



A Neighbourhood Concept Plan for South Westminster

*A Vibrant Working and Living Community on
Surrey's Fraser River Waterfront*



December 15, 2003

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The City of Surrey acknowledges the valuable contributions and participation of the following people in preparing the Plan for South Westminster:

Planning and Development Department

Murray Dinwoodie, General Manager
Judy McLeod, Manager, Long Range Planning and Policy Development
How Yin Leung, Manager, Area Planning and Development
Judith Robertson, Manager, North Surrey

South Westminster Neighbourhood Concept Plan Team

Dan Chow, Senior Planner, Land Use and Policies
Bhargav Parghi, Senior Planner, Urban Design
Wendy Whelen, Senior Planner, Project Coordinator
Adrienne Parsons, Associate Planner, Environmental, Economic and Crime Prevention Policies
Lee Ann Pitcairn, Zoning and Research
Robert Lee, Sewer Engineer (Project Coordinator, Servicing Plan and Financing)
Carlos Castro, Graphics

Consultants

David J. Kirsop (Urban Systems Ltd.), Engineering Consultant
G. Paul Rollo (G. P. Rollo & Associates Ltd.) and
Lewis Silverberg (Commercial Marketing Inc), Economic & Real Estate Consultants

South Westminster Business Advisory Committee

Ed Butler	John Millar
Mohammed Chaudhry	Gino Nonni
Capt. Tom Corsie	Robert Stierle
Bunsey Johal	Kuljit Toor
W.J. Kirilenko	Oleg Verbinkov
Clayton Larkin	Bryan Walhoud
Gianfranco Merletti	Randy Wenger
Roy Merrit	Gary Wiebe

Valuable Resources/Planning Input/Advice

Jean Lamontagne, Manager (Planning Research, & Design) Parks, Recreation and Culture Department
Tiina Mack, Landscape Technician, Parks, Recreation and Culture Department
Mary Ann Smith, Senior Business Development Officer, Economic Development
Brenda Clark, City Architect
Adrian Kopystynski, Senior Planner (Heritage Research)
Jaime Boan, Transportation Engineer, Engineering Department
Brad Fisher, Engineering Assistant, Engineering Department
Surrey Heritage Advisory Commission
Dr. David Gordon (Associate Professor, School of Urban and Regional Planning, Queen's University), Waterfront Development Consultant
British Columbia Ministry of Transportation

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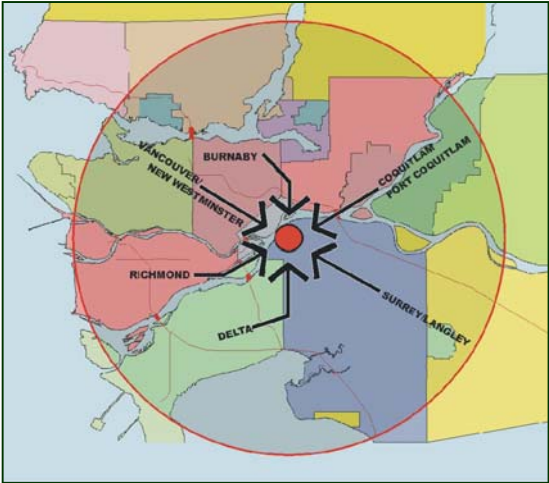
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Part I: Background

1. Regional Context

South Westminster is located at one of the main entrances to Surrey, with direct links to New Westminister and Vancouver via the Pattullo Bridge and SkyTrain, and to Delta by way of Scott Road and River Road. With the opening of the South Fraser Perimeter Road, along with other transportation improvements, South Westminster is becoming more accessible and is emerging as the prominent gateway into Surrey. Given its accessibility and its function as a gateway, there is a strong desire to improve the image of South Westminster from that of a salvage industrial area to an area with high quality development. It is, therefore timely to renew interest in the area and create a new vision for South Westminster.



2. The Plan Area

South Westminster is situated in the northwest quadrant of Surrey. The study area is bordered by the King George Highway to the north, the Fraser River to the northwest and the toe of the slope of the Whalley hillside to the south and southeast. The Bridgeview residential/industrial area is directly north across King George Highway, and Surrey City Centre is approximately 2.4 kilometres (1.5 miles) east of South Westminster on the upland area of Whalley.



The South Westminster area consists of approximately 514 hectares (1,270 acres) of land designated Industrial in the Official Community Plan ("OCP") and is situated on a basin that is overlain by Fraser River alluvial and flood plain deposits. The area is generally flat with surface elevations varying between 1.5 metres (5 feet) and 3.0 metres (10 feet).

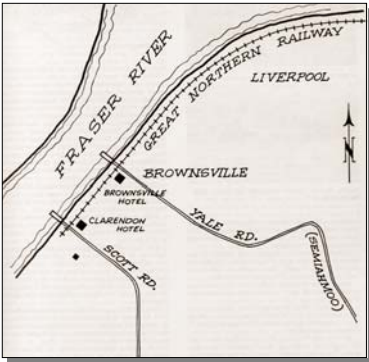
South Westminster encompasses the Fraser River Port Authority and associated lands. As a multi-berth port facility the Fraser Port is the largest industry and the most active use in the area.

In addition to the Fraser Port, South Westminster has been home to many auto salvage yards and other industries requiring outdoor storage. The salvage yard areas have recently declined and several new commercial developments have occurred in the area such as a Chevron Station on Scott Road and a Home Depot on 128 Street at 110 Avenue.

3. The History and Heritage of South Westminster

South Westminster was a thriving residential community in the late 19th century. Brownsville Hotel was built at the foot of Old Yale Road and a ferry was operated from the Brownsville Landing for Surrey residents to bring their produce to the farmers' market in New Westminster. A bridge was constructed in 1904.

By 1910, Brownsville had become an established community with two hotels, a school and a grocery store. St. Helen's Church was built up the hill on Old Yale Road. The British Columbia Electric Railway built a passenger station (Scott Station) providing access to New Westminster, Vancouver and Chilliwack.



Old Yale Road was an important transportation route. As part of the present Fraser Highway, Old Yale Road was one of the first roads providing access to the newly opened lands east of Surrey. It was connected as a wagon road to the Semiahmoo Trail which connected to the Telegraph Trail, south of the Nicomekl River.

Following the collapse of the building boom in 1913, further development of South Westminster stagnated until the mid-20th century. Gradually, industrial uses began to replace the residential community. A more detailed history of the people and places within South Westminster is contained in Part E – the Heritage Strategy for South Westminster.

4. Why a Plan for South Westminster?

The South Westminster area, although designated Industrial in the Official Community Plan for many years, remains relatively undeveloped and under-utilized. It is occupied primarily by industrial uses such as auto-wrecking and salvage yard operations which have minimal infrastructure investment. While these industries have been regarded as interim uses, they do not provide large employment opportunities, nor are they a catalyst for new business growth in the area due to their negative visual impact. Revisiting the South Westminster Land Use Plan and developing a new common vision will serve to improve the economy of the area, to provide for an aesthetically pleasing and prestigious work environment and emphasize an attractive gateway into Surrey. A new vision will also establish the short-term and long-term business/industrial land uses for the area to compliment rather than compromise the viability of Surrey City Centre.



The Plan is also intended to recognize the area’s servicing constraints which dictate the form and timing of development. Given the area’s soft peat soils up to 10 metres in depth, conventional infrastructure design and construction will not work and pre-loading will be required prior to any infrastructure installation. The soft soils present higher capital costs when compared to conventional systems in the installation and maintenance of both the sewer and water systems.

5. Opportunities and Constraints

Land Use

There have been numerous proposals and inquiries from individuals and companies contemplating non-industrial development in South Westminster. These proposals have included mixed-use commercial/residential waterfront

development like the New Westminster Quay, a film and recording studio, large format retail areas, a major theme park, churches and community centres, a spectator arena and port-related industrial development. These types of land uses, if approved, could significantly influence and potentially shift the pattern of development in north Surrey or shift key projects away from Surrey City Centre. On the other hand, South Westminster is strategically positioned to attract more prominent projects, particularly in the waterfront area.

Salvage uses in South Westminster have occupied approximately 50% of the prime industrial lands along Scott Road. As of late 2003, these lands are for sale. With changes in ownership, there exists an opportunity to redevelop the lands for alternative uses that could potentially provide a greater employment base, an economic boost to the South Westminster area and a general improvement to the image and aesthetic appeal of the area. Redevelopment of the South Westminster area is consistent with Council's objective of attracting additional industrial and commercial development to the City and supports the City's Economic Development Strategy.

Heritage

Brownsville Bar, located at the foot of Old Yale Road, was the site of a former settlement called Brownsville. This small village existed in the early 1900s and included a school, a grocery store, two hotels, and a ferry service that provided the only transportation link between Surrey and New Westminster. In recognition of this historical context, the Plan documents and addresses the historical significance of this area.

Transportation

The South Fraser Perimeter Road (also known as South Fraser Way) will be a limited access highway intended to facilitate the movement of goods and services within the region. It is aligned through the centre of South Westminster, generally parallel to the Fraser River. This highway will link the Trans-Canada Highway with Highway 91/Highway 99 and act as an east-west connector for the Lower Mainland area south of the Fraser River between the four main river crossings. The new road will improve service to and from the Fraser Port via a new interchange at Tannery Road.

Soils

The entire South Westminster area has a layer of soft peat soils up to 10 metres in depth, preventing conventional infrastructure design and construction. The

area is subject to subsidence (i.e., sinking) and infrastructure installation can only be undertaken after sufficient pre-loading has been completed.

Sanitary Sewer

The existing vacuum sewer system was installed to address public health concerns when the existing septic systems in the area failed. The vacuum system is costly to operate and maintain and has no expansion capacity. A steep grade sewer system, which allows for settlement in the soft soils, is proposed as an alternative. Steep grade sewer systems have higher capital and maintenance costs when compared to conventional sewer systems. The soft soils also present unique challenges for the water system. A higher standard for pipe joint restraint increases the cost of construction. Higher standards are also required to minimize the impact of a seismic event. Although adequately sized feeder mains exist in the area, the grid system and the security of the feeder mains will have to be improved to guard against failure during an earthquake.

Drainage and Flood Management

The South Westminster Plan area is within the floodplain of the Fraser River. It is located at the downstream end of three main sub-watersheds: the Old Yale, Pattullo and Manson sub-watersheds. Master Drainage Plans (MDPs) have been completed for the Old Yale and Patullo watersheds and a plan for the Manson sub-watershed is nearing completion. Capital works for these areas are in the process of being implemented.

The area is protected by a dyke system along the Fraser River designed to the 1:200 year flood elevation at approximately 4.40 metres (including a 0.6 metre freeboard). Provincial flood proofing regulations will apply to new development in the area. Incremental filling to achieve flood protection standards may lead to increased flooding in some areas. A comprehensive fill and pre-load plan will need to take into account potential flooding impacts.

The three creek systems (Scott, Robson and Collieres Creeks) which eventually drain to the Manson Canal and an existing pump station near the Fraser River, are salmon habitat. This has posed a limitation on maintenance activities needed to maintain capacity in the canal and the ability to upgrade the existing pump station. Therefore, there is a limitation on the capacity of the Manson Canal and pump station to protect the area from flooding. The Collieres and Scott Creeks formally had their own outlets to the Fraser River, but have since been filled. The Master Drainage Plan recommends that the former open channel outlet for Collieres Creek be reinstated to relieve the Manson Canal. In addition, riparian habitat enhancement along Scott and Collieres Creeks will

likely be necessary to enable the Manson pump station to be upgraded. This may be accomplished for the Manson Canal and other channels through a long-term maintenance agreement with the Federal and Provincial governments. The opportunities and constraints from a drainage perspective are presented in Figure 2.2.1 in the South Westminster Servicing Study.

Recreation

Brownsville Bar is a favourite Fraser River fishing spot located to the south of the Pattullo Bridge in South Westminster. Surrey’s only Fraser River boat launch is also located at the Brownsville Bar. Waterfront properties at Tannery Park have the potential to become an equally popular recreation destination.

Efforts are being made to establish a waterfront walkway between Brownsville Bar and Tannery Park. Other opportunities to establish recreation nodes and linkages to the northeast of Brownsville Bar are also being explored.

6. The Planning Process

The planning process for South Westminster commenced with the formation of a Business Advisory Committee ("BAC"), consisting of property owners and business owners from the South Westminster area and the appointment of Engineering and Land Economic Consultants. The BAC provided input to staff on the proposed land uses and other issues throughout the plan preparation process. Members of the BAC also served as liaisons with other business and property owners in the South Westminster area.

By early 2000, the NCP process resulted in the creation of three land use plan options, which were presented to the BAC and then to the public at a Public Open House in May 2000. One of the three land use options was identified through this process as the preferred land use option. This option was then further refined to include details such as parks and open space and the road network. The servicing component of the study was also expanded to include phasing, costs and a servicing strategy.

The NCP planning process included a staff workshop on waterfront development strategies that was led by Dr. David Gordon from Queen’s University. The workshop and presentation by Dr. Gordon focused on the latest practices and concepts in waterfront development, the importance of reclaiming the waterfront areas as a public realm and the redevelopment opportunities around major transportation nodes, such as the Scott Road SkyTrain Station area as a possible transit-oriented urban village.

The planning process also involved consultation with a newly formed citizen group – the South Westminster Ratepayer’s Association, which provided comments on the Land Use Plan and Urban Design Concept from the perspective of the residents of the adjacent hillside areas.

The planning process involved a number of steps with formal and informal opportunities for the public and business owners to participate in the process.

These steps were:

1. Council approved Terms of Reference (1999);
2. Business Advisory Committee (BAC) formed - 16 members (1999);
3. Three land use options developed (2000);
4. Servicing study commenced (2000);
5. Public Open House (May 2000);
6. Preferred land use option discussed with BAC (delayed due to PNE decision);
7. Preferred land use plan endorsed by BAC (2002);
8. Council approved NCP in principle (March 2003);
9. Public Open House to review final plan, servicing and funding requirements (April 2003);
10. Meetings with Ratepayers’ Association and BAC about final Plan:
 - Community meeting with hillside residents (June 2003)
 - Business Advisory Committee Meeting (September 2003)
 - Meeting with Ratepayer’s Association Executive (September and October 2003)
 - Community Meeting with Ratepayer’s Association (November 2003);
11. Funding sources for services finalized (November 2003);
12. Finalization of NCP, servicing and funding (November 2003); and
13. Council approval of complete Neighbourhood Concept Plan (December 2003).

Part II: Planning Objectives for South Westminster

1. Purpose

The Neighbourhood Concept Plan for South Westminster will:

- Provide a framework for high quality development to promote and attract business development to the South Westminster area;
- Achieve an aesthetically pleasing environment and an ambience that will encourage investment in South Westminster;
- Capitalize on the City's waterfront assets for open space and recreation opportunities;
- Improve the entrance image and provide an attractive gateway into Surrey; and
- Guide short-term and long-term land use decisions that will meet the needs of the development industry, the Fraser River Port Authority and the Surrey community-at-large.

2. Planning Objectives

The objectives of the NCP process were to:

- Assess the suitability of current industrial uses in the South Westminster area in the context of the changing character created by new developments, new ideas and market trends;
- Investigate other potential land uses, to compliment industrial / business uses and their servicing requirements without compromising the viability of Surrey City Centre;
- Redefine the role of the South Westminster area given its unique position as a primary gateway into Surrey;

- Prepare a Land Use Plan for South Westminster which will incorporate a parks and recreation plan that maximizes the City's waterfront assets for open space and recreation;
- Develop a servicing plan and financial strategy to support the Land Use Plan;
- Develop Urban Design Guidelines for the area particularly for the entrance areas and along the South Fraser Perimeter Road, Scott Road and King George Highway and along the SkyTrain alignment; and
- Formulate strategies to create a positive image and investment climate for South Westminster and in turn increase employment opportunities including strategies for the phasing out of existing salvage uses and promoting and encouraging higher quality developments.

