area, by reducing or adjusting the industrial district and/or extending the TOD district a little more west."
- "I would increase residential areas along the river and the waterfront revitalization areas. The industrial areas should move further away from the river."
- "add bridgeview!"



# What We Heard: Development Challenges + Opportunities

## What industries could be successful in South Westminster?

We asked stakeholders on what industries they think would be successful in South Westminster. There were a wide range of ideas, but some of the unique ones included: film studios, breweries, shopping centres, and small scale manufacturing and industrial.

## Top things participants suggested

- 1 Technology industry
- 2 Light manufacturing, industrial, and storage
- 3 'Last mile' distribution and logistics

## What participants said



Residents

- "As someone in tech, my bias is more towards the tech industry. Having some good lunch options that are easily accessible by foot would also be good for the area I think."
- "Manufacturing, smaller warehousing. Tech development is already being encouraged in the area Surrey Hospital/Simon Fraser. Having worked on Fraser River dykes in 1948, flood mitigation will be a critical issue for any development."
- "Small manufacturing plants, small workshops, retail front with workshop on rear as Surrey is a hub (for) small businesses."
- "Tech could be attracted if the district was made attractive. Businesses need employees and employees want to work where they can enjoy a lifestyle. A vibrant waterfront area with residential opportunities and shopping nearby would be a must."



Business Owners /  
Employees that work in  
the area

- "The plan needs to allow for more flexible uses in the mixed - employment as well as industrial zoned areas."
- "All types of business should be welcomed. But, I recognize that many salvage/auto-wrecking/recycling yards are not the most pleasing to the eye. However, these types of businesses are essential to a modern, consumer-based economy. Helping these types of businesses to improve their outward appearance and not forcing them out, would be my suggestion."
- "Manufacturing, tech, supply chain, Amazon."



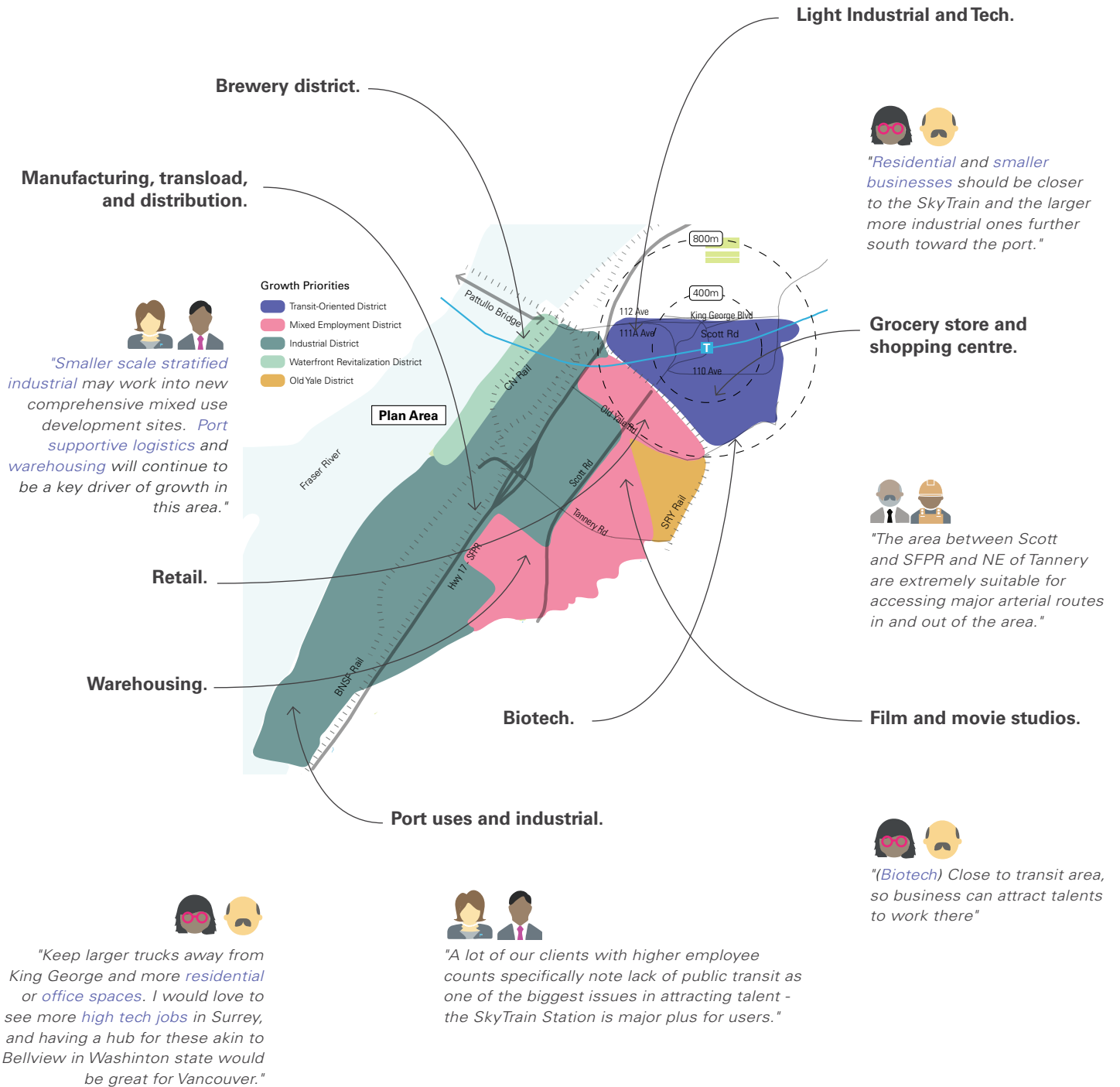
Realtors / Developers

- "Small scale manufacturing, "maker spaces" with small showroom, logistics, port-enabling uses."
- "Smaller scale stratified industrial may work into new comprehensive mixed use development sites. Port supportive logistics and warehousing will continue to be a key driver of growth in this area."
- "Having industry land to a port is very valuable. Being able to live and work in that community is also a bonus point."
- "Preload and pilings can allow denser development. If Richmond can pull it off, so can Surrey. This is a far more desirable location than Richmond by the airport. Light industrial manufacturing, research and development, last mile distribution are all great here. Well, they would be really great if the Pattullo Bridge wasn't being replaced with a new traffic jam."

# What We Heard: Development Challenges + Opportunities

## Areas suitable for new business and industries.

Considering the previous question, we asked participants what areas in South Westminster would be suitable for new businesses and industries and why.