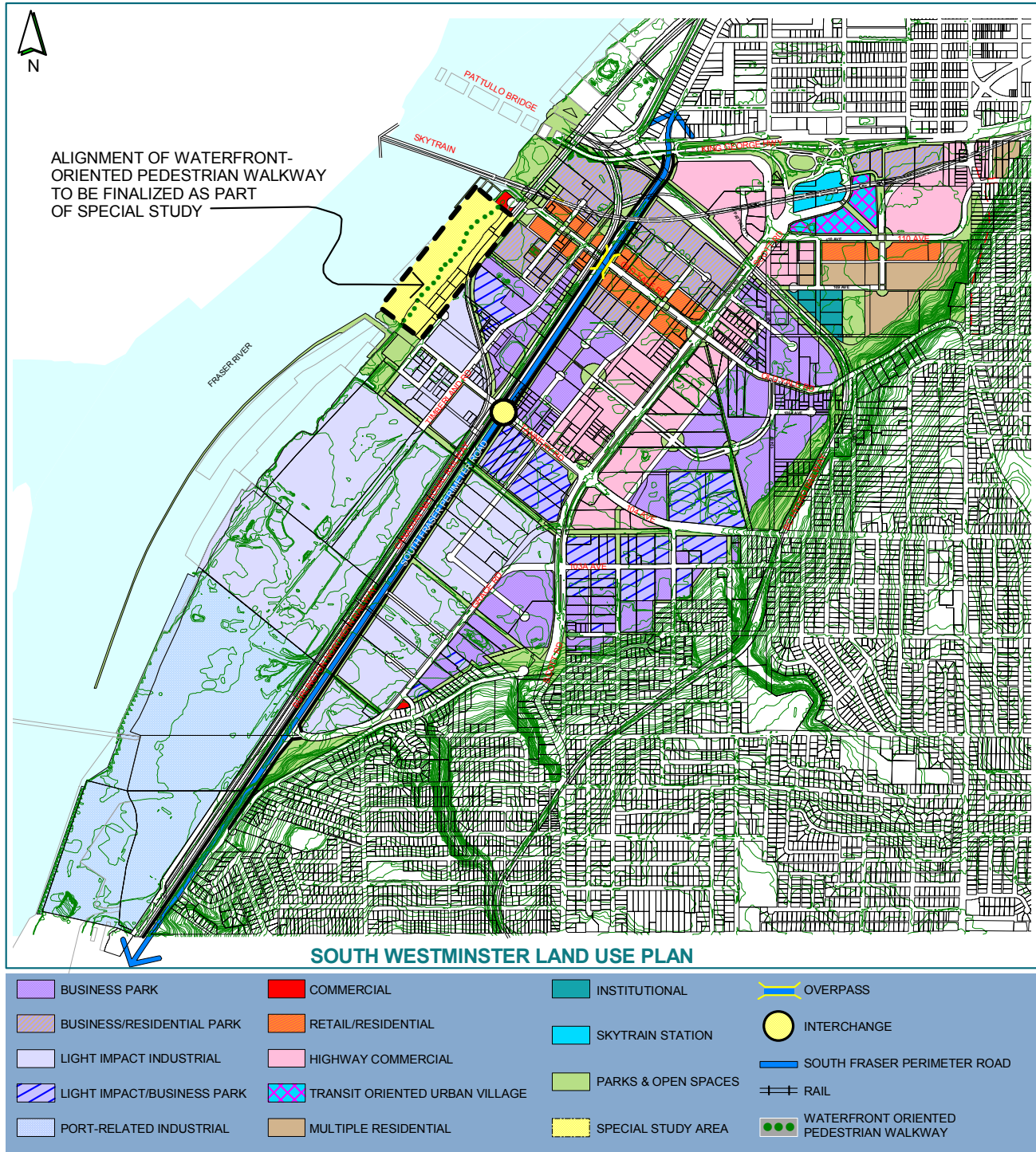


Figure 1

Part III: The Land Use Plan and Policies

1. Introduction

The Land Use Plan for the South Westminster area is intended to transform this largely under-utilized area into new industrial neighbourhoods, business districts and residential communities. It will also transform a portion of the Fraser River Waterfront into parks and public spaces, provide for an aesthetically pleasing environment and support the Fraser River Port activities.

South Westminster is expected to generate almost 20,000 jobs once all of the business development has been built out in accordance with the Land Use Plan. The residential component of the plan is expected to accommodate 3,000 - 4,000 dwelling units which will result in 5,000 – 6,000 new residents in the South Westminster area.

The Land Use Plan which has been formulated for the South Westminster area is provided in Figure 1.

2. The Land Use Plan: Five Distinct Districts

The Land Use Plan provides for five distinct districts that are defined by existing major roads and railways as shown in Figure 2. These five districts are characterized by the different types of land uses they will support. The districts are identified as follows and are described in the following pages:

- 1. Fraser River Waterfront
- 2. Yale Street Commercial
- 3. Transit-Oriented Urban Village
- 4. Scott Road Commercial
- 5. Light Industrial/Business Park Area

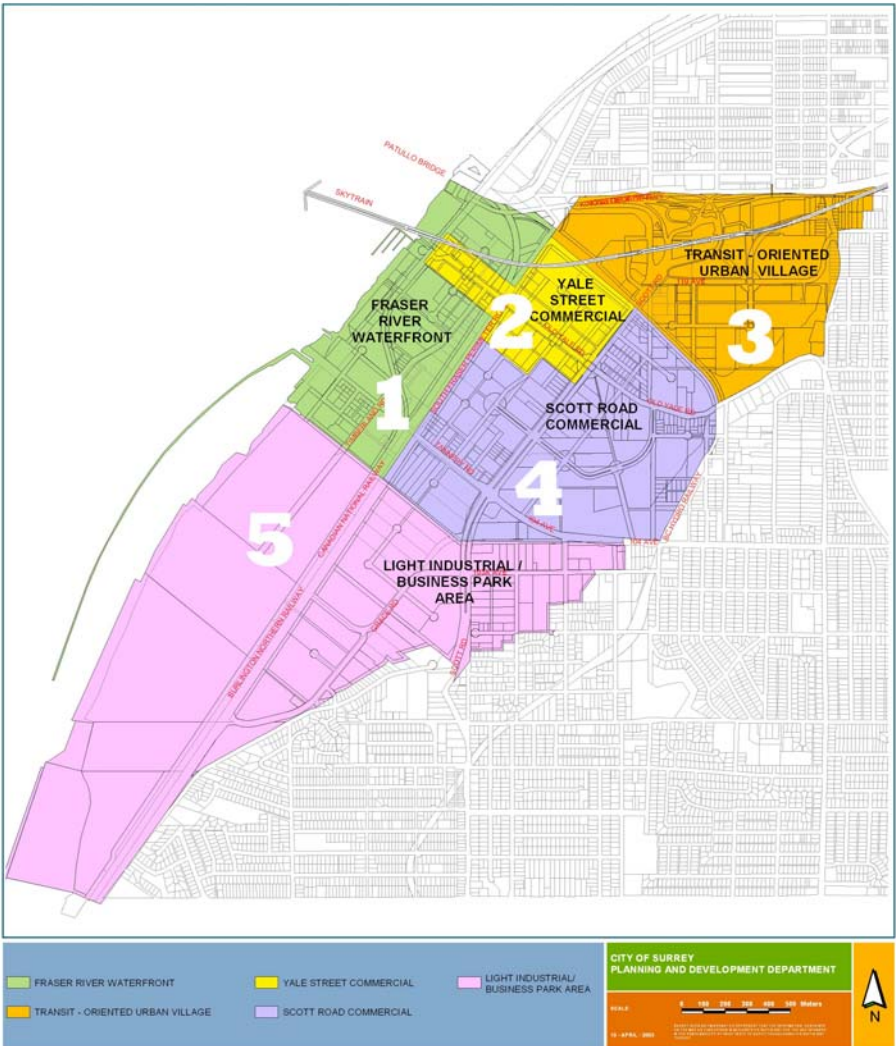


Figure 2

The proposed transformation of the waterfront area, to a place for recreation and leisure, will attract other compatible waterfront development and land uses, such as commercial, residential and/or marinas. The City's priority is to improve the waterfront image from that of an undeveloped or under-utilized industrial area to a more attractive waterfront containing amenities that can be enjoyed by the general public.

An important element of the waterfront is an active, uninterrupted pedestrian pathway along or near the River, including lookouts just above the water level and running the entire length of the River between the two City park sites. This pathway will continue at the north end from Brownsville Bar Park to link with the City's existing greenway system (Surrey Parkway) along Old Yale Road, up Peterson Hill and eventually arrive at the City Centre. On the south side, the pathway will be extended from Tannery Park southward along the Manson Canal and connect with the rest of the City along 104 Avenue. Figures 3 and 4 of this report show the local and major pedestrian and bicycle routes in and around South Westminster.

To improve the visual appearance of this gateway to Surrey, the South Westminster Plan also envisions the development of high quality business parks and/or multiple family residential uses around the Pattullo bridgehead area and along the King George Highway corridor. The existing trailer park site, located adjacent to the waterfront at Old Yale Road, could potentially be redeveloped to a higher density multiple residential use.

Special Study Area

The proposed land uses envisioned for the Fraser River waterfront area present potential conflicts with the current Port activities. Since the Fraser River Port Authority controls the majority of the waterfront area, the Port Authority's endorsement of the proposed Land Use Plan is important in the development of this area. The Port Authority has 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 has been designated a Special Study Area. This means that further review of this area is required to determine the ultimate land uses that would be acceptable to both the Port Authority and the City and to establish more accurately the alignment and design of the public walk connecting the two parks. The Special Study is intended to address Port-related concerns while achieving the objectives of this Plan, including waterfront access and pedestrian pathways.

Policy Highlights

- A. The Fraser River waterfront will be established as a prominent gateway to Surrey, as a place for recreation and leisure and as a vibrant commercial and residential area with waterfront amenities that can be enjoyed by the general public.
- B. Brownsville Bar Park and Tannery Park will be linked via an uninterrupted pedestrian pathway along the Fraser River shoreline.
- C. High quality business parks and multiple family residential uses will be developed around the Pattullo bridgehead area and along the King George Highway corridor. The existing trailer park site, located adjacent to the waterfront at Old Yale Road, will be redeveloped to higher density multiple residential uses.
- D. The waterfront area between the two City parks is recognized as being the only remaining “undeveloped” waterfront in Surrey. It is also recognized as being in transition from work-oriented to recreation-oriented and is designated as a “Special Study Area” to address Port-related concerns, while achieving waterfront access, pedestrian pathways and other public amenities for the enjoyment of all the citizens of Surrey. This Special Study will commence as City and Port resources permit.

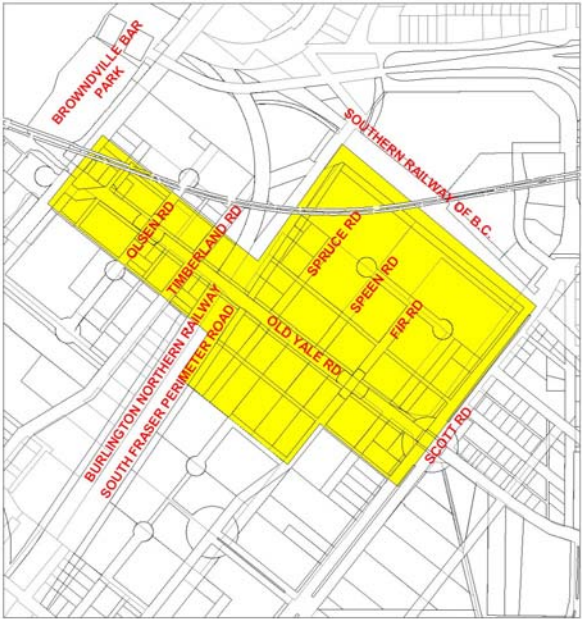
2.2 Yale Street Commercial: Historic Route and Key Link to the River

Land Use

The Yale Street Commercial district is the area along Old Yale Road from Scott Road to Brownsville Bar Park and the Fraser River waterfront.

Old Yale Road is a historic route dating back to the early 1900s when Surrey residents used it to access the banks of the Fraser River for recreation or to use the passenger ferry to New Westminister. The South Westminster Plan recognizes

The Yale Street Commercial District



the importance of Old Yale Road as an historic link to the River and reinforces this role of providing a key link to the Fraser River waterfront area.

Presently, public access to the Fraser River is constrained by the existing railways and streets traversing the area, and is physically unattractive. To achieve an aesthetically pleasing and a continuous active pedestrian-oriented link to the River, the South Westminster Plan envisions retail and office uses mixed with residential uses on the upper floors, on the properties fronting Old Yale Road. Lined with small-scale pedestrian-oriented commercial uses such as shops, sidewalk cafes and restaurants along the street level on both sides of the street, Old Yale Road is envisioned to be open, inviting and have a pedestrian-friendly environment. For the surrounding areas around Old Yale Road, the South Westminster Plan calls for high quality business parks which could include multiple residential uses.

Upon the completion of the South Fraser Perimeter Road, good pedestrian and vehicular access to the waterfront via Old Yale Road will be maintained through an underpass (under the South Fraser Perimeter Road). It is proposed that this underpass be designed as a “gateway” and be the primary access to the shops and amenities along Old Yale Road and the waterfront near Brownsville Bar Park.

Policy Highlights

- A. Old Yale Road will be reinforced as a key historic link to the Fraser River waterfront area by accommodating a continuous active pedestrian-oriented commercial/residential link from Scott Road to the River.
- B. The properties fronting Old Yale Road will provide for retail and office uses mixed with residential uses on the upper floors. It will be lined with small-scale pedestrian-oriented commercial uses such as shops, sidewalk cafes and restaurants along the street level on both sides of Old Yale Road.
- C. The surrounding areas around Old Yale Road will be developed for high quality business parks mixed with multiple residential uses.

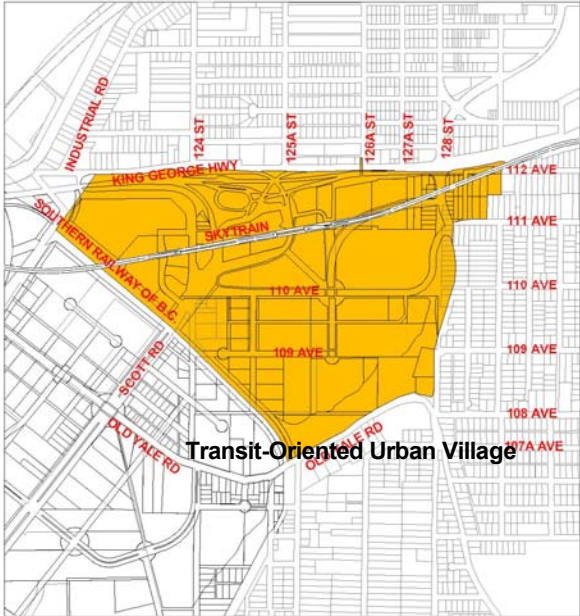
2.3. Transit-Oriented Urban Village: Public Transportation Focus

Land Use

The Transit-Oriented Urban Village district is defined as the area within a radius of approximately 500 metres of the Scott Road SkyTrain Station, bounded by the

King George Highway to the north, the B. C. Hydro Railway to the southwest and the toe of the slope to the southeast. The predominant current land use in this area is a park and ride facility associated with the Scott Road SkyTrain Station which opened in 1990. The station has 2,400 park and ride stalls and a bus exchange. Since the opening of the SkyTrain station, the surrounding lands have been developed for highway commercial type uses. These include a Home Depot store, fast food outlets, indoor recreational uses, industrial offices and some public-oriented institutional uses such as technical and trade schools. Other land uses include small auto-salvage operations, used-auto dealerships and a lumberyard. It is anticipated that the newer highway-oriented commercial uses will remain while the older, auto-related uses and industries will redevelop to higher density commercial and residential uses incorporating good quality public spaces and streetscapes.

Transit-Oriented Urban Village



Given the public-oriented and transportation focus associated with SkyTrain, the area is appropriate for a transit-oriented development that takes advantage of its regional accessibility and proximity to the riverfront and river views. The intent is to develop this area as an active residential community. The concept of Transit-Oriented Development ("TOD") is typically a compact mixed-use community centred at a transit station to encourage people to live near transit services and to decrease their dependence on cars. Key characteristics of a TOD are:

1. Mixed-use development;
2. Compactness;
3. Centred at a mass transit station well served by transit within a walking distance of 500 to 800 metres;
4. Developments and facilities that encourage the use of transit;

- 5. Pedestrian and cycle friendly environment; and
- 6. Mix of residential, commercial and employment opportunities designed primarily for pedestrians and the use of bicycles and public transportation, without entirely excluding the use of automobiles

The South Westminster Plan calls for commercial and residential development intensification at the Scott Road SkyTrain Station area. The area is to be a high-density urban neighbourhood with strong residential and entertainment components. The SkyTrain’s existing park and ride facility, owned by Translink, could be redeveloped as an intensive urban node that combines shops and services, entertainment and residential uses, and the surface parking area could be replaced by parking structures. An increase in the number of people living and working near the SkyTrain Village will ultimately be key to the success of this area as a TOD project. This development concept is generally consistent with policies in Surrey’s Official Community Plan and the GVRD’s Liveable Region Strategic Plan.

The City owns approximately 12 hectares (29 acres) of land located in the southeast part of this area at 110 Avenue and 128 Street (Trouton Pit). The City-owned land and the area south of 110 Avenue could be developed with a variety of multiple family housing types at a density between 15 and 45 units per acre. Due to the development of residential uses in the area, a school and park site, if required by the School District, has been designated in the south part of the area adjacent to the railway. For safety reasons, the new school and park should incorporate a high fence and buffer, and the school building and playfield should be oriented away from the railway.

Policy Highlights

- A. This area will be developed into a compact mixed-use community centred at the transit station (known as transit-oriented development ("TOD")). The station will be redeveloped as an intensive urban node that combines shops and services, entertainment and residential uses, and the surface parking area could eventually be replaced by parking structures.
- B. The existing auto-related uses and older industries will redevelop to higher density commercial and residential uses incorporating good quality public spaces and streetscapes.

- C. The City-owned land and the area south of 110 Avenue will be developed with a variety of multiple family housing types at a density between 15 and 45 units per acre.
- D. If required, a school and park site will be established in the south part of the area adjacent to the railway. For safety reasons, the new school and park should incorporate a high fence and buffer and the school building and playground should be oriented away from the railway.

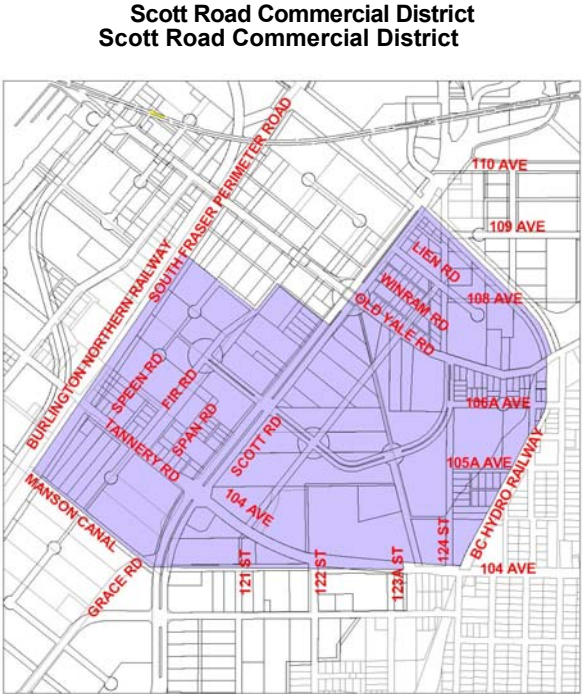
2.4 Scott Road Commercial: Major Transportation Corridor, Accessible and Highly Visible

Land Use

The Scott Road Commercial area is the area along Scott Road from 104 Avenue/Tannery Road to Old Yale Road and includes the surrounding lands to the northwest, up to the South Fraser Perimeter Road and lands to the southeast up to the toe of the residential hillside.

Since the opening of the Scott Road SkyTrain Station in 1990, Scott Road has become a major transportation corridor serving the commuter traffic of Surrey and North Delta residents. Consequently, the lands in the vicinity of Scott Road are attracting development interest due to their accessibility and relatively high visibility.

Being auto-oriented, the development of large format retail outlets and auto-accessible retail/services are appropriate along this stretch of Scott Road. The intention is to develop well-planned low density, but attractive and viable land uses, over the next 20 to 30 years, which could then be further re-developed and replaced by higher density uses over the longer term should market conditions change.



In addition to highway commercial uses along the Scott Road corridor, the Plan envisages business parks behind the commercial outlets along Scott Road adjacent to the South Fraser Perimeter Road to the northwest and toward the toe of the southeast slope of the residential hillside. The development of high quality business parks adjacent to the residential single-family homes on the hillside will provide a suitable transition to the residential areas on the hillside and respect the views while minimizing the impacts of noise and lighting.

Policy Highlights

- A. The Scott Road commercial area will be developed into a comprehensively planned low density commercial area in the medium term, shifting to higher densities over the long term.
- B. Highway commercial uses will be developed along the Scott Road corridor from 104 Avenue/Tannery Road to Old Yale Road.
- C. The highway commercial outlets will be complemented by the development of business parks along the rear of the commercial corridor toward the South Fraser Perimeter Road and toward the toe of the southeast slope of the residential hillside.
- D. High quality business parks will be developed near the south slopes adjacent to the residential areas on the hillside.

2.5 Light Industrial/Business Park Area: Light Impact, High Quality Industrial – Business Uses

Land Use

The Light Industrial/Business Park district is defined as the area generally south of Manson Canal/104 Avenue to the toe of slope of the residential hillside. This area includes the Fraser Port lands, Light Impact Industrial areas and Business Park areas.

Section 2.5.1 addresses land uses on the Fraser Port Lands. With the anticipated continued increase in commodity volumes and business activities, the Port Authority will require that additional lands be set aside for industrial uses to support its growing business activity.

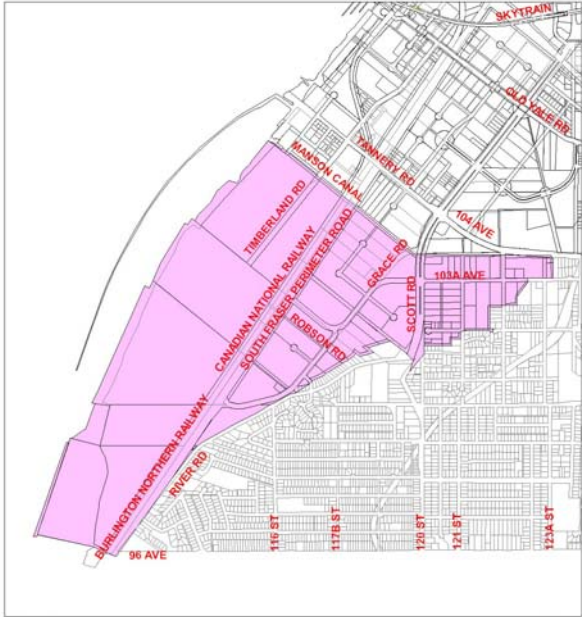
To ensure and protect the availability of land in support of the Port’s activities, the South Westminster Plan designates this district as a combination of Light Impact Industrial and Business Park areas. This will accommodate industrial services and offices that would benefit from proximity to the Port as well as other general Light Impact Industrial uses. As there are currently a number of existing light impact industrial uses in the area such as manufacturing and warehousing, the Plan allows for the continuation of these uses.

The Business Park designation along the base of the slope generally south of Grace Road and 103A Avenue, is intended to help clean up existing industrial areas adjacent to residential areas by encouraging these lands to be redeveloped to high quality comprehensively planned business park uses. This means that for new developments in this area, outdoor storage facilities will be significantly restricted because they are adjacent to residential areas on the hillside.

To ensure high quality development within the Light Impact Industrial designation (excluding the Port lands) generally to the northeast of Grace Road, outdoor storage will be strictly managed through the Zoning By-law and/or through restrictive covenants for large, comprehensively designed industrial projects. For outdoor storage to occur in this area, it should be associated with a large principle building and be adequately landscaped and screened. Buildings will be encouraged to cover a substantial portion of each site, and outdoor storage secondary to the building on the site will be limited.

Outdoor storage will be permitted in the Light Impact Industrial designation near the Fraser Port up to a maximum of 40% site coverage provided that a building on the site covers at least 25% of the site and that there is extensive screening and landscaping. On any site where the building coverage is less than 25%, the amount of outside storage should not exceed one and one-half (1.5) times that of the area of the building’s site coverage. Provisions can be made to achieve

Light Industrial/Business Park District



these ratios over the medium or long term for large master planned projects as long as a phasing and implementation strategy is approved by the City.

Any storage of cargo containers will not exceed a height of two (2) containers and will not cover more than 10% of a site. All container storage shall be screened and set back from the property lines by a minimum of 7.5 metres (25 feet).

Outdoor storage as an interim or a sole use only would be subject to a Temporary Use Permit under the provisions of Surrey's Official Community Plan. The conditions of any Temporary Use Permit in the Light Industrial area shall address location, landscaping, screening, setbacks and site access. The landscaping and major land improvements installed under a Temporary Use Permit will be designed to remain and mature with the site through to its permanent development.

Policy Highlights

- A. All Light Impact Industrial and Business Park development will be of a high quality.
- B. Light industrial land in the vicinity of the Fraser Port will be protected for industrial uses in support of the Port's activities.
- C. Within the Light Impact Industrial designation, outdoor storage will be managed through the Zoning By-law and may cover up to 40% of a site provided a building occupies at least 25% of the site and provided that landscaped areas (including parking) cover at least 35% of the site. Where the building covers less than 25% of the site, the amount of outdoor storage cannot exceed 1.5 times the building coverage.
- D. The redevelopment of the existing industrial uses near the base of the hillside should be developed for Business Park land uses.
- E. Interim temporary uses such as outdoor storage facilities as a sole use on a site will only be permitted in the Light Impact Industrial designation subject to a Temporary Use Permit being issued along with complete impact mitigation such as buffering, landscaping, etc. and long term integration plans.

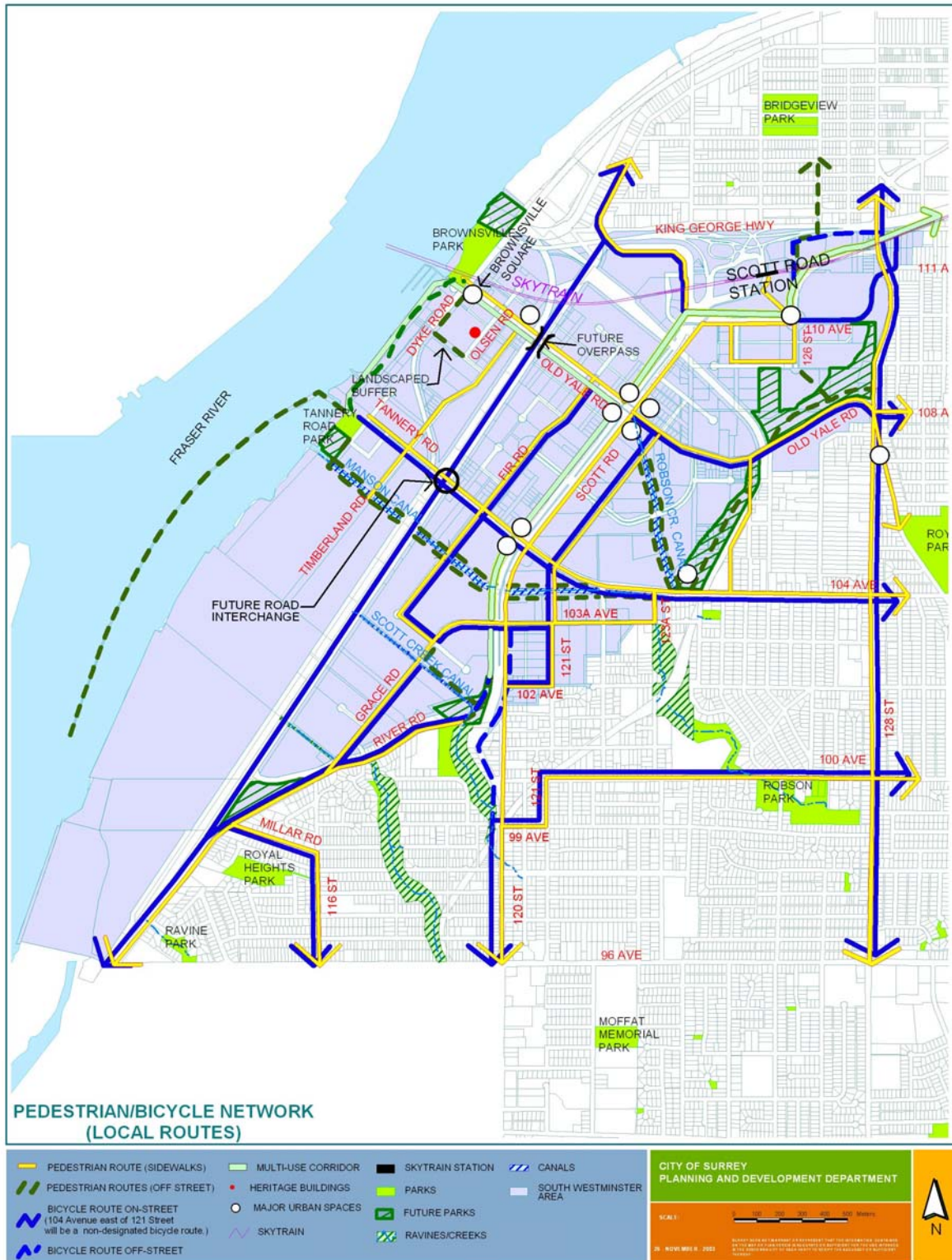


Figure 3

2.5.1. Port-Related Industrial: The Fraser Port Authority Lands

A major land use component of South Westminster is the existing Fraser Port, which is a 54-hectare (133-acre) multi-berth facility located on the southern tip of the South Westminster industrial area. The Fraser Port, which is shown as Port-Related Industrial in the Land Use Plan, is regarded as a general-purpose marine terminal. It is equipped with six deep-sea berths to handle ships carrying containers, bulk and general roll-on/roll-off cargo.

Although the loading facilities are at the southwest end of the site, Fraser Port has assembled much of the adjacent land to the northeast and is currently leasing this land to a number of tenants involved in port-related industries and businesses. These uses include distribution centres, trucking operations, manufacturing and marine services. Over the years the Port's three main areas of business: forest products, steel and containers, have steadily increased in volume.

As the Fraser Port is a federal facility, it is not subject to municipal regulations, is managed by the Fraser River Port Authority and operates under the requirements of the *Canada Marine Act*.

3. Pedestrian and Bicycle Circulation

3.1 Pedestrian/Bicycle Network

The pedestrian and bicycle network component of the Land Use Plan identifies the primary routes to and within the South Westminster area. The objective is to link the uphill residential community with the Fraser Riverfront and to connect major destination points and areas within South Westminster via multi-use corridors, off-street or next-to-street pedestrian routes and on-street bicycle routes. The plan in *Figure 3* shows the local routes for pedestrian and bicycle circulation within the South Westminster area. The plan in *Figure 4* shows the major pedestrian and bicycle routes connecting South Westminster with the areas of Surrey to the east and south. These Plans should be read in conjunction with the proposed Bicycle Network Plan shown in the Servicing Study prepared by Urban Systems for Surrey's Engineering Department.