# What We Heard: Development Challenges + Opportunities

## Key barriers / challenges to success in South Westminster

We asked stakeholders **what they thought were key barriers to success** in South Westminster. Some common themes include **constrained road network and connectivity, poor soils and flood risks, and overall lack of 'sense of place'**.

## Top things participants suggested

- 1 Soft soils and flood risk
- 2 Light manufacturing, industrial, and storage
- 3 Poor roads and need for improved infrastructure

## What participants said



Residents

- "Access... Business parks tend to have this feel to them that you must drive there in order to get there... it would be a shame to not put emphasis on getting to work by bike or transit, so good transit going to the businesses, and bike paths would be a plus."
- "Poor roads. Access will improve greatly after bridge construction."
- "Flood mitigation, ground stability."
- "Lack of current development making it unattractive."



Business Owners /  
Employees that work in  
the area

- "Global-warming induced flooding. The drainage infrastructure needs work."
- "Transit beyond SkyTrain down SFPR to serve businesses and bring in customers if it were to become a destination area - think Lonsdale or (New) Westminster Quay."
- "The railway crossing could have an impact."
- "1) Geo-tech issues with soft soils  
2) Lack of coordination between the city \ port \ rail \ business community  
3) City regulation \ bureaucracy \ un-responsiveness \ process - industry needs the city hall as a partner not an obstacle. We need city hall to be a champion of business owners and employment creators."



Realtors / Developers

- "The two identified challenges, geo-tech and flood management."
- "Trying to mitigate flooding risks in this area is key..."
- "Lot consolidation will be an issue - we need large lots to facilitate meaningful development sites."
- "Competing areas in Metro Vancouver such as Mt Pleasant."
- "Existing inefficient road network."
- "The soil is the biggest barrier to construction and growth."
- "The cost and timelines to development in South Westminster can be an issue given the geotechnical conditions. More bus transit would assist as well."

# South Westminster Plan

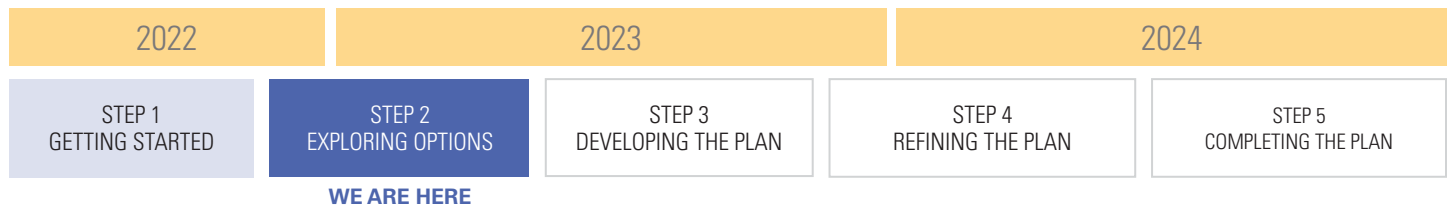
Step 2: Exploring Options  
January 20, 2023 Workshop Summary

Winter 2023

# | Where We Are

## Introduction

The South Westminster NCP was originally approved in 2003. It presented a vision intended to transform under-utilized industrial areas into business districts, public spaces, and special residential communities. We got started on updating the plan (Step 1) in Fall 2022 with a survey to gather input on the draft plan objectives and growth priorities. It also helped identify some of the key challenges and opportunities for South Westminster, which were then explored further in an in-person workshop.



# | Workshop Summary

On Friday, January 23, 2023, the City of Surrey hosted an in-person workshop with key partners. The intent of the workshop was to build on the findings of the Fall 2022 public survey and have focused discussions on two key themes:

### 1. Tackling the Key Challenges

How can the plan help address challenges related to Flood Construction Levels (FCLs) and existing geotechnical conditions?

### 2. Big Moves

What critical decisions/ideas (or 'Big Moves') are needed to realize the plans objectives?

## Participants

In total there were 22 participants and 14 City of Surrey staff in attendance. Participants were from a range of City of Surrey Divisions and external organizations:

### City of Surrey

- Community Planning
- Area Planning North
- Parks, Recreation & Culture
- Transportation
- Drainage

### External Participants

- Kwantlen First Nation
- TransLink
- DIALOG
- PCI
- Colliers
- BOSA
- Pacific Land Group
- Conwest
- Beedie
- Wales McLelland
- WesGroup





## I What We Heard Highlights

The discussion generated a lot of ideas and suggestions for the plan to consider. Here's a high a level summary of some recurring thoughts and themes:

### Flood Risk Mitigation

- Being in a flood plain means it's about resilience.
- Flood protection will have to consider areas along the Fraser River, beyond the plan area.
- South Westminster is like a bathtub facing flood challenges from river breach and overland flow.
- Hydrostatic pressure. The area has a high groundwater table and being within the lowlands, development is susceptible to runoff from the upland, resulting in high levels of hydrostatic pressure. This can cause walls to crack. If the water table is high, water will find its way into the basement through any gaps found in the foundation/floor. If the basement is tight, water pressure may heave and crack the floor to retrieve the pressure.
- What are the emergency routes, and how can they be protected?
- Are there areas where flooding would be acceptable?

### Financing Flood Protection

- Can a 'growth pay for growth' model work here? What are the costs of (a) Road Lifting and associated utility improvements/replacements, (b) Parks, and (c) Drainage. What can Development Cost Charges (DCCs) cover?
- Can off-site improvements be covered by an area-specific DCC? Will the resultant DCC rates be so high that the area is sterilized?
- What major capital projects are on the table?