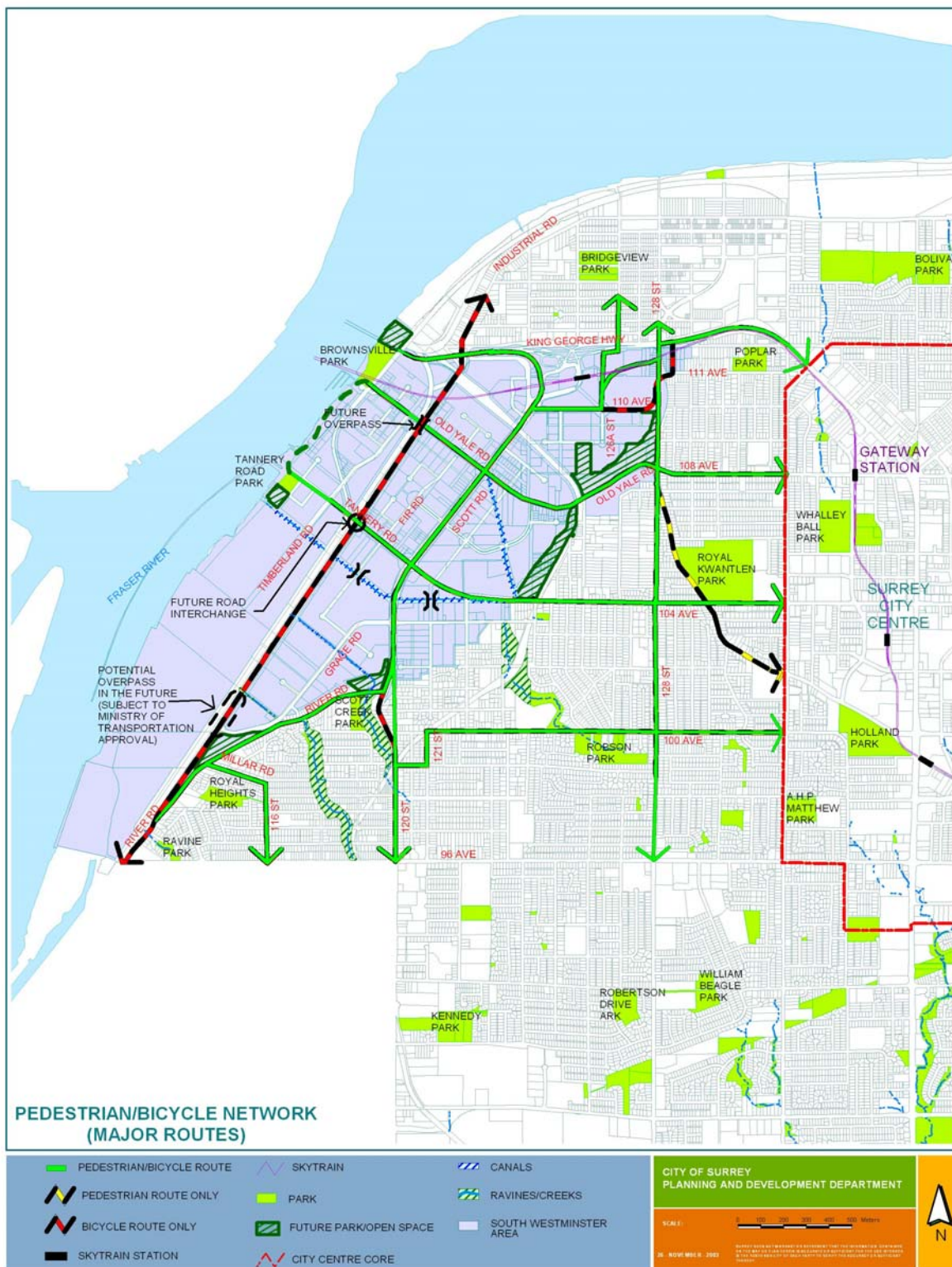
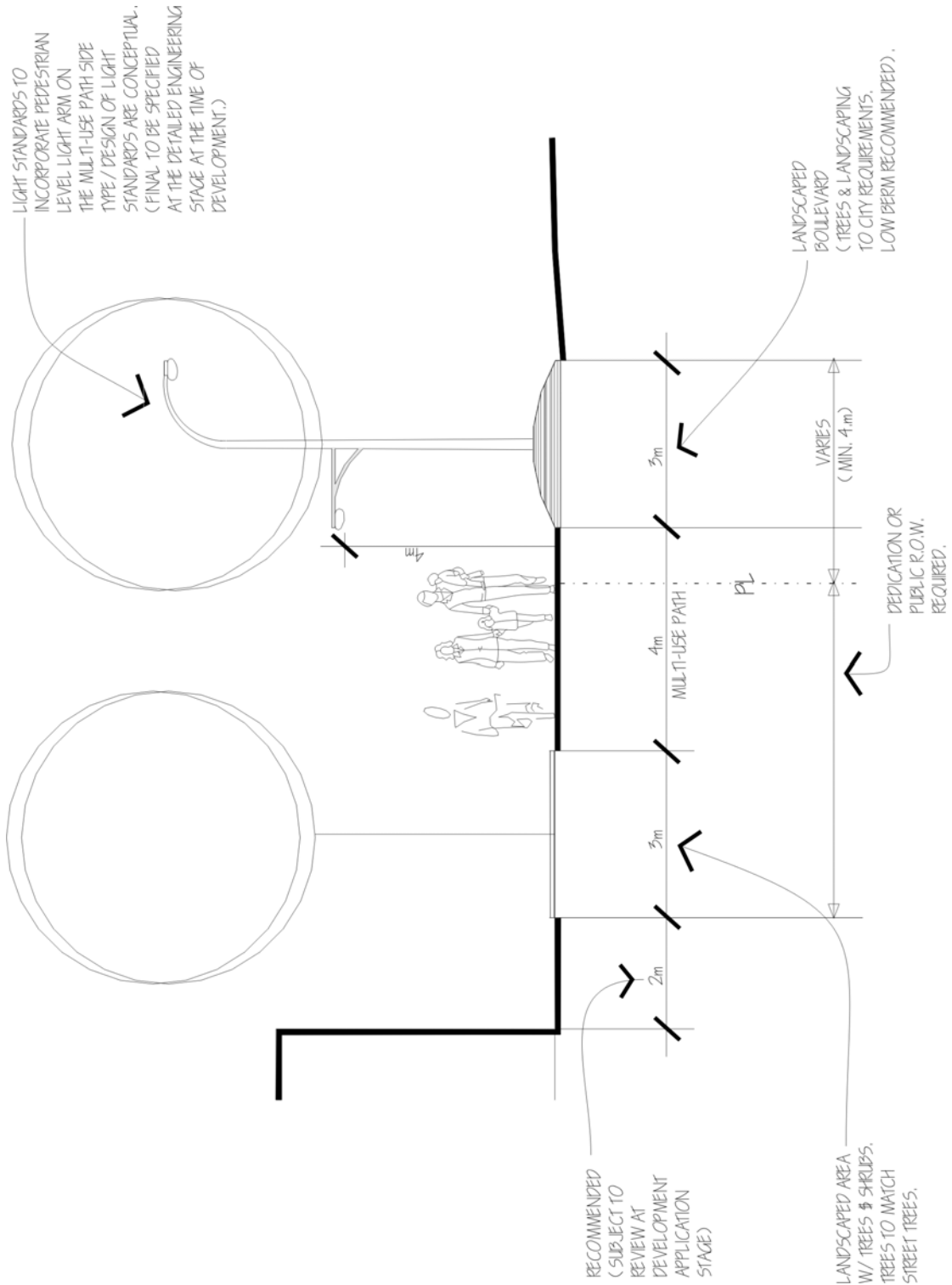


Figure 4



MULTI-USE CORRIDOR - SCOTT ROAD
(WEST SIDE FROM 102 AVE TO OLD YALE ROAD)

Figure 5

3.2 Multi-Use Corridors

A “multi-use corridor” refers to travel corridors for multiple users such as pedestrians, cyclists, wheelchair users, joggers and roller-bladers. Three multi-use corridors are proposed:

- (1) **The west side of Scott Road from 102 Avenue to 110 Avenue, continuing along the north side of 110 Avenue to 126A Street and along the SkyTrain guideway to 128 Street.**¹

As schematically presented in *Figure 5*, it is proposed that there will be a paved path, treed boulevard and landscaped strip along Scott Road from 102 Avenue to Old Yale Road. The landscaped strip may be achieved on private property with a right-of-way or it may be dedicated to the City.

Surrey Parkway is a partially constructed multi-use corridor connecting City Centre to Brownsville Bar Park. The currently unconstructed portion of the corridor along the north side of 110 Avenue will consist of a paved path and landscaped boulevard as conceptually shown in *Figure 6*.

Along the west side of 126A Street, the bicycle and pedestrian paths will be separated because of the existence of a Red-coded creek which requires a setback. As schematically shown in *Figure 7*, the bicycle path will be constructed on the east side of the creek and should include a landscaped buffer between the bicycle path and the road. A sidewalk along the west side of the creek currently exists at the edge of the SkyTrain station parking lot. This sidewalk will be the pedestrian pathway in the multi-use corridor.

As schematically shown in *Figure 8*, a pathway will be constructed along the north side of the Skytrain guideway. In the future, a road will be constructed along the south side of the guideway.

The multi-use corridors along 126A Street and the SkyTrain guideway will be part of the Surrey Greenway system. Depending on the width of the boulevard available within the existing and future road right-of-ways, part of the multi-use pathway may have to be located on private properties. This would be achieved via a dedication or public right-of-way.

¹ All corridor details are subject to the requirements of and approval by the Engineering and Parks, Recreation & Culture Departments.

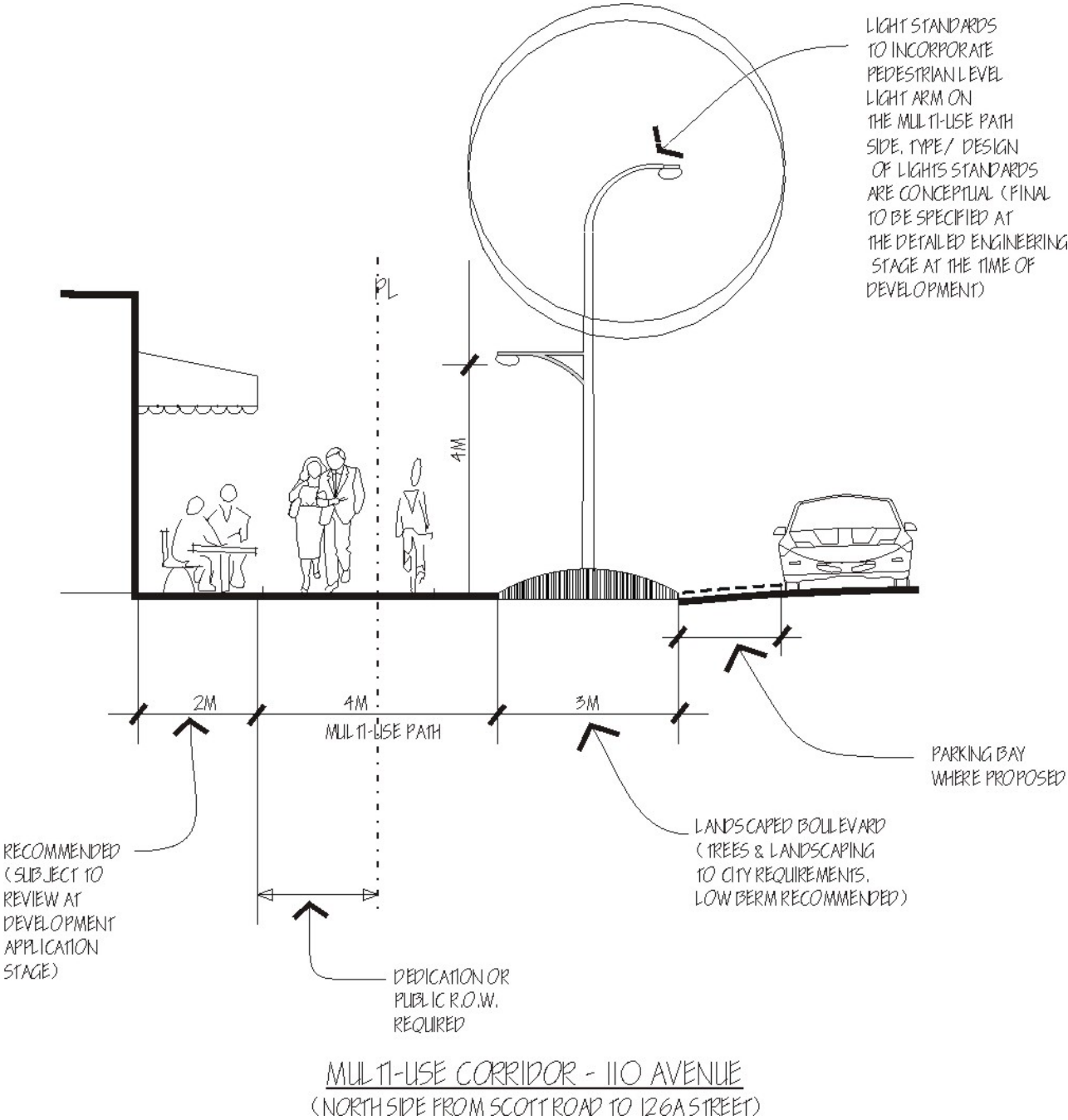


Figure 6

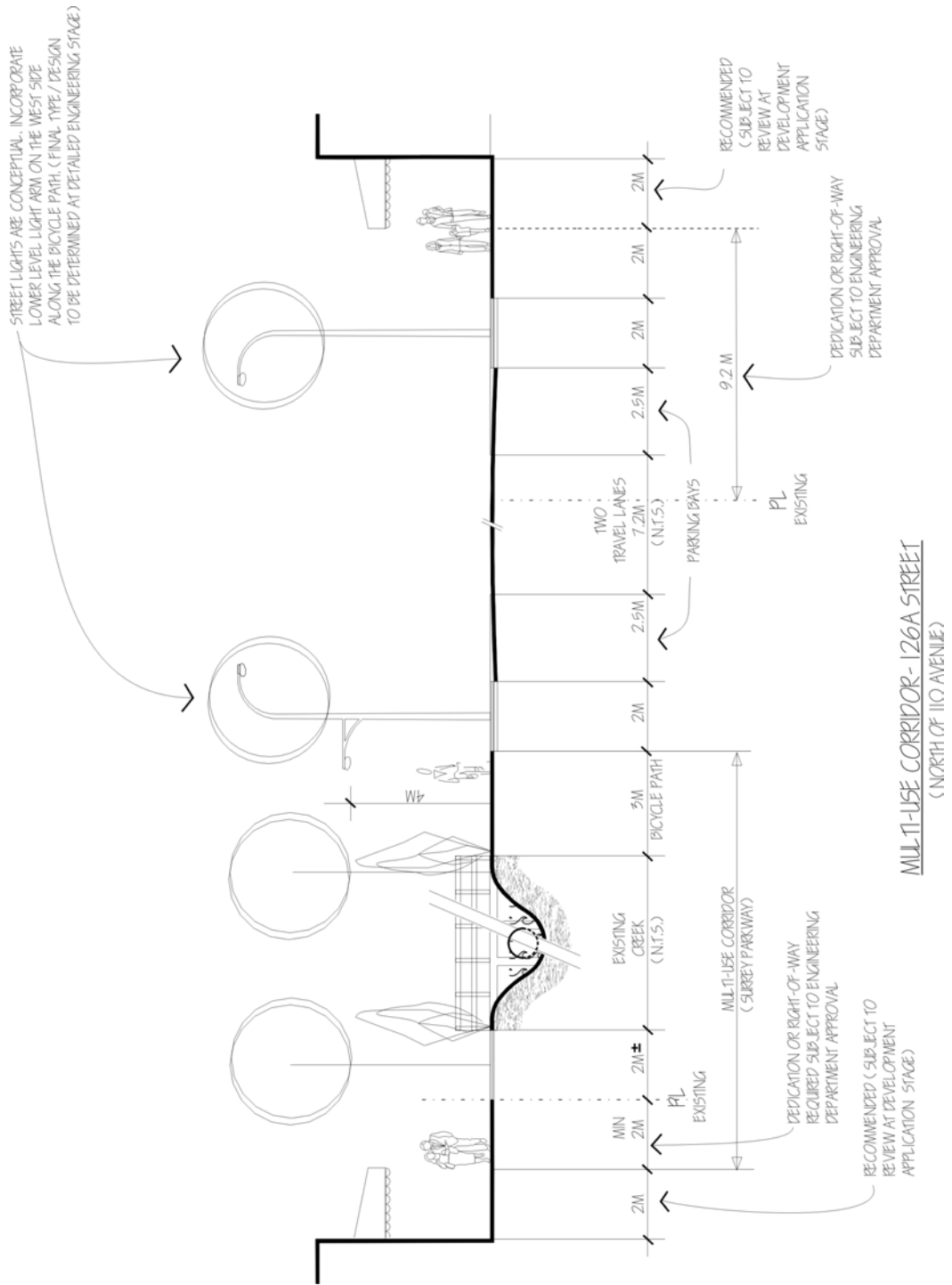


Figure 7

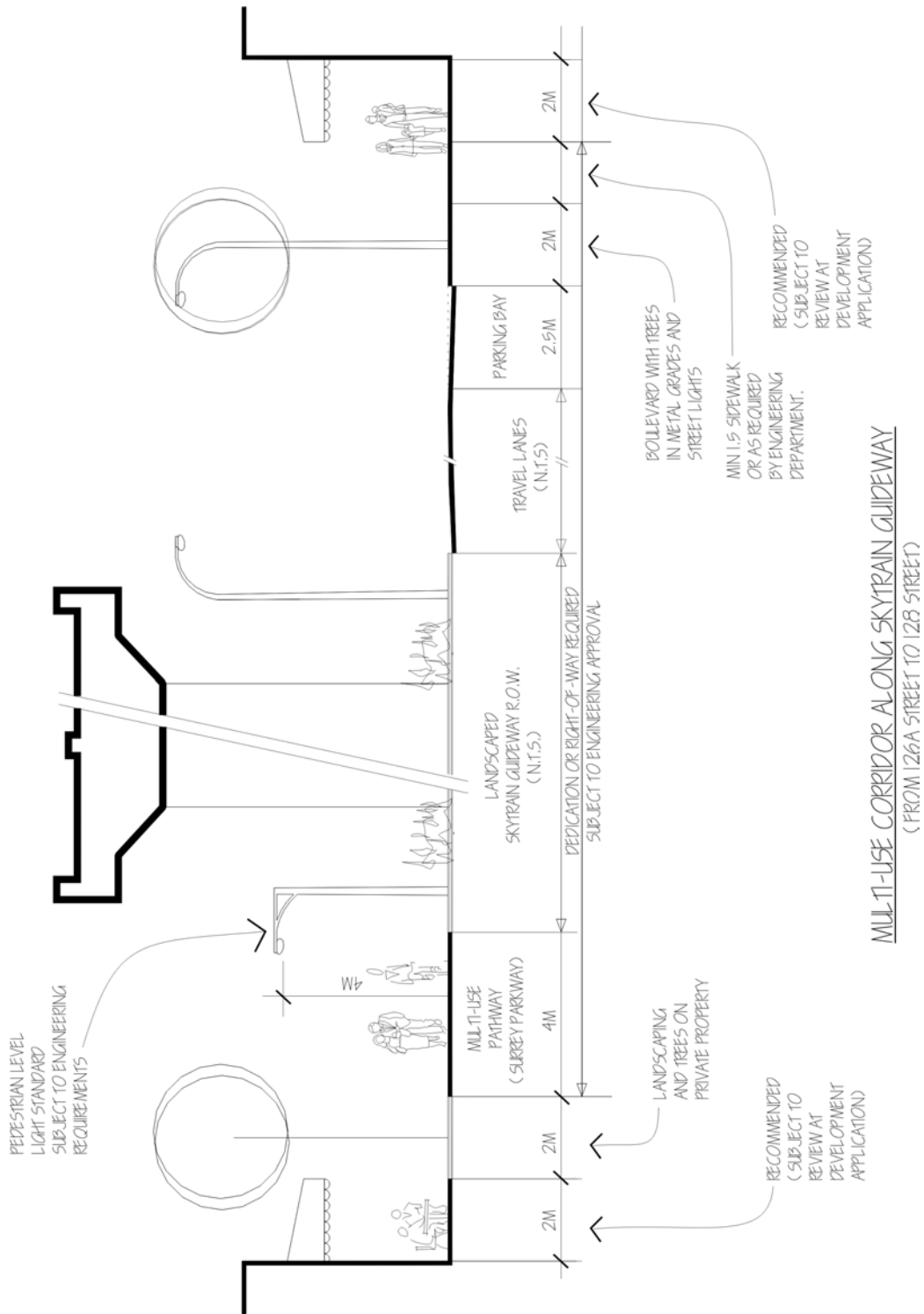


Figure 8

(2) The south side of Old Yale Road between Scott Road and the CN Railway corridor at the foot of Old Yale Road.

At present, Surrey Parkway is constructed along this portion of the Old Yale Road. The Parkway follows the existing road boulevard area, which coincides with the location of the sanitary sewer right-of-way. It consists of two pathways separated by landscaping and varies in width from 10 to 14 metres because of the location of existing property lines. Where the boulevard width is less than the required width, the additional boulevard area will need to be obtained at the time of the redevelopment of the adjacent properties to ensure that the parkway width will be consistent. Where the width available for the parkway is sufficient, the bicycle path is set back from the curb and the area from the path to the curb will be landscaped.

Pedestrian-oriented mixed-use retail commercial/residential developments and on-street parking bays are envisioned to be located along Old Yale Road as it approaches the waterfront. Portions of the existing Surrey Parkway will need to be retrofitted to function effectively with the on-street parking bays and pedestrian activity on this part of Old Yale Road. For example, as illustrated in *Figure 9*, some of the landscaping may have to be removed to extend the paved area up to the curb and to the retail storefronts to allow for pedestrian activity and access to and from the retail stores. This will be done in conjunction with the construction of the on-street parking bays and redevelopment of the existing properties in keeping with the Land Use Plan.

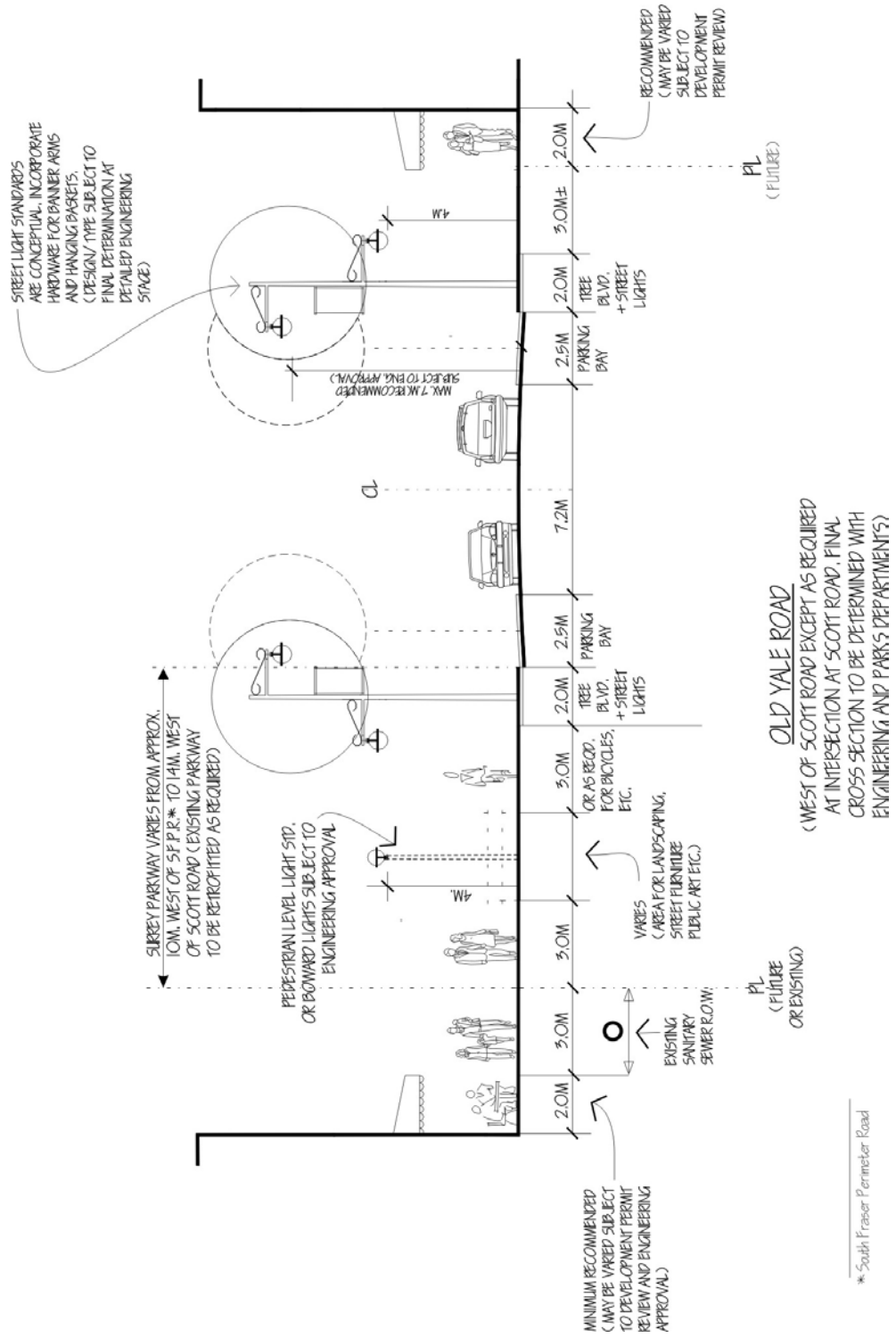


Figure 9

(3) Along the Riverfront between the Brownsville Bar Park and Tannery Road Park.

The design, alignment and location of a corridor or walkway along or near the waterfront will be explored in consultation with the Fraser River Port Authority, through the process established for the Special Study in this area.

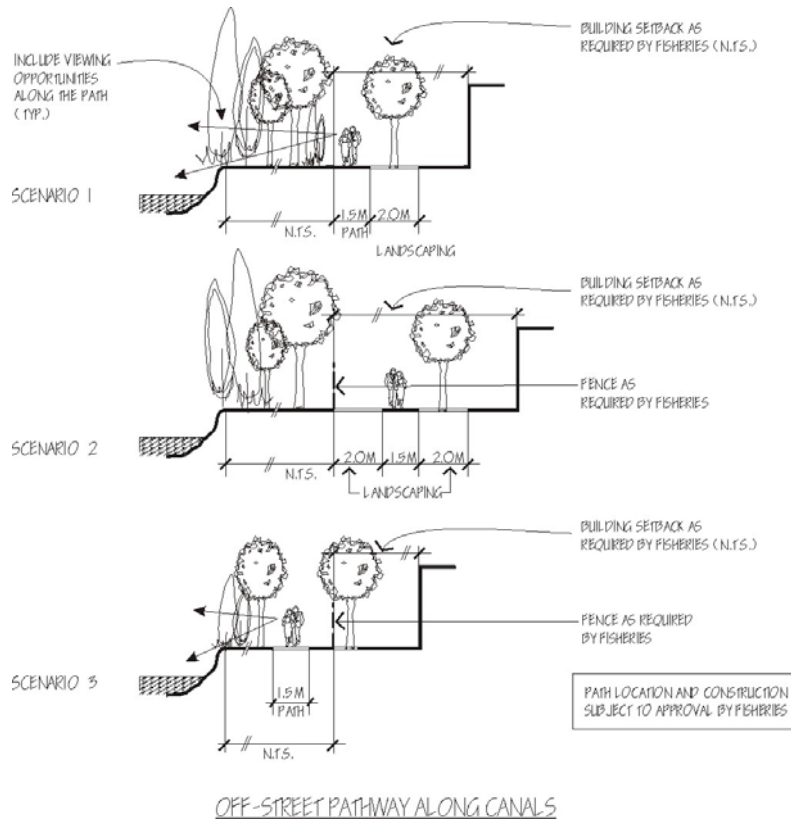


Figure 10

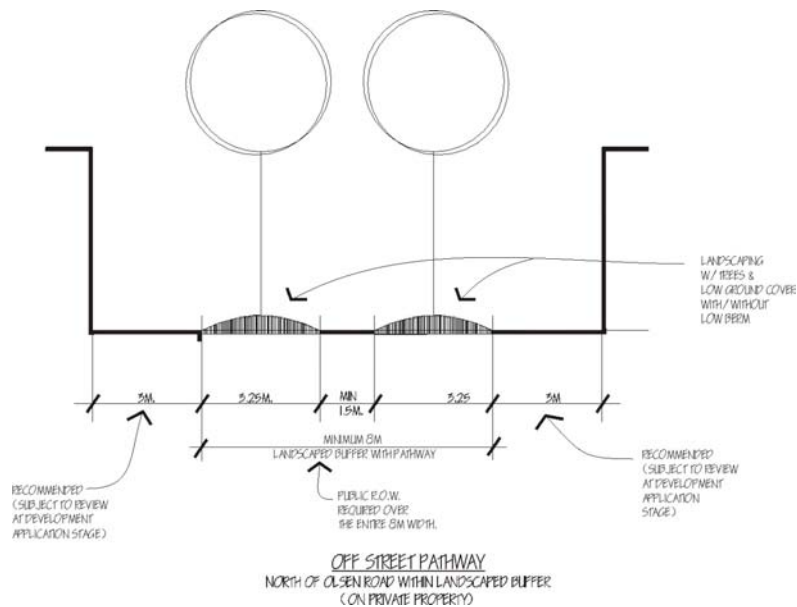


Figure 11

3.3 Off-Street and Next-to-Street Pedestrian Routes

Off-street pedestrian pathways are proposed along each side of the Manson Canal, the Robson Creek drainage Canal southeast of Scott Road and Old Yale Road, and the Scott Creek drainage Canal between River Road and Grace Road. Due to property constraints, the provision of pathways on both sides of the Canals may not be considered appropriate. In these cases, with advice from the Engineering and Parks, Recreation and Culture Departments, the pathway could be located on one side of the canal.

The Manson Canal and Scott Creek Canal are both Red-coded watercourses and the Robson Creek Canal is a Yellow-coded watercourse. Consequently, Fisheries and Oceans Canada will require riparian leave areas and any removal of vegetation or revegetation will require approval. The pathways should be located outside and along the edge of the riparian setback. They should have a 1.5-metre paved path with at least a 2-metre wide landscaped strip on each side if a fence is required along the edge of the setback. If a fence is not required, the 2-metre landscaping strip will be only on the development side. If the pathway is permitted within the riparian setback, it should be constructed with low-impact material such as natural substrate or crushed gravel, or constructed as an elevated boardwalk, subject to Fisheries approval. *Figure 10* illustrates three options for how the pathways could be designed.

It is recommended that the Engineering and Parks, Recreation and Culture Departments explore the feasibility of acquiring the drainage canals with sufficient area for pathways. Should acquisition not be considered, public right-of-ways should be registered over the entire pathway.

An off-street pathway is also proposed north of Olsen Road to connect with Brownsville Square via Dyke Road. The recommended design of this pathway is shown in *Figure 11*. In addition to the off-street pathways described above, the feasibility of a pathway on top of the existing breakwater structure owned by the Fraser Port Authority should be explored as part of the Special Study to be undertaken for the waterfront.

Standard sidewalks along major roads will constitute the next-to-street pedestrian routes. The multi-use corridors and off-street pathways will function in conjunction with these standard sidewalks to provide pedestrian circulation throughout the entire South Westminster area. The plan in *Figure 12* shows the proposed locations for sidewalks and on-street parking.

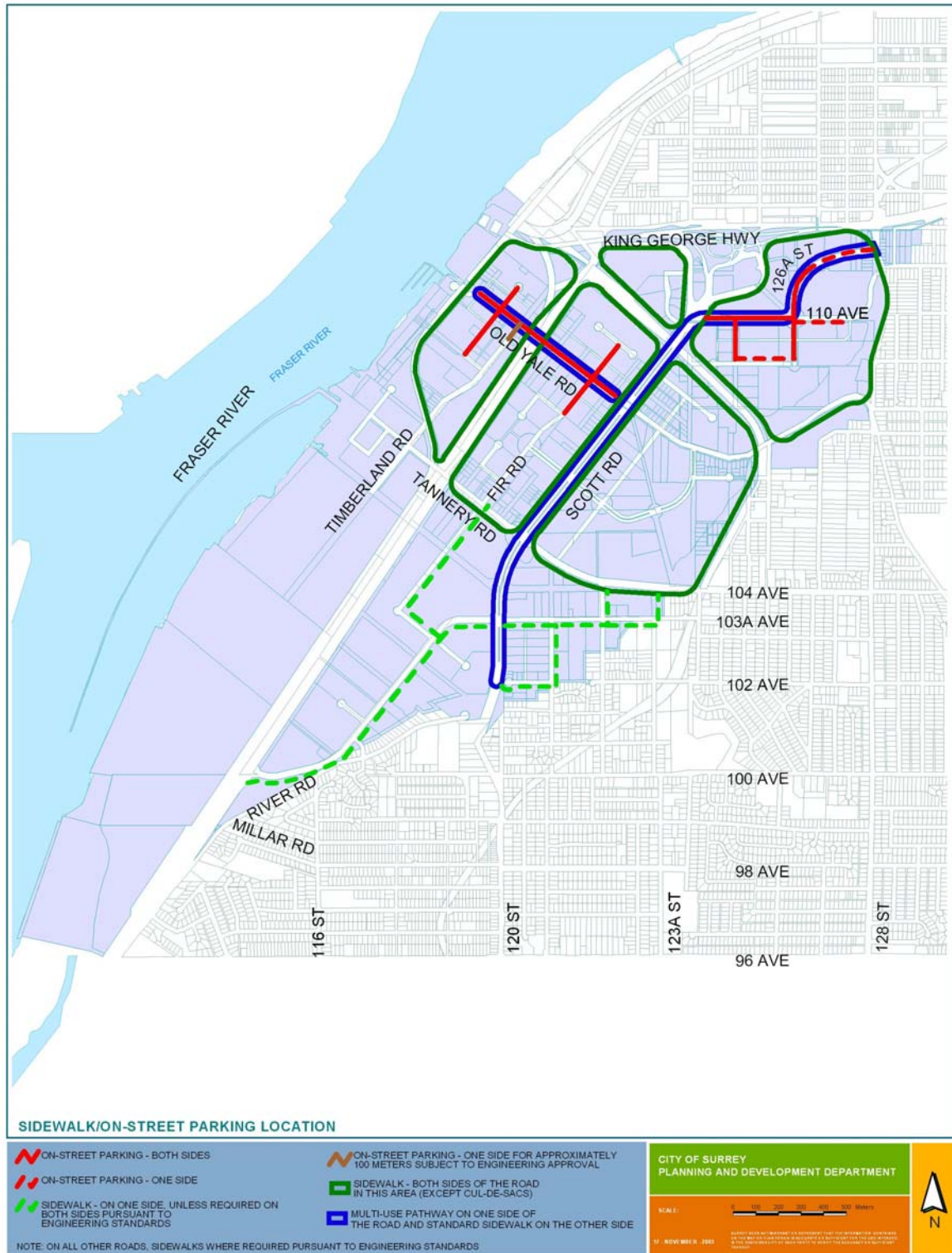


Figure 12

3.4 On-Street Bicycle Routes

In addition to the multi-use corridors, which would accommodate off-street pedestrian and bicycle pathways, other bicycle connections will be provided through dedicated bicycle lanes within the roadways. 104 Avenue east of 121 Street will not be a designated bicycle route due to the steep hill between 121 Street and the rail tracks. However, a wider curb lane will permit bicycle use.

4. Environmental Protection

Overview

There are a number of geographical features within or abutting the South Westminster area that are important to consider in the design and implementation of the Plan. The Fraser River defines the northwest boundary of the Plan area. The southwest boundary of the plan includes the bottom of the escarpment leading up to the communities of Royal Heights and Cedar Hills. There are also a number of watercourses traversing South Westminster.

The Plan envisions increased public access to the waterfront, particularly between Brownsville Bar Park and Tannery Park. The Land Use Plan identifies the area between these two parks as a Special Study Area. The Study will address how public access to the waterfront can be achieved in an environmentally sensitive manner while respecting the future business and industrial activities in the area.

There are a number of watercourses in the South Westminster area. The watercourses in South Westminster include: Manson Canal, Scott Creek, Robson Creek and Collieres Creek. The Master Drainage Plan makes recommendations for reopening one of the creeks and improving the riparian habitat along others.