## First Nations History + Role in Planning Process

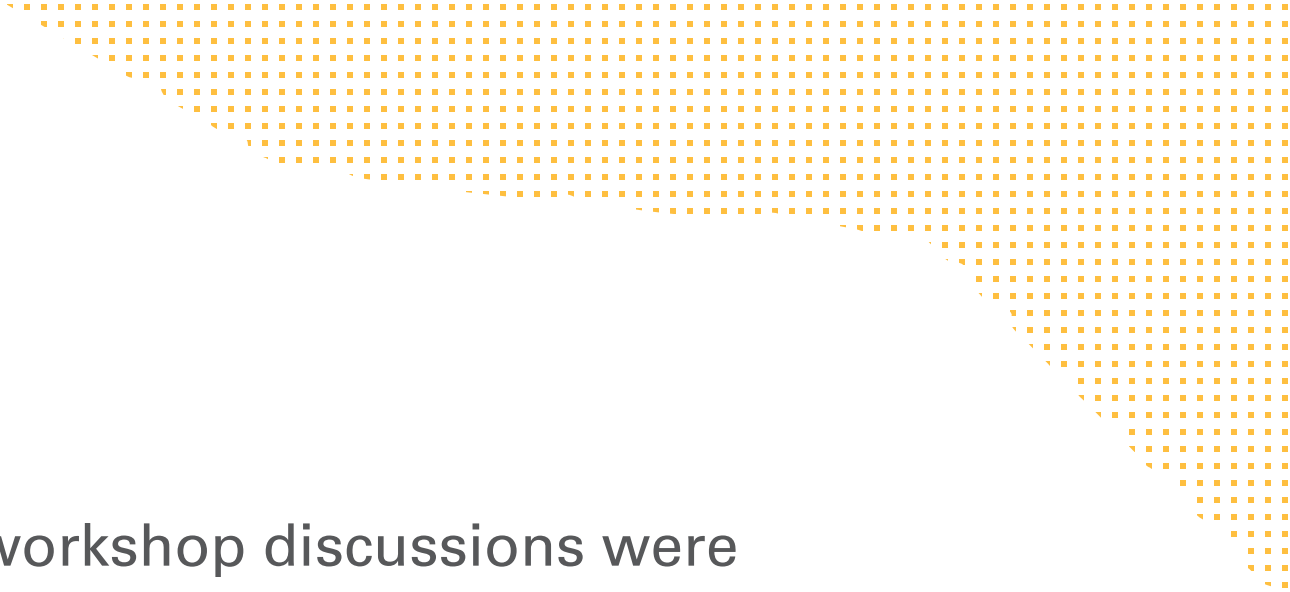
- There are areas in the plan boundaries that are of cultural significance to First Nations.
- The base of Pattullo Bridge was the site of a Kwantlen First Nation fishing village. It was where fish were processed.
- How can we work together with Kwantlen First Nation?
- What additional work is needed regarding traditional use?

## Parking Strategy

- Parking is very costly to provide. What are some viable alternatives to underground parking?
- Is rooftop parking an option anywhere (e.g., for industrial sites)?
- If groundwater is required to be removed to keep subsurface / parkades dry, where will the water be redirected after de-watering?
- Pumping groundwater continuously to keep subsurface / parkades dry would risk de-watering high value (Class A) watercourses in the area. How can this be avoided?
- Can solutions to parking be explored through form and density exercises?

## General Comments

- Keep the plan moving forward. Further background studies with industry needed.
- How the first development is constructed to meet new FCL may set a precedent for subsequent development.
- There was a concern that high density residential development in South Westminster would hinder or redirect development from City Centre. Another participant noted that competition for development in South Westminster is New Westminster, not City Centre.
- What's on the table? What design solutions would the City entertain?
- Amend plan boundary to align with flood protection strategy for a broader area (e.g., consider Bridgeview, exclude Port Lands, align with watershed and/or floodplain boundary).
- How do we balance industrial and waterfront access?



The workshop discussions were framed around two key themes:

**1 Tackling the Key Challenges**

The two key challenges facing the plan area are flood risk and geotechnical conditions.

**2 Exploring the Big Moves**

Exploring what 'Big Moves' are needed to realize the plan objectives and growth priority areas.







# 1 Tackling the Key Challenges

Workshop participants were tasked with tackling the key challenges facing the plan area. The key challenges that need to be understood and addressed are flood risk and geotechnical conditions.

## Flood Risk Mitigation + Geotechnical Conditions

The South Westminster Plan area is located within the lowland floodplain of the Fraser River and is subject to flooding due to storm surges and river freshet.

Currently, projects are required to build to or exceed the Flood Construction Level (FCL) to prevent damage due to flooding. The FCL is projected to increase in the area. As such, the minimum height requirements for new development will likely increase. Further, establishing what uses may be below or above FCL has implications on the interface between roads and new buildings.

### Key Questions Asked

- What challenges does a potentially higher FCL pose to development?
- Should the City consider allowing commercial uses / business operations below FCL? If so, where and why?

## Geotechnical Conditions

Soils in the area consist of peat (partly decomposed plant material) which, given its high compressibility, provide for poor foundational materials. The area also has a high water table, posing constraints on excavation and underground parking.

### Key Questions Asked

- If the required levels of underground parking are not possible, how should on-site parking be addressed?

## KEY THEMES

Below is a summary of what we heard during the discussion surrounding the key challenges.

### Suggested Next Steps

1. Determine what major engineering work is needed in the long term (Engineering).
2. What new infrastructure components can the plan regionally incorporate (Engineering).
3. Consider amending plan boundary to align with flood protection strategy for a broader area (i.e., consider Bridgeview, exclude Port Lands, align with watershed and/or floodplain boundary).
4. Clarify developer expectation policies as soon as possible (DCC, CACs, uses, etc.); should the plan area alone be responsible to cover costs for infrastructure improvements that may have regional significance / benefits?

### Considerations for the City

	Participant Suggestions	Description / Comments
<b>Policy</b>	Consider allowing habitable (non-residential) spaces below FCL.	If considered, this could be implemented in two ways: <ul style="list-style-type: none"> <li>• Habitable space below FCL where land is partially lifted.</li> <li>• Habitable space below FCL where land is not lifted.</li> </ul>
	Distinguish between habitable and non-residential.	The provincial definition of 'habitable' space applies to business, residential, and storage uses. 'Habitable space' can be misinterpreted to meaning only residential.
	If non-residential spaces are allowed below FCL, restrictive covenants to indemnify the City may be required.	See Richmond and Squamish. Further input from Legal required.
	Unit storage below FCL. <ul style="list-style-type: none"> <li>• Would unit storage count towards FAR or would it be exempt?</li> </ul> Unit storage above FCL. <ul style="list-style-type: none"> <li>• If storage is required to be above FCL, it should not be counted toward FAR.</li> </ul>	Westone site located unit storage at L1/L2, above grade.