Much of the eastern plan boundary borders the escarpment separating the lowlands of northern Surrey from the communities above. While the escarpment itself is outside the Plan area, the escarpment and residential neighbourhoods above are impacted by development in South Westminster. Portions of the escarpment may provide wildlife habitat and serve as corridors for local wildlife or migrating birds. The Plan identifies pockets of open space and linear greenway connections along much of the bottom portion of the escarpment. This will provide pedestrian and wildlife connections along this corridor, as well as provide a buffer between the land uses below and the neighbourhoods above.

Another important consideration is the potential environmental issues associated with the historical use of the lands in the area. Lands currently occupied by auto salvage industries and other heavy industries may be contaminated and therefore may require some level of remediation. The development review process will include a comprehensive assessment of the environmental conditions on each lot.

Policy Highlights

- A. Watercourses should be protected and enhanced in accordance with the recommendations outlined in the Master Drainage Plan in consultation with Fisheries and Oceans Canada.
- B. Wildlife habitat and green corridors along the escarpment should be protected.
- C. The impact of development on the escarpment and the residential neighbourhoods above should be minimized.
- D. Any contaminated lands should be remediated in an appropriate manner.

5. Economic Development and Employment

Overview

The lands in South Westminster are currently designated Industrial but are generally under-utilized. This, coupled with the fact that it has been difficult to attract new business development into the area, has resulted in limited employment opportunities.

The Fraser Port is the major employer in the area and occupies approximately 51 hectares or approximately 50% of the waterfront in the Plan area. It operates as a bulk and container storage/terminal processing facility involving significant volumes of international and domestic goods such as forest products, steel and general cargoes. The Fraser Port, the intermodal yards and the completion of the South Fraser Perimeter Road in conjunction with the Provincial initiated Gateway Project, make industrial uses an inherent land use in the plan, at least in the foreseeable future. In recognition of this and in an attempt to upgrade the use and quality of industrial areas in South Westminster, the Plan is proposing some changes to the industrial uses as discussed earlier in this document.

The other predominant industrial activity in the plan area is auto-wrecking and salvage yard operations. The existing salvage industry uses have occupied approximately 50% of the prime industrial lands along Scott Road in South Westminster, although they are being phased-out over time.

To further diversify the types of land uses in South Westminster and to increase employment opportunities, portions of the Plan area are designated for business

parks. The business parks provide a transition between industrial, commercial and residential land uses proposed in the Plan.

The Plan also introduces more commercial uses into the area, to create a community where people can work, socialize and live. There are four distinct commercial nodes identified within the Plan area serving distinct roles within the community:

- The mixed commercial and residential area along Old Yale Road and the south side of 110 Avenue will serve both local residents and be a special destination for those who live outside the community;
- The highway commercial area along Scott Road and the north side 110 Avenue will accommodate vehicle-oriented large format commercial stores;
- The commercial node by Brownsville Bar Park is intended to complement the proposed waterfront plaza and public waterfront walkway; and
- The Transit Oriented Urban Village will have services and retail shops designed to serve local pedestrian traffic and public transit users.

Redevelopment of the South Westminster area is consistent with Council’s objective of attracting additional industrial and commercial development to the City and supports the City’s Economic Development Strategy. The Neighbourhood Concept Plan for South Westminster incorporates the following directives of the Official Community Plan and the Economic Action Plan of the City:

- Balance residential and economic development;
- Ensure an adequate land supply to facilitate economic growth;
- Balance the distribution of economic development among Surrey’s towns and neighbourhoods; and
- Enhance Surrey’s character and image as a business city.

Policy Highlights

- A. Industrial zones should be developed that reflect the goals and objectives of the Plan for South Westminster while recognizing the transportation network, which attracts industrial uses to the area.
- B. A greater mix of land uses in the area is encouraged.
- C. Development conditions should be created that attract higher quality desirable industries to the Plan area.

- D. Distinct commercial nodes should be created, each serving a unique purpose.

6. Crime Prevention and Safety

Overview

As part of the City of Surrey’s commitment to create a high-quality urban environment, the City reviews projects based on the principles of “Crime Prevention Through Environmental Design” or CPTED principles during the planning and design stages of projects. The intent of CPTED is to minimize opportunities for criminal activity in an area.

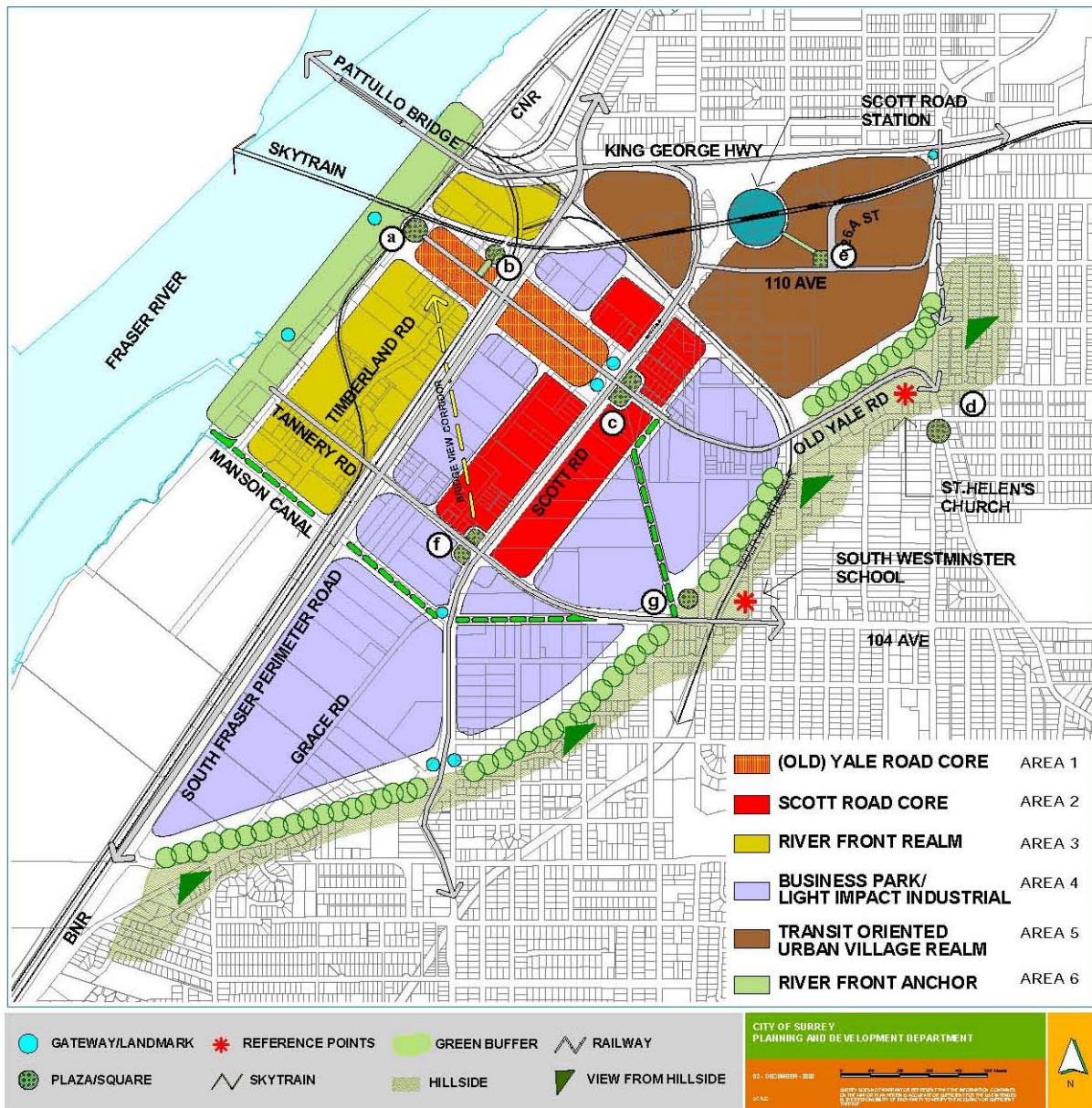
The City has identified three crime prevention goals in the Official Community Plan, which are:

- To enhance citizen’s safety and well-being through crime prevention;
- To reduce crime and nuisance behavior; and
- To expand crime prevention measures throughout the City.

Policy Highlights

- A. The provisions of the Official Community Plan and CPTED principles will be applied to each commercial, industrial and residential proposal in South Westminster.

URBAN DESIGN CONCEPT



PROPOSED PLAZA/SQUARES

- | | | |
|------------------------------|-----------------------|------------------------|
| a. Brownsville Square | c. Yale Gateway Plaza | e. Scott Station Plaza |
| b. Brownsville Station Plaza | d. Yale Marker Plaza | f. Bridge View Plaza |
| | | g. Riverview Plaza |

Figure 13

Part IV: Urban Design Concept and Guidelines

1. Urban Design Concept

The Urban Design Concept, with the Land Use Plan as the basis, is intended to re-capture the “sense of place” for the community of South Westminster. It reinforces the historic connection to the Fraser River by integrating the history and heritage of the area through the creation of urban spaces as references and visual clues. This Urban Design Concept Plan is structured on two primary core areas each focussing on a land use realm of a specific character, various urban spaces and a number of gateway/landmark points. Figure 13 shows the Urban Design Concept Plan.

This Part is divided into two components:

1. A description of the two core areas of South Westminster, which are the Old Yale Road core and Scott Road core. Each of these areas has a specific character, various urban spaces and a number of gateway/landmark points.

2. A compilation of character guidelines that will provide guidance for the development of the public realm and private properties to achieve the urban design objectives for the character of the various areas envisaged for South Westminster. The guidelines will guide the design of the public streets in South Westminster as well as the design of development in six specific character areas (detailed and illustrated in Appendix II):
 - Guidelines for the Yale Road Core;
 - Guidelines for the Scott Road Core;
 - Guidelines for the Riverfront Realm;
 - Guidelines for the Business Park/Light Impact Industrial Area;
 - Guidelines for the Transit-Oriented Urban Village Realm; and
 - Guidelines for the Riverfront Anchor Area.

The guidelines also recommend how developments in South Westminster may incorporate sustainable features in their design.

2. Elements of the Urban Design Concept

A. Yale Road Core Area

This east-west core area is located along the portion of the historic Old Yale Road between Scott Road and the CN Railway corridor and focuses on the Riverfront Realm. The Land Use Plan proposes a mix of retail commercial and residential land uses along this portion of Old Yale Road. Pedestrian-oriented, street-fronting buildings with continuous frontage to encourage pedestrian activity and reinforce the connection to the River will characterize development within this core area. Design references to the historic/heritage significance of the Old Yale Road will be encouraged in the landscaping, street furniture, tree grates and lamp standards. Due to its role as an entranceway to the riverfront, design themes based on references to the river or water will also be encouraged. To provide visual reference to its historic role as a wagon road route to the Fraser River, the possibility of using a special pavement pattern for portions of the road will be explored as the Land Use Plan is being implemented. Detailed guidelines for this area are provided in Appendix II.

B. Scott Road Core Area

This is a north-south core area located along Scott Road generally between Tannery Road/104 Avenue and Old Yale Road. The focus at its north end is on the Transit-Oriented Urban Village Realm centred at the Scott Road SkyTrain Station. The Land Use Plan proposes primarily highway commercial land uses along Scott Road surrounded by business parks. Development within this core area will be characterized by a series of small-scale, street-fronting buildings along Scott Road to complement and support the pedestrian-oriented character of the Yale Road Core area. Larger buildings will be located behind the small buildings. Double rows of trees, landscaped boulevards and landscaped centre medians are proposed to reflect the role of Scott Road as the primary transportation corridor and entranceway into the area. Detailed guidelines for this area are provided in Appendix II.

C. Major Urban Spaces and Gateways/Landmarks

Located at strategic points within South Westminster, there are a series of seven urban spaces that will provide visual reference points and act as

anchors or destinations. There are also a number of landmarks that identify important gateways and strategic locations. The Urban Design Concept Plan (Figure 13) identifies the location of these urban spaces and landmarks. A detailed description and associated sketches and layouts of some of the urban spaces are contained in Appendix I. In summary, the major urban spaces envisioned for South Westminster are:

- Brownsville Square – a public square located at the foot of Old Yale Road;
- Brownsville Station Plaza – a pedestrian promenade marking Brownsville’s heritage and a future Interurban Rail Station;
- Yale Gateway Plaza - located at the strategic intersection of Old Yale Road with Scott Road, this plaza will provide a “window” to, and mark the entrance to the pedestrian-oriented section of the historic Old Yale Road;
- Yale Marker Plaza - located at the intersection of Old Yale Road with 128 Street near the heritage site of St. Helen’s Church, this plaza will mark the original alignment of Old Yale Road;
- Scott Station Plaza - proposed for the north-west intersection of 110 Avenue and 126A Street to mark the pedestrian entrance promenade to the SkyTrain Station;
- Bridge View Plaza - located at the intersection of Scott Road and Tannery Road, this plaza will comprise an urban space on each side of Tannery Road to the west of Scott Road from which good view of the bridges exist; and
- Riverview Plaza – providing good river views, this is a look-out space north of 104 Avenue on the hillside just past and to the west of the BC Electric Rail tracks approximately at 124 Street.

There are six locations where visually prominent markers (such as unique structures and architectural elements, landscaping features and public art elements) should be incorporated at the time of development. The design of each landmark should respond to the site-specific context. The proposed locations for the landmarks are visually prominent and strategically situated within the plan area as shown in *Figure 13*. Additional details about these landmarks can be found in Appendix I.

3. Area Character Guidelines

The intent of the character guidelines is to provide guidance for the development of the public realm and private properties to achieve the urban design objectives for the character of the various areas in the South Westminster Neighbourhood

Concept Plan. These guidelines pertain to public streets and six specific areas in South Westminster. They are detailed and illustrated in Appendix II. The guidelines are intended to supplement the Development Permit Guidelines contained in Surrey's Official Community Plan.

The guidelines are based on the following urban design objectives:

- To reinforce and enhance the historic connection to the Fraser Riverfront along Old Yale Road to the west of Scott Road;
- To enhance the visual environment of the South Westminster area so as to improve its image as a gateway to Surrey and its overview from the uphill residential area;
- To encourage unique design considerations for the various areas of South Westminster in the context of the land uses envisioned and location of each area;
- To enhance the interface of the private developments and buildings to the public streets and improve the street environment for pedestrians;
- To enhance the interface of the residential and business/industrial areas; and
- To encourage design considerations for sustainable developments.

The guidelines provide general directions for the street character and form and character of developments, including guidelines on siting and buildings, noise abatement considerations, signs, parking areas, consideration for the heritage sites, landscape buffers, loading and service areas, outdoor storage, including truck parking and general landscaping.

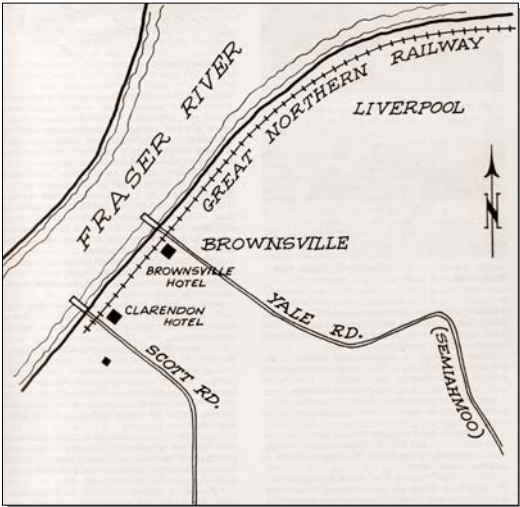
Part V: A Heritage Strategy for South Westminster

1. Introduction

South Westminster was a thriving residential community...

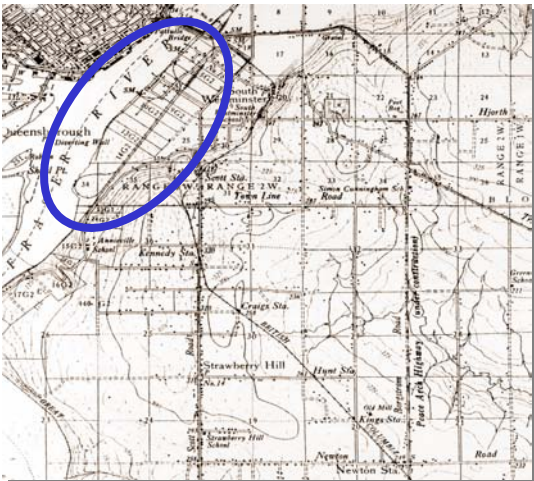
In the late 19th century, Brownsville Hotel was built at the foot of Old Yale Road in South Westminster. A ferry was operated from the Brownsville Landing for Surrey residents to bring their produce to the farmers' market in New Westminster. A bridge was constructed in 1904.

By 1910, Brownsville had become an established community with two hotels, a school and a grocery store. St. Helen's Church was built up the hill on Old Yale Road. The British Columbia Electric Railway built a passenger station (Scott Station) providing access to New Westminster, Vancouver and Chilliwack.



Old Yale Road was an important transportation route...

The Yale Road, part of the present Fraser Highway, was one of the first roads providing access to the newly opened lands east of Surrey. It was connected as a wagon road to the Semiahmoo Trail which connected to the Telegraph Trail, south of the Nicomekl River.



Industrial uses began to establish near the Fraser River...

Following the collapse of the building boom in 1913, further development of South Westminster stagnated until the mid 20th century. Gradually, industrial uses began to replace the residential community.



Figure 14

A complete historical overview of the South Westminster and Brownsville area is contained in Appendix III.

2. Heritage Buildings and Sites in South Westminster

Three existing homes in South Westminster have been identified as having varying degrees of historical significance. These are: 1) The Olsen House located at 10979 Olsen Road, 2) the Martin Wilkes House located at 12432 Old Yale Road, and 3) the Robert Kennedy House located at 12481 Old Yale Road. These three sites along with the location of other historically significant sites in the vicinity of the South Westminster Neighbourhood Concept Plan area are shown on Figure 14.

The results of City staff’s analyses of the three homes in South Westminster revealed that there is a priority for and potential for the Olsen House to be protected and incorporated into the heritage strategy for South Westminster as it appears to have the most historical and architectural significance for the South Westminster area. The other two homes, while not landmark buildings, have some architectural and historical significance and attempts will be made through the rezoning and site redevelopment process to preserve and incorporate them into future developments.

A summary of the finding of staff’s review of the three homes follows (Surrey’s Heritage Evaluation Worksheets are available from the Planning & Development Department):

“The Olsen House” located at 10979 Olsen Road

This house is one of the few generally well-maintained heritage buildings in lower South Westminster. The building and landscaping provide visual relief to the largely industrial context. Long-term retention appears possible due to its location on a large, flat site with a long frontage. Its proximity to the main pedestrian spine leading down Old Yale Road to Brownsville Bar Park and the Fraser River suggests possibilities for other future uses.

“The Martin Wilkes House” located at 12432 Old Yale Road

This house has some architectural and historical significance, but is not considered a landmark building. As its value is largely related to its context on Old Yale Road, it is recommended that retention be encouraged if possible, but to photo-document if retention is not achievable due to site constraints such as site grading requirements and access.

“The Robert Kennedy House” located at 12481 Old Yale Road

This house is limited in terms of significance due a variety of changes to the exterior and lack of visibility from the street. Similar to the Wilkes House across Old Yale Road, its value is largely related to its location on this important historical street. It is recommended that retention be encouraged within a new development if possible, but to photo-document if retention is not achievable due to site constraints such as site grading requirements and access.

In addition to the three heritage homes within the boundaries of the South Westminster NCP area, there are several sites located at the edge of, but outside the NCP area. These sites are noteworthy not only because of their architectural characteristics, but also because of their location in the context of the history of South Westminster. These sites/buildings are: the Stagecoach House (Westminster Hotel) located at 10658-125A Street, the nearby Ambler and James Creighton houses on 125B Street, St. Helen’s Church located at 10787 - 128 Street and South Westminster School located at 12469 - 104 Avenue.

The Stagecoach House is located on the hillside in the vicinity of the historic Old Yale Road and the BCE heritage rail corridor.



Due to the steep slope of the area surrounding the building, it is proposed that it remain as is and that the site be part of a green buffer at the edge of the uphill residential area. When the interurban rail concept is realized and the rail link from Cloverdale to South Westminster is revived, the house will provide a historic reference point for visitors using the interurban rail. Also, a directional sign marking the location of the house could be placed at 125A Street on Old Yale Road.

The **Ambler House** and the **James Creighton House** are located just southeast of the Stagecoach House on 125B Street. Both dwellings have excellent retention possibilities, as they are well cared for and located on large sloping residential lots. These houses strengthen the heritage context of the Stagecoach House, to form a historical enclave that will be highly relevant to the route of the interurban rail through South Westminster.

Both **St. Helen’s Church** and **South Westminster School** buildings provide important reference points and have landmark potential due to their locations at the transition points between the uphill residential area and the historic industrial area of South Westminster along the road that connects South Westminster to Whalley. The proposed Urban Design Concept for South Westminster recognizes their landmark potential and the heritage value of the sites by proposing the creation of a viewpoint at the site of South Westminster School and a small plaza at the intersection of 128 Street on Old Yale Road near St. Helen’s Church. These two urban spaces will provide opportunity for heritage interpretation through public art and plaques.



4. Heritage and Urban Design in South Westminster

The Neighbourhood Concept Plan for South Westminster contains an Urban Design Concept based upon historical references and visual clues of the history of South Westminster and its connection to the Fraser River. This is accomplished through policies and guidelines directing how both public spaces and private property will be developed with a view to achieving an urban landscape that reflects South Westminster’s important historical role in Surrey. Part IV, in conjunction with the Appendices to this report contain detailed descriptions of how the history of South Westminster can be incorporated into the built environment.

The Urban Design Concept makes provision for a number of urban spaces and destination/anchor points and will include guidelines for the detailed street design of Old Yale Road. In addition to the Heritage Kiosk recently constructed at Brownsville Bar Park, a heritage interpretation centre could be developed at Tannery Park.

Part VI: Plan Implementation

1. Amenity Contributions

In accordance with City Council policy, to address the amenity needs of the proposed new development in South Westminster, all development proposals at the time of rezoning or building permit issuance will be required to make a monetary contribution toward the provision of new police, fire protection and library services and toward the development of parks, open spaces and pathways.

The monetary contributions toward police, fire and library materials will offset the capital costs of providing these services to the new development and are applied on a standardized basis in all of Surrey's Neighbourhood Concept Plan areas.

The monetary contributions toward parks, open spaces and pathway development are based upon an estimate of the capital costs of these improvements for this particular NCP area. The costs are divided by the anticipated number of dwelling units and acreages in the case of non-residential development to ensure an equitable contribution arrangement. Business, industrial and commercial developments are exempt from contributing toward park/ pathway development and library services as they will have minimal impact on nor directly require these services.

Parkland Development

The estimated cost of developing park and related amenities in South Westminster is approximately \$2,800,000 (2003 dollars). This amount includes development of sports fields and related amenities for the proposed school-park site, trails in linear parks along drainage canals, the waterfront walkway and plazas, improvements at Brownsville Bar Park and development of the Brownsville Square at the foot of Old Yale Road. A contribution of \$855.00 per dwelling unit is required for parks purposes.

Libraries and Library Materials

A study of library requirements in Surrey's new neighbourhoods has established that a contribution of \$122.35 (in 2003 dollars) per dwelling unit (non-residential development is exempt) is necessary to cover the capital costs for library materials and services, which is sensitive to population growth. Consequently, a total of approximately \$400,600 will be collected from South Westminster towards materials such as books, computers and CDs.

Fire and Police Protection

Future development in South Westminster will drive the need to upgrade existing fire and police protection facilities. A study of fire protection requirements in Surrey's new areas has established that a contribution of \$236.09 per dwelling unit and \$944.68 per acre of non-residential development (in 2003 dollars) will cover the capital costs for fire protection. Similarly, a contribution of \$54.46 per dwelling unit and \$218.65 per acre of non-residential development will cover the capital costs for police protection. This will result in a total capital contribution from South Westminster of approximately \$1,425,000 toward fire protection and \$330,000 toward police protection.

Summary of Funding Arrangements

A summary of the applicable amenity contributions (per dwelling unit or acre) and the estimated revenue the City can expect to receive from the South Westminster area at build-out is outlined in the following table.

South Westminster Neighbourhood Concept Plan - Amenity Contributions			
	<i>Per Unit Contribution – All Residential²</i>	<i>Per Acre Contribution – All Non-residential³</i>	<i>Anticipated Revenue at Build-out</i>
Police Protection	\$54.46 per dwelling	\$218.65 per acre	\$ 329,683.50
Fire Protection	\$236.09 per dwelling	\$944.68 per acre	\$1,425,023.95
Park/Pathways Development	\$855.00 per dwelling	n/a	\$2,800,000.00
Library Materials	\$122.35 per dwelling	n/a	\$ 400,626.95
Total Contribution: Per unit or per acre	\$1,267.90 per dwelling	\$1,163.33 per acre	
Total Anticipated Revenue			\$4,955,334.40

² Based upon an estimated 3,275 dwelling units

³ Based upon: 155 acres of business park, 55 acres of business park/IL, 335 acres of IL, 20 acres of retail C-8, 120 acres of highway commercial, and 5 acres of transit village business/commercial = 690 acres

The estimated costs of the various amenities are distributed evenly to each dwelling unit. Therefore, if the number of dwelling units in a proposed development is lower than that anticipated by the NCP, the applicant will be expected to "top up" the amenity fees based on the number of the dwelling units used to calculate the amenity charge to ensure that there is no shortfall in the funding for the proposed amenities.

2. Official Community Plan Amendments

Land Use Designations

Where amendments to the Official Community Plan are required to implement this Plan (i.e., re-designations from Industrial to Commercial), they should occur on a site by site basis in conjunction with the related development application review process.

Development Permit Area Guidelines

The entire South Westminster area (except for the Fraser River Port Authority's lands) will be designated as a Development Permit Area as per Part 6 of the Official Community Plan. The Urban Design Concept (Part IV of this Neighbourhood Concept Plan) and the related guidelines therein will supplement those contained in the Official Community Plan. Both will be used to design and review all development proposals in South Westminster.

Part VII: The South Westminster Master Servicing Plan

The South Westminster Master Servicing Plan was prepared by Urban Systems for Surrey's Engineering Department. It was approved by City Council on March 10, 2003 and contains the following components:

- It identifies the opportunities and constraints with respect to providing municipal infrastructure in support of the Land Use Plan;
- It illustrates servicing concepts which will support the Land Use Plan;
- It summarizes the costs associated with providing the required infrastructure;
- It makes recommendations with respect to phasing development in South Westminster based on servicing issues; and
- It identifies those works and costs which may be associated with the first phase of development.

Part VIII: Appendices

Appendix 1

Character Guidelines for the Major Urban Spaces and Landmarks in South Westminster

Located at strategic points within South Westminster, there are a series of seven urban spaces with the potential to provide visual reference points and act as anchors or destinations. See the Urban Design Concept Plan (Figure 13) for the location of these urban spaces. The urban spaces located along Old Yale Road will provide opportunities for heritage references through public art and plaques.

1. Major Urban Spaces

(a) Brownsville Square

Brownsville Square will be a public square located at the foot of Old Yale Road, close to the site of the former Brownsville Hotel built in the late 19th century. Old Yale Road is proposed to be diverted to the south-west from its current location across the CN rail tracks. The square, therefore, will be bisected by the road. To maintain its visual integrity, the pavement of the square will be carried across the road surface. The south part of the square will be bounded by commercial/residential buildings to foster pedestrian activity. The north part of the square will, in the short term, abut a public parking lot for visitors to the Brownsville Bar Park on the River. In the long term, consideration should be given to locating a commercial or other land use as an appropriate interface next to the north half of the public square. In the interim, a continuous low wall/planter/trellis structure could be installed to define the edge of the public square and screen the parking lot from the square.

Opportunities for public art, which incorporate references to the history/heritage of the area, should be explored in the future at the detailed design stage. Public art incorporating a vertical element should be installed to screen or integrate with the existing storm sewer pump station within the north half of the square. The vertical element (e.g. a sculpture, fountain, structure) would act as a visual landmark at the foot of the road. See Figure A for a conceptual layout of the Brownsville Square.

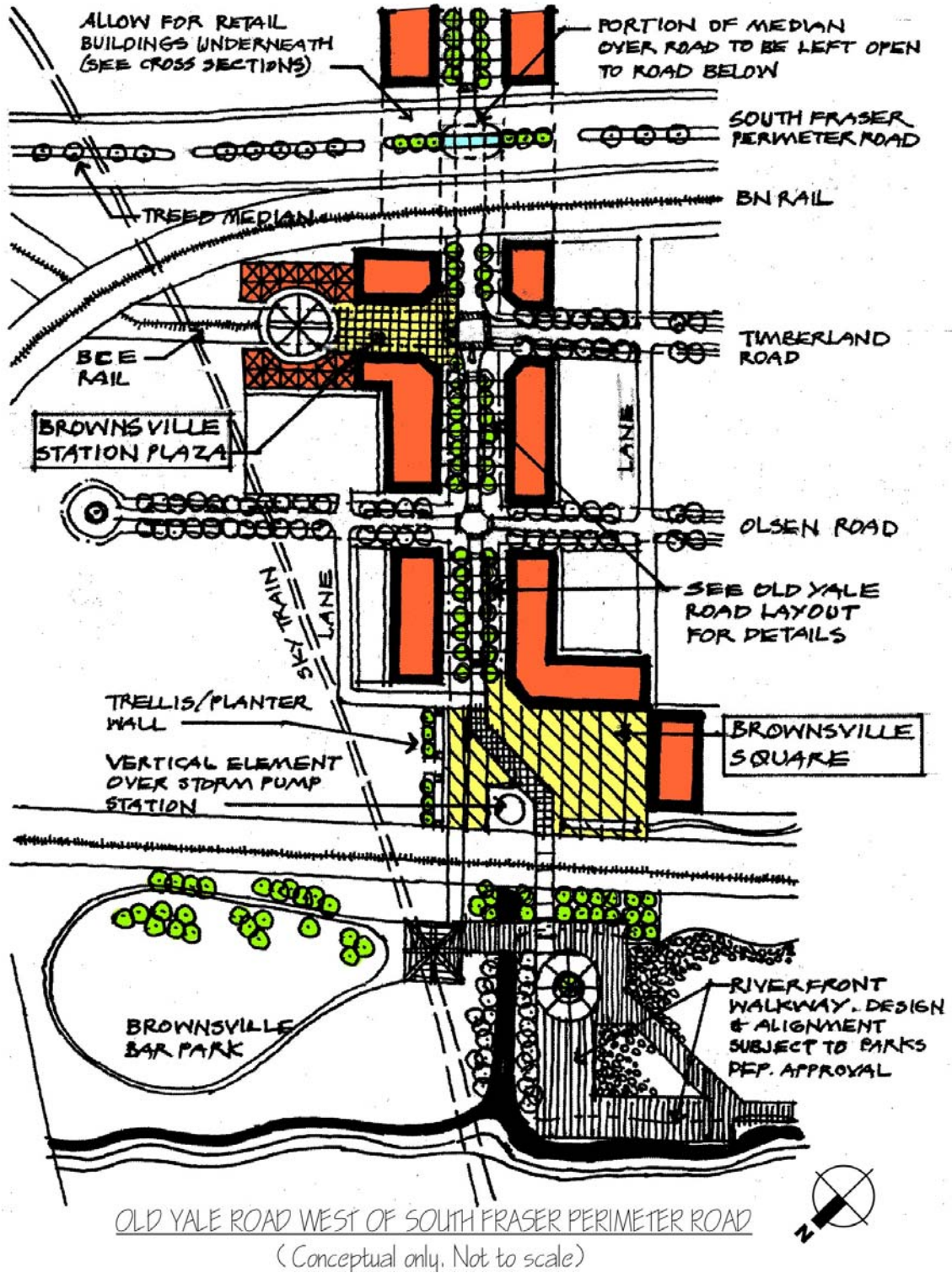


Figure A

(b) Brownsville Station Plaza

The revival of the Interurban Rail from Cloverdale to the site of the former Sullivan Station in East Newton using the BC Electric Rail line is under consideration to provide a tourist attraction. If that happens, in the future, the Interurban Rail could be extended from Cloverdale to South Westminster. In South Westminster, the BC Electric Rail right-of-way exists up to the Burlington Northern Railway right-of-way, to the north of Old Yale Road, with a spur line running south within the Timberland Road allowance. The Interurban Rail station in South Westminster is proposed as a terminus of the spur line, assuming that in the long term, the spur line along Timberland Road would be discontinued. The Timberland Road to the north of Old Yale Road should be closed and the road right-of-way should be re-developed into a public plaza as a pedestrian promenade, providing a “window” and linkage to the station.

The station and plaza would provide opportunities to recall the rail heritage of South Westminster through building designs, interpretive public art and landscaping. If the Interurban Rail is extended to South Westminster before the spur line within Timberland Road is discontinued, an alternative concept for the station will need to be considered. See Figure A for a conceptual layout of the Brownsville Station Plaza.