	Reduce setback and parking requirements without cash in lieu.	Particularly for small lots where sites may be further constrained by the potential of enhanced setbacks.
<b>Policy</b>	An area/district wide approach Coordination across groups of parcels and major stakeholders (e.g., Port, rail, City).	A district/area wide strategy required to mitigate flood risk comprehensively. A site-by-site approach redirects flooding elsewhere. Need a phasing and implementation strategy for land raising.
	Lot consolidation strategy.	Some lots are too small to pre-load on their own to meet FCL. Raising lots to FCL is unfeasible without larger parcels and lot consolidation.
<b>Studies</b>	Conduct hydrology study.	Examine the area using the watershed as a unit of design. Help understand specific areas that are prone to flooding and the movement and distribution of water due to Fraser freshet and upland storm events.
<b>Capital Projects</b>	Explore or consider a central flood protection (sponge) feature (e.g., floodable park).	Large centralized flooding and storage reservoir may be an option, e.g. an expanded and enhanced Pattullo channel?



## Considerations for the Development Industry

	Suggestions	Description / Comments
<b>Design &amp; Construction</b>	Off-site improvements for flood risk mitigation.	Off-site flood risk mitigation used for construction / improvement for riparian areas, dual purpose (floodable) roads and parks, canals. Additional pump stations / existing pump station upgrades may be required.
	Increase permeable / natural area for on-site storm water management.	Given the high-water table, this approach may not provide much infiltration but will provide water quality benefit and may act to slow down flows before leaving the site.
	Yaletown model as a public realm example that could work in South Westminster	Commercial frontage, patios, and walkway raised above street level, to support functional public realm. It will be important to have significant residential density (as well as other daytime and/or civic uses) to ensure high level of activity and viability of restaurants, cafes, bars etc.
	Dry flood proofing buildings (e.g., flood walls) could be a viable option. Resilient Construction Design for flooding up to FCL.	May be worth the initial capital costs if it enables the operation of the intended use for the space.
	Naturalize edges to support drainage and soften transition between uses	Buffers between different uses could function as drainage features.
	More underground parking may be viable with piling.	A 6 storey development without piling can currently achieve P1. P3 may be viable with piling and greater density (e.g. ~5 FAR).



## 2 The Big Moves

We wanted to know what 'Big Moves' are needed to realize the plan objectives and growth priority areas.

### The Plan Objectives

#### Objective 1 - Maximize Employment

Optimize the use of employment lands by attracting new and innovative businesses (e.g., mixed use industrial, tech, manufacturing) and supporting small-scale industrial development where appropriate.

#### Objective 2 - Focus Development around the SkyTrain Station

Concentrate higher densities, a mix of uses and amenities within a short walk of the Scott Road SkyTrain Station, including residential, commercial, light industrial and office uses.

#### Objective 3 - Revitalize the Waterfront

Expand public access to the waterfront, re-naturalize and restore the foreshore.

#### Objective 4 - Mitigate Flood Risk

Explore solutions to enhance shoreline and inland flood protection including raising the land, raising the Flood Construction Level ("FCL") and dual-purpose drainage features such as floodable parks.

#### Objective 5 - Celebrate Indigenous Heritage

Explore meaningful ways to acknowledge and tell the story of the land, and plan for the future through dialogue and co-planning with First Nations.

### Key Questions Asked

- What new plan designations and development parameters (if any) should be explored to support new industry?
- How can connectivity to and from South Westminster be improved?
- What are some ways the plan can share Indigenous heritage? How can we meaningfully acknowledge and tell the story of the land?

# KEY THEMES

Below is a summary of what we heard during the discussion regarding the 'Big Moves'.

## I Industrial & Employment Use

1. **Understand Industrial and Employment Market**
  - It's important for the City and stakeholders to understand the employment/industrial market.
  - All industrial spaces and types of industrial lands are in short supply.
  - Some users will locate in South Westminster because it's what's available for land in the region. Ex Damon Motors – progressive up and coming manufacturer. Why did they choose to build in South Westminster? Probably one of the only sites that met their needs.
  - Industrial typology study – don't neglect the need for one storey industrial.
2. **Update Land Use Designations and Zoning with a Long-term Outlook**
  - Don't just think about the next generation of industrial employment. Make plans for 100 years.
  - What do we need to do to set the stage for beyond 30 years? Hard to say but think long term.
  - How will uses evolve and how will zoning accommodate it?
3. **Allow for Flexibility in Land Use Designations and Zoning**
  - Examine zoning and designs that are feasible.
  - Use zoning creatively. There is a strong need for flexibility. Businesses grow and evolve and may need to scale up over time as space needs grow.
  - Encourage more intensive industrial development. Increase lot coverage, height, and density.
  - Different zones for mixed employment and industrial are needed.
4. **Parameters for Industrial Development**
  - Some users need a 1 storey building with circulation, these users should still be accommodated.
  - Allow 2 storey construction height that can be built as a 1 storey to allow user flexibility and growth, but don't penalize by charging rates for two levels of floor space (like Vancouver)
  - Reduce parking to incentivize development of employment uses.
5. **Questions**
  - Do the growth priority districts capture the right uses?





## I Flooding

### 1. Questions

- Are there areas where flooding would be acceptable?

### 2. Parks and Natural Areas

- Utilize existing natural watercourses leveraging natural areas for flood mitigation.
- Consider flooding effect that beaver dams have on Pattullo watercourse.

## I Mobility & Connections

### 1. Challenges

- Road and rail create barriers for pedestrians but are critical for goods movement and success of industrial in the area.

### 2. Suggestions to Improve Pedestrian Mobility & Connections

- Make walking to work in the area a viable option.
- Increase mobility capacity (e.g. adding cycling routes).
- Transportation network – improvement on all modes is positive.
- There may be forthcoming TransLink funding for active transportation in industrial areas.
- See Port Moody overpass as a precedent.
- Add cycling routes near the water.

### 3. Suggestions for Direct Links between Destinations

- Link Brownsville Bar Park and Scott Road Station.
- Link Tannery and Brownsville Bar Park.
- SFPR can be a plus and bring people to the waterfront.
- Improve overall access to water and nature.
- Cross river transportation, expand water taxi from New Westminster.
- Mixed employment next to Old Yale needs connectivity.
- Old Yale Road residential area is isolated from TOD by mixed employment. Need to create connectivity with this neighbourhood and surrounding area.

### 4. Movement of Goods and Services

- Ensure logistics connectivity and movement of goods is not impeded.

## I Waterfront

### 1. General Comments

- Regional waterfront greenway – opportunity for collaboration / funding.
- Intent and vision for the waterfront and area west side of South Fraser Perimeter Road should be distinct from the east side.

## I Land Use

### 1. Questions

- Do the districts capture the right uses?

### 2. Comments

- Clarify the definition of each zone as there was considerable overlap in the employment uses.
- Consider adjusting the location of zones for a more cohesive plan moving away from the historic land uses and projecting what the city would like into the future. I.e., connecting the Old Yale District with the Transit-Oriented District and Waterfront District.
- Maintain flexibility in permitted height and FAR for expected high density sites near the transit station...given potential for evolving approach to addressing soils, parking as well as seismic regulations.
- Prioritize mixed employment uses over light industrial.
- The distinction between the Industrial and Mixed Employment District is arbitrary. This may be combined.
- Benefits of mixed employment – smaller building footprint.
- Introduce maker spaces.
- Consider introducing residential uses along the river.

## I Sense of Place & Character

### 1. General Comments

- Who do we think is going to live at the TOD node? People that work in the area? People who work along the SkyTrain line in a different part of Surrey or the region?
- Important value creation through neighbourhood identity and placemaking.
- Design with nature ('biophilic design') should be focused around TOD area.
- Use CPTED to improve safety.

### 2. South Westminster as a Gateway

- South Westminster is strategically located as a convergence point in the metro region and serves as a gateway into the City.
- It's identity as a gateway to Surrey could be improved.

### 3. Old Yale Road

- Old Yale Road Opportunity – clear boundary – feeling of entering a new space when you go under tracks west of Hwy 17.
- When you go under the train tracks at Old Yale Road you feel like you are entering a new space, like Granville Island.





# I Next Steps

A flood risk mitigation study is currently under way. A key outcome of the study is the development of interim FCL's. The next step is to explore development planning considerations and raise the challenge to Council. It is anticipated that the challenge of flood risk and the implications of the interim FCL will be presented to Council in Spring 2023.

## Learn More and Get Involved

For information visit our website at:

- <https://engage.surrey.ca/south-westminster-plan>

Contact John Nguyen by:

- email - [john.nguyen@surrey.ca](mailto:john.nguyen@surrey.ca), or by;
- phone - 236-598-3028



# South Westminster Plan

## Step 3: Developing the Plan Engagement Summary

November 2024

# Where We Are

## Introduction

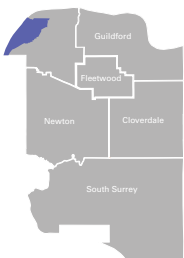
We're creating a new plan for South Westminster. The plan aims to build on the areas proximity to the port, major roads and transit, while taking into consideration development challenges, such as the areas soil conditions, flooding and site contamination. We started the process in Fall 2022 with an online survey to explore plan priorities and growth options for South Westminster. In January 2023, we hosted an industry focused workshop to build on the findings of the public survey. In September 2024, we collected feedback on the draft plan through an online survey. This input will help in further refining the future vision for South Westminster.



## Who We Reached

We engaged residents through social media campaigns on Facebook, Instagram, Twitter, and LinkedIn, reaching over 3,300 individuals. Our Phase 2 online survey for the draft Stage 1 plan received input from **476 respondents**. In the survey, we gathered information about participants' connection to South Westminster, as well as their ethnicity, age, and housing tenure. Below is a snapshot of the community profile of those who participated in the survey:

### Relationship to South Westminster\*



- Live in South Westminster: 22%
- Work in South Westminster: 9%
- Business Owner / Work in the area: 9%
- Realtor / Developer: 4%
- Visit Often: 25%
- Live elsewhere in Surrey: 42%
- Live in another municipality: 9%
- Other: 6%

### Ethnic/ Cultural Origins\*



- British Isles and Other Europeans: 33%
- South Asian: 24%
- Other East and Southeast Asian: 7%
- Chinese: 4%
- French: 2%
- Other: 16%
- Prefer not to answer: 14%

### Age



- 0 - 19 years: 1%
- 20 - 29 years: 18%
- 30 - 39 years: 24%
- 40 - 64 years: 47%
- 65+ years: 9%
- Prefer not to answer: 1%

### Housing Tenure

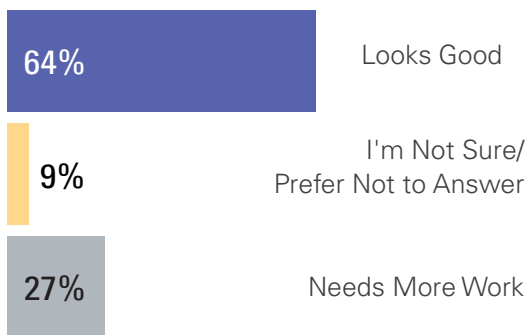


- Own a home: 75%
- Rent: 18%
- Prefer not to answer: 5%
- Other: 2%

# What We Heard: Your South Westminster

## Parks and Natural Area

We asked about participants' thoughts on the proposed parks and natural area plan. (111 responses)



For those who said "Needs More Work", we asked what would they change or add.

Key themes that emerged:

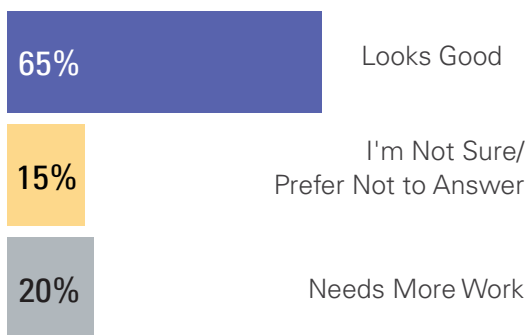
- 1 Desire for more parks and natural areas.
- 2 Waterfront extension to the shoreline of Fraser River
- 3 Provision for pedestrian pathways and increase in active transportation.

What participants said:

- "Add more riparian and green space for flood control and intersperse inland areas with interconnecting green space for wildlife"
- "More parks and waterfront pathways for walking/ biking."
- "More green space, beach access and public parking would enhance the area."

## Road Network

We asked about participants' thoughts on the proposed roads and active transportation network. (80 responses)



For those who said "Needs More Work", we asked what would they change or add.

Key themes that emerged:

- 1 Provision for traffic calming measures to mitigate congestion.
- 2 Provision for biking/walking paths for accessibility.
- 3 Infrastructure upgrades to enhance safety and traffic flow.

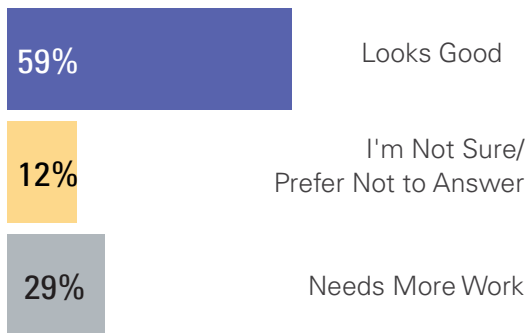
What participants said:

- "Better traffic control anticipating high population growth and high rises in skytrain parking lot."
- "Multi use paths and cycling infrastructure needs to be segregated from high use traffic roads."
- "More active transportation trails with designated signage and safe walking lanes."
- "Need wider roads and more lanes."

# | What We Heard: Your South Westminster

## Draft Land Use Concept

We asked about participants' thoughts on the proposed draft land use concept. (124 responses)



## For those who said "Needs More Work", we asked what would they change or add.

### Key themes that emerged:

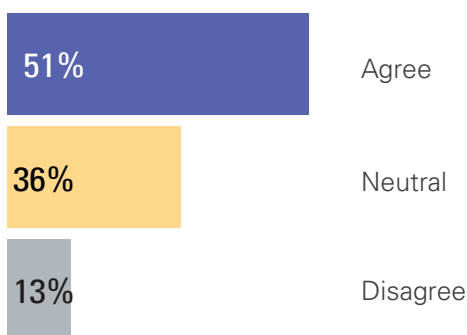
- 1 Provision for more parkland along the waterfront.
- 2 Provision for more urban mixed-use development.
- 3 Road network to be wide enough to accommodate future industrial development.

### What participants said:

- "Needs proper separation from existing residential houses from the industrial."
- "More park area along the waterfront."
- "More parkland and walking trails along the waterfront."
- "A walking cycling path along the shore. A walking cycling connector from New Westminster."

## Plan Objectives

We asked participants' if the draft land use plan meets the objective. (46 responses)



## For those who said "Needs More Work", we asked what would they change or add.

### Key themes that emerged:

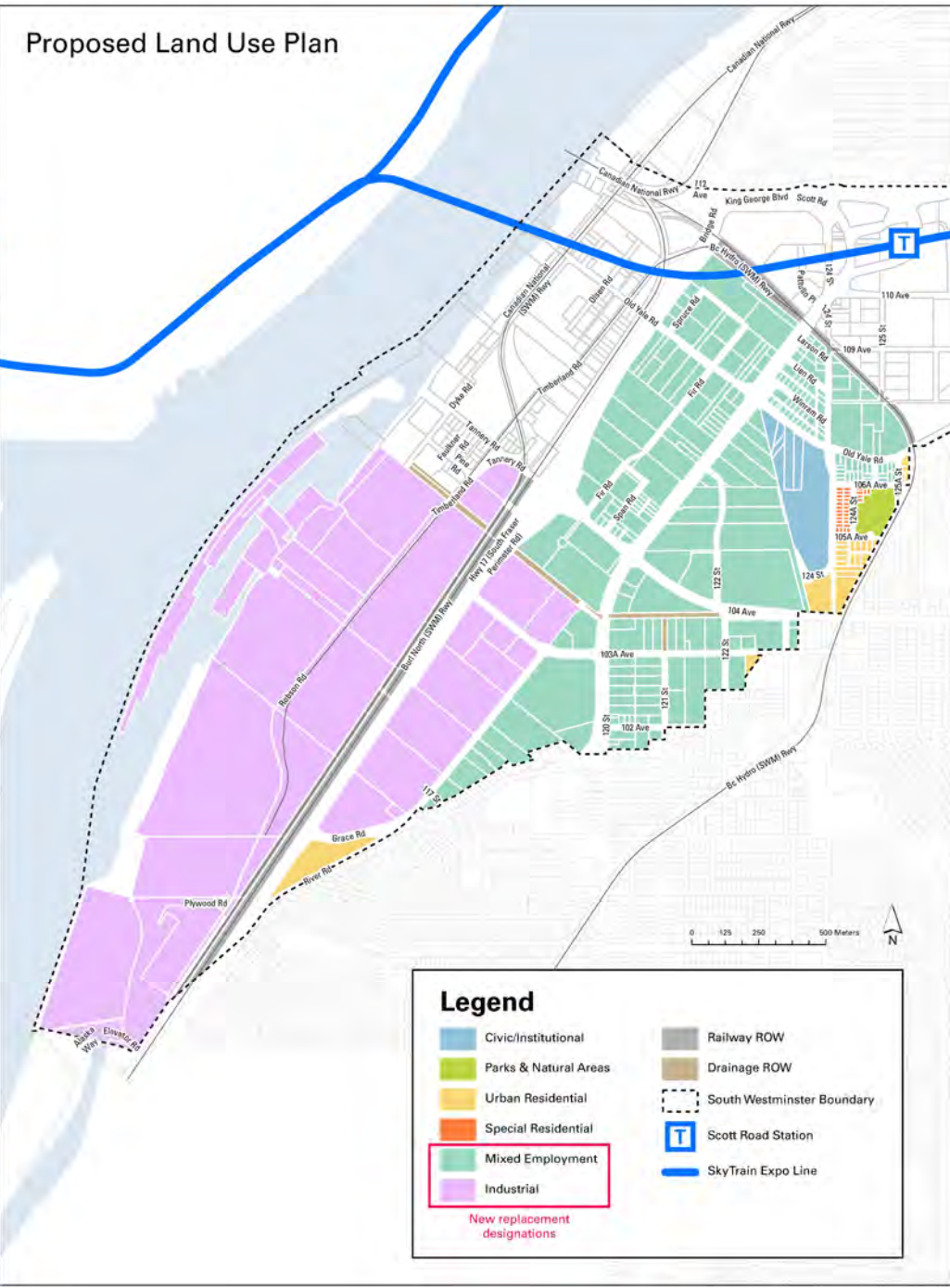
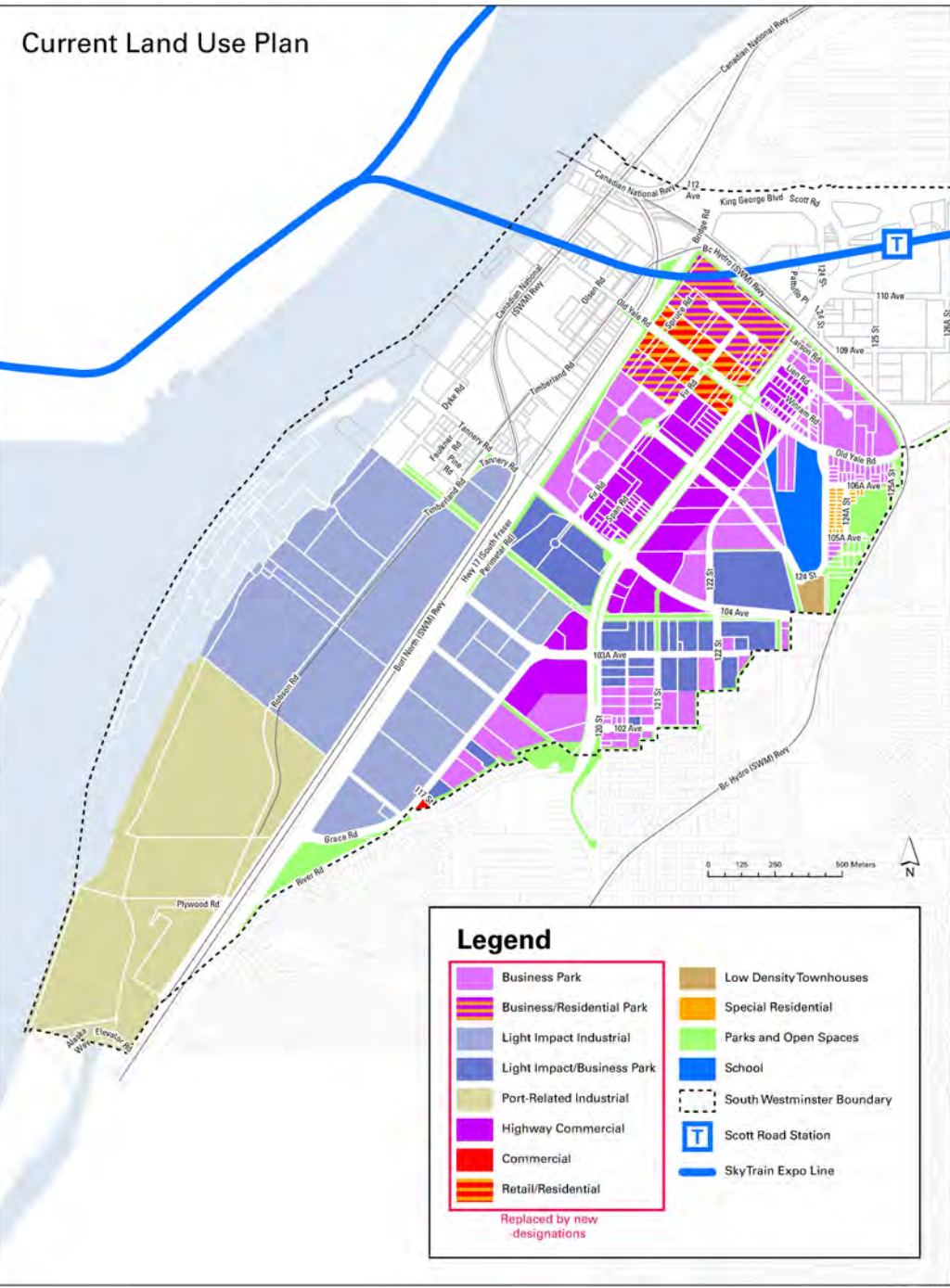
- 1 Celebrating indigenous heritage.
- 2 Emphasis on making the community transit friendly and walkable.
- 3 Supporting balanced employment opportunities integrated with housing and transit.

### What participants said:

- "Improved access to the Scott Road SkyTrain station."
- "More development around Sky train, less development and more green space by waterfront."
- "More community and public development on the waterfront is needed to revitalize the area in the proper direction. This also enhances more residential development and cleaner businesses to locate in South Westminster."

Current Land Use Plan

Proposed Land Use Plan



**Legend**

Business Park	Low Density Townhouses
Business/Residential Park	Special Residential
Light Impact Industrial	Parks and Open Spaces
Light Impact/Business Park	School
Port-Related Industrial	South Westminster Boundary
Highway Commercial	Scott Road Station
Commercial	SkyTrain Expo Line
Retail/Residential	

*Replaced by new designations*

**Legend**

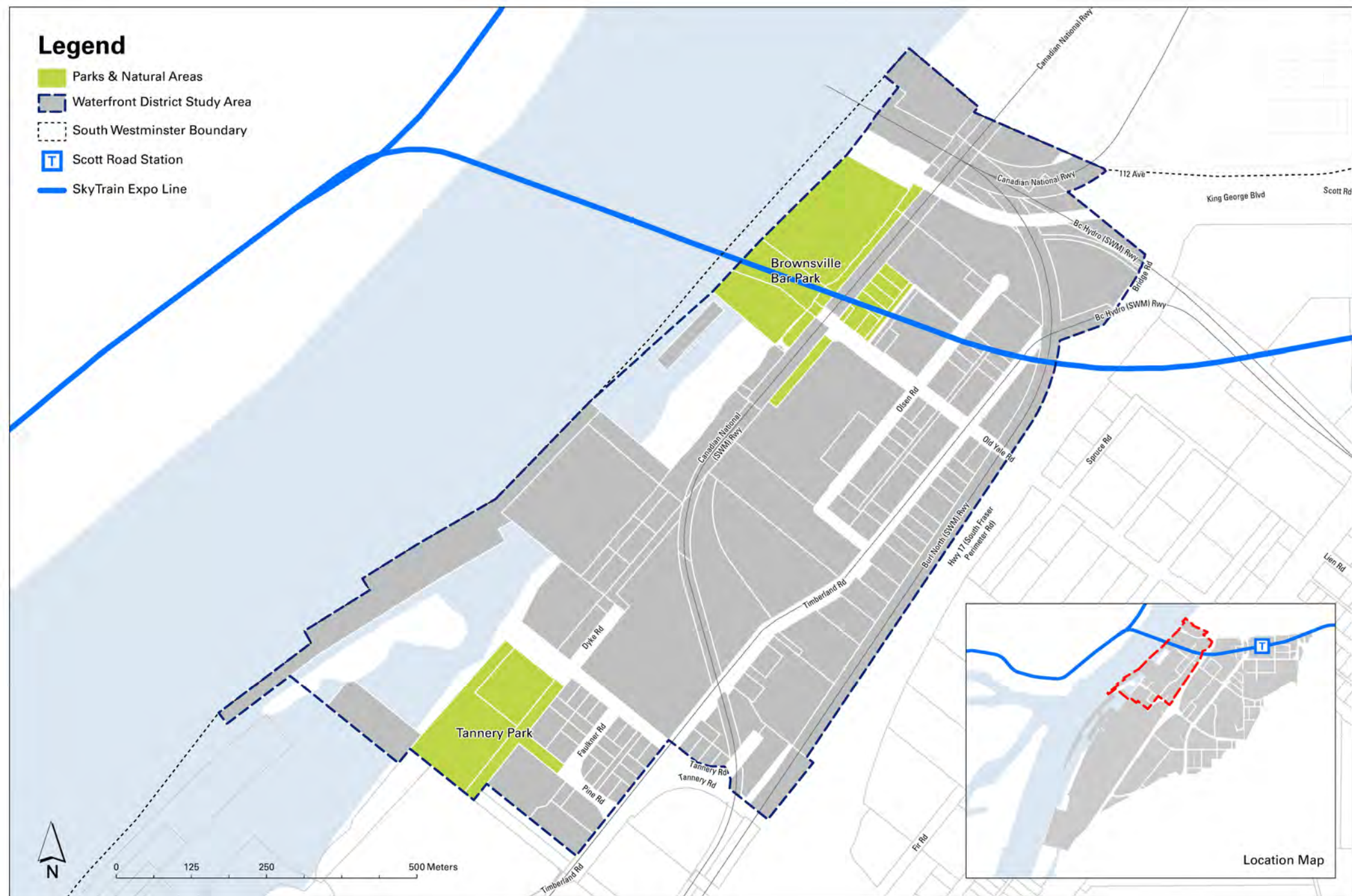
Civic/Institutional	Railway ROW
Parks & Natural Areas	Drainage ROW
Urban Residential	South Westminster Boundary
Special Residential	Scott Road Station
Mixed Employment	SkyTrain Expo Line
Industrial	

*New replacement designations*

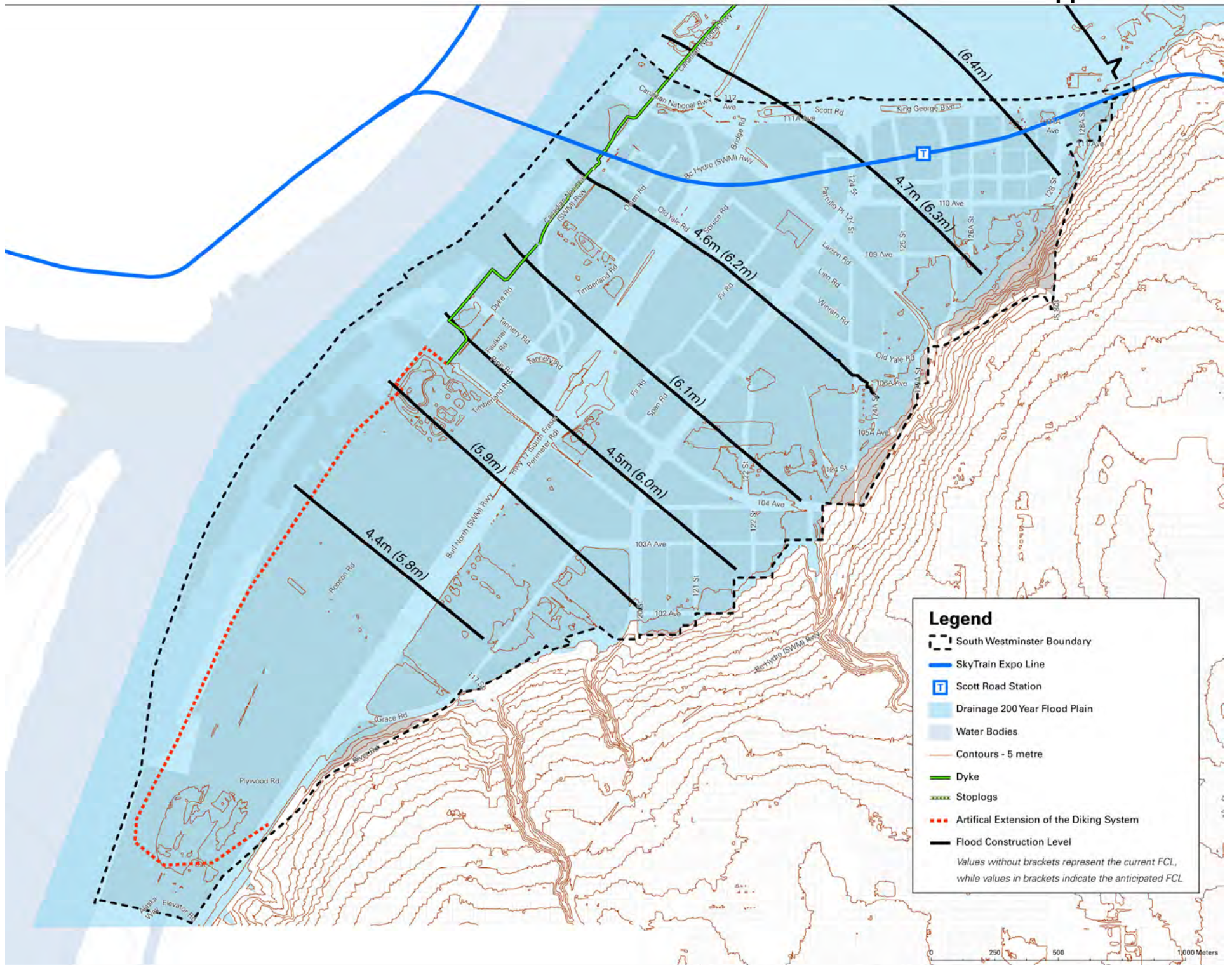
Proposed Changes to South Westminster Stage 2 Land Use Area

### Legend

-  Parks & Natural Areas
-  Waterfront District Study Area
-  South Westminster Boundary
-  Scott Road Station
-  SkyTrain Expo Line



Waterfront District Study Area



**Legend**

- South Westminster Boundary
- SkyTrain Expo Line
- Scott Road Station
- Drainage 200 Year Flood Plain
- Water Bodies
- Contours - 5 metre
- Dyke
- Stoplogs
- Artificial Extension of the Diking System
- Flood Construction Level

*Values without brackets represent the current FCL, while values in brackets indicate the anticipated FCL.*