(c) Yale Gateway Plaza

Located at the strategic intersection of Old Yale Road with Scott Road, this plaza will provide a “window” to, and mark the entrance to the pedestrian-oriented section of the historic Old Yale Road. The plaza will be formed by the urban spaces at the four corners of the intersection. Therefore, the size and shape of the four urban spaces will need to be coordinated. Each urban space should be located primarily on private properties and achieved through building setbacks and configuration. Building setbacks of more than the minimum 7.5 metres would be required at the intersection to achieve the plaza. Parts of the urban spaces may fall within portions of the existing road right-of-ways. Based on the road requirements proposed in the NCP, however, these portions of the road right-of-ways are not required for road purposes and the property lines could be adjusted, subject to approval of the Engineering Department. The exact dimensions of each urban space and any adjustment required to the existing property lines, will need to be negotiated and determined at the time of development based on site-specific conditions. Considering the small size of the existing properties along Old Yale Road, property consolidation is recommended and should be encouraged.

The urban spaces to the west of Scott Road on each side of Old Yale Road should contain vertical elements such as sculptures, fountains, unique structures, architectural components and landscaping features. These elements will become visual markers/landmarks to the Old Yale Road. To provide visual reference to the Fraser River, it is recommended that water features be considered at the

base of these elements unless fountains are used as the landmark elements. The stand-alone vertical elements could be considered in combination with special architectural elements of the buildings at the corners (e.g. turrets, towers, cupolas) to further emphasize the landmark characteristics. Opportunity to incorporate interpretive centres or plaques on the history of Old Yale Road should be explored. On the east side of Scott Road the two urban spaces would primarily be open plazas with strategically placed landscaping.

(d) Yale Marker Plaza

This plaza is proposed for the intersection of Old Yale Road with 128 Street near the heritage site of St. Helen’s Church. It would mark the original alignment of Old Yale Road, which connected the east part of Surrey with Brownsville. The original alignment was disrupted to create a safe intersection of 108 Avenue and 128 Street with Old Yale Road. The plaza should be created using the abandoned portion of Old Yale Road.

Public art (e.g. a stylized arrow or pointer) could be used to direct view towards the original alignment. An interpretive plaque could also be installed to provide history of the road and the area. In the future, the possibility of inserting special pavement within a portion of the Old Yale Road surface, along the original alignment and coordinated with the pavement of the plaza surface should be explored. While this urban space is just outside the NCP Area, it could be pursued as an important gateway to South Westminster.

(e) Scott Station Plaza

This urban space is proposed at the north-west intersection of 110 Avenue and 126A Street to mark the pedestrian entrance promenade to the SkyTrain Station. There is, however, an existing fish-bearing watercourse (Red-coded) along the west side of 126A Street, which will impact the location and layout of the plaza.

The layout of the plaza will also need to integrate the proposed multi-use pathways along 110 Avenue and 126A Street. The plaza and promenade should be achieved by building setbacks and configuration on private properties at the time of redevelopment. The pedestrian promenade from the plaza to the station could be provided as an open corridor between two buildings or as an interior space. The promenade and plaza should be lined with pedestrian-oriented retail commercial spaces. Landscaping and public art should be incorporated.

(f) Bridge View Plaza

This plaza is located at the intersection of Scott Road and Tannery Road, on the west side of Scott Road. It will comprise an urban space on each side of Tannery Road to the west of Scott Road. The size of the two urban spaces comprising the plaza will be influenced by the impact of the proposed

interchange at the intersection of Tannery Road and South Fraser Perimeter Road by the Ministry of Transportation.

The two urban spaces should be achieved by building setbacks and configuration on private properties. It is recommended that to permit views of the Pattullo Bridge and SkyTrain Bridge, buildings or portions of the buildings immediately surrounding the urban space to the north should be no more than one storey in height (approximately 3 to 3.5 metres high) and buildings in the area generally between Tannery Road and Old Yale Road should be no higher than the undersides of the bridge deck structures. Variations to building heights or to the heights of portions of buildings could be considered at the time of site-specific developments if the intent is met. The plaza comprising the two urban spaces on each side of Tannery Road will also mark the entrance to Tannery Road. An interpretive plaque should be installed in the plaza to provide the history of the two bridges.

(g) Riverview Plaza

This plaza is proposed to the north of 104 Avenue on the hillside just past and to the west of the BC Electric Rail tracks approximately at 124 Street. It will essentially be a look-out space providing views of the Fraser River. Its size and design should be negotiated at the time of development of the private properties. Public art visible from 104 Avenue and in the form of a vertical element (e.g. a sculpture, fountain, architectural structure) should be incorporated in the plaza, which should provide visual references to the river.

2. Landmarks

Six locations are proposed where visually prominent markers (such as unique structures and architectural elements, landscaping features, public art elements) should be incorporated at the time of development. The design of each landmark should respond to the site-specific context. The proposed locations for the landmarks are visually prominent and strategically situated within the Plan area (Figure 13). They are located as follows:

- South-west corner of King George Highway and 128 Street;
- North of 104 Avenue approximately at 124 Street (see the character guidelines for the proposed “Riverview Plaza”);
- On either side of Scott Road as it enters down the hill into South Westminster;
- North-west of the junction of the Manson Canal and Scott Road. The landmark at this location would visually mark the point where Scott Road changes direction and where the Manson Canal meets Scott Road; and

- Along the Fraser Riverfront, at each end of the proposed riverfront promenade between Tannery Road Park and Brownsville Bar Park.

Appendix 2

Area Character Guidelines

This Appendix contains design guidelines for South Westminster and it is structured as follows:

- A. Guidelines for Public Streets
- B. Guidelines for the Yale Road Core
- C. Guidelines for the Scott Road Core
- D. Guidelines for the Riverfront Realm
- E. Guidelines for the Business Park/Light Impact Industrial Area
- F. Guidelines for the Transit-Oriented Urban Village Realm
- G. Guidelines for the Riverfront Anchor Area
- H. Guidelines for Sustainable Development

The intent of design guidelines is to provide guidance for the development of the public realm and private properties to achieve the urban design objectives for the character of the various areas in the South Westminster Neighbourhood Concept Plan. These guidelines supplement the Development Permit Guidelines contained in Surrey’s Official Community Plan. The urban design objectives are as follows:

- To reinforce and enhance the historic connection to the Fraser Riverfront along Old Yale Road to the west of Scott Road;
- To enhance the visual environment of the South Westminster area so as to improve its image as a gateway to Surrey and its overview from the uphill residential area;
- To encourage unique design considerations for the various areas of South Westminster in the context of the land uses envisioned and location of each area;
- To enhance the interface of the private developments and buildings to the public streets and improve the street environment for pedestrians;
- To enhance the interface of the residential and industrial areas; and
- To encourage design considerations for sustainable developments.

A. Guidelines for Public Streets

- (a) Provide curb extensions at the intersections of the streets where on-street parking bays are to be incorporated (Figure 12).
- (b) Consider installing pavement surfaces of distinct colour and texture at pedestrian crossings of the streets.

- (c) Interrupt long stretches of on-street parking bays with landscaped curb extensions between parking bays (e.g., it is recommended that each uninterrupted parking bay contain a maximum of 10 parking spaces).
- (d) Consider installing appropriate hardware for street banners and flowering baskets on the light poles along Old Yale Road west of Scott Road. On the light poles along Scott Road, 110 Avenue and 126A Street north of 110 Avenue. Consider incorporating the street banner hardware at the time of the pole selection or ensure that the height and type of the light poles selected for these streets would permit the street banner hardware to be readily installed in the future.
- (e) On the light poles along those streets where multi-use corridors are proposed (Figure 3), consider incorporating pedestrian level light arms towards the multi-use pathway. A maximum height of 4 metres from the multi-use pathway is recommended for the pedestrian level light arms.
- (f) Determine the final type and design of the light poles and luminaries in consultation with the Planning and Development Department.
- (g) Provide trees at a maximum of 10 metres on centre along Scott Road, 110 Avenue, 126A Street and along Old Yale Road west of Scott Road, with 8 metres as the preferred spacing on this section of Old Yale Road (east of Scott Road). On all other roads, 10 metres is the recommended spacing subject to variance depending on specific circumstances. The tree selection and spacing is subject to final determination by the Parks, Recreation and Culture Department, except for the trees within the South Perimeter Road, which is under the jurisdiction of the Ministry of Transportation.
- (h) Provide landscaping and trees within the central median of Scott Road and within portions of Old Yale Road. Landscaped central medians are also recommended within the proposed local collector road located approximately at mid point on Scott Road between Old Yale Road and Tannery Road, with the extent of each section of the central median to be finalized in consultation with the Engineering Department at the time of each development fronting this road. Street trees for the Old Yale Road should include trees that reinforce the heritage character.
- (i) At the time the Ministry of Transportation commences the design of the South Perimeter Fraser Road overpass across the Old Yale Road, communicate Surrey's objectives to the Ministry.

B. Guidelines for the Yale Road Core (Area 1 on Figure 13)

(i) Street Character – The Yale Road Core

- (a) Implement the cross section as shown in Figure 9, subject to final determination by the Engineering Department in consultation with the Planning and Development Department.
- (b) Consider installing a special pavement pattern within the boulevard areas, the travel area of the road surface and crosswalks. The feasibility of installing the pavement pattern and its implementation should be explored by the Engineering Department. The detailed design, selection of the material and colours and extent of the pavement pattern should be determined in consultation with the Planning and Development Department.
- (c) Retrofit the existing Surrey Parkway along the south side of Old Yale Road at the time of redevelopment of the adjacent properties. The final design should be based on the requirements of the Engineering and Parks, Recreation and Culture Departments in consultation with the Planning and Development Department. A basic design principle for Surrey Parkway, as a recreational corridor, is that the bicycle path (a minimum of 3 metres in width) and pedestrian path (a minimum of 2 metres in width) should be constructed as separate paths with landscaping between the two paths. Along this stretch of Surrey Parkway, it is recommended that the area between the two paths be used for a combination of landscaping with low growing shrubs, street furniture such as benches and garbage receptacles, a maximum of 4-metre high pedestrian level lights or low bollard lights and public art elements.
- (d) Incorporate the centre boulevards at Scott Road, Fir Road and Olsen Road and landscaped boulevards along portions of the curb. In selecting the street trees and planting material, consider the following:
 - They should reinforce the heritage significance of Old Yale Road.
 - They should be appropriate for the pedestrian environment envisioned along this road and include flowering trees and shrubs to provide colours, fragrance and texture.
 - The trees should provide shade on the sidewalks and their size, at maturity, should not overwhelm the sidewalk environment.
 - The trees should be planted in metal grates within the 2-metre boulevard along the curb, except where street trees are proposed within landscaped areas located generally along portions of the road curb, in portions of Surrey Parkway and within the central boulevards.



PROPOSED TREE GRATES ON
OLD YALE ROAD WEST OF
SCOTT ROAD

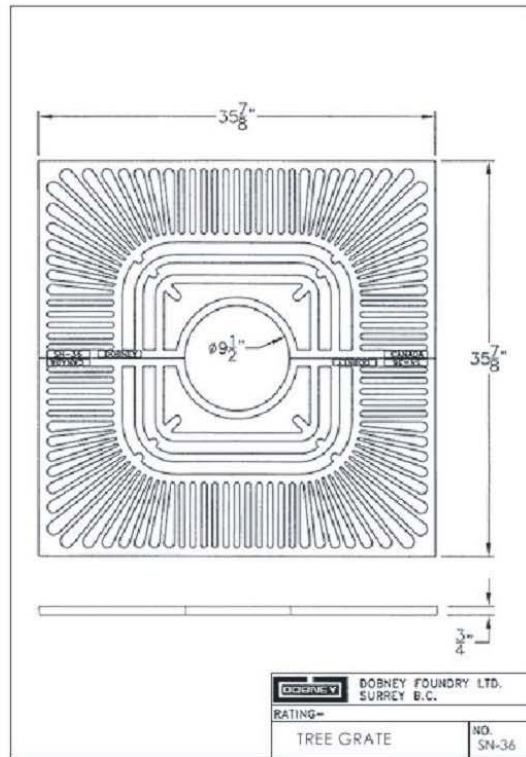


Figure A1

The type of metal grate recommended for trees is shown in Figure A1. As an alternative along the portion of the road to the west of South Fraser Perimeter Road, a specially designed metal grate could be considered. The design could be selected through a design contest process. The design of the metal grate should be based on references to the heritage and history of the Old Yale Road or include references to the Fraser River. Some examples of specially designed tree grates used in other cities are shown in Figure A2. All tree grates are subject to approval by the Parks, Recreation and Culture Department.



EXAMPLES OF SPECIALLY
DESIGNED TREE GRATES

Figure A2

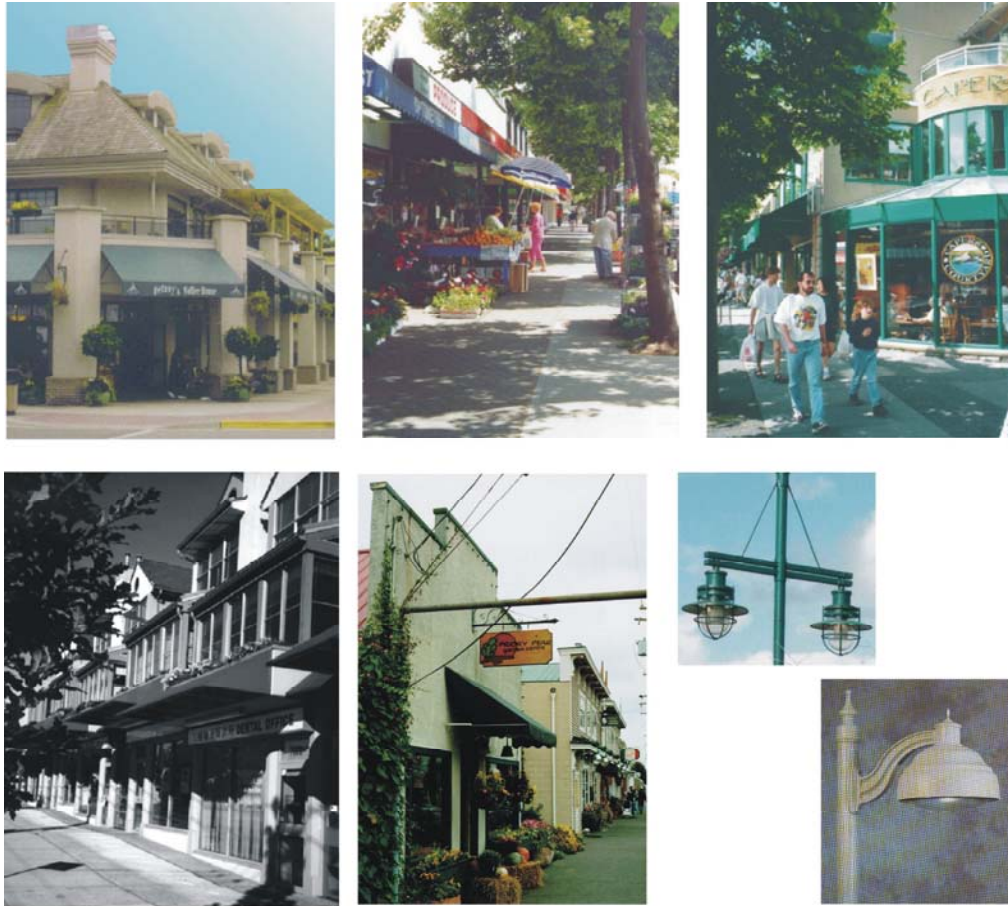
- (e) Select street light poles with ornamental designs that evoke heritage character. Hardware for street banners and flower baskets should be included on the poles. See Old Yale Road Cross Section, Figure 9. The type, colour, spacing and height of the light poles and luminaries are subject to approval by the Engineering Department in consultation with the Planning and Development Department.
- (f) Provide vehicle access to the proposed retail commercial/residential land uses along Old Yale Road from a rear lane or from driveways off side streets.
- (g) Prior to the improvements to the Old Yale Road to the west of South Fraser Perimeter Road, the Engineering and Planning and Development Departments could approach BN Rail to initiate discussion and explore options for the re-design of the rail overpass support system. Surrey's design objectives for the overpass redesign should be considered during the redesign process.

(ii) Form and Character of Developments – The Yale Road Core

The following guidelines should be applied to developments in this area, in conjunction with the Development Permit Area Guidelines of the Official Community Plan. Figure A3 shows some examples of the character of the developments expected within this area.

Siting and Buildings

- (a) Consider and apply Guidelines for Sustainable Development. See Section H of this Appendix.
- (b) Design the building frontages at the ground floors to be as continuous as possible. Long and uniform building frontages should be avoided. It is recommended that the frontage continuity be achieved by articulated facades with no side yard setbacks and containing or evoking the image of small-scale storefronts with bay windows and recessed entries, which face the street. The primary entrances to the buildings and individual storefronts should be located towards the street and be accessible from the street. Secondary entrances may face the parking lots behind the buildings.
- (c) Site the building frontage at the ground floor close to the street with a setback of 2 to 3 metres. A variation of the setback may be considered if it would achieve the frontage articulation and/or result in the provision of pedestrian-oriented outdoor spaces such as small plazas, sidewalk cafes, sitting areas, etc.



Storefronts, Continuous building frontages, Balconies/Decks overlooking the street, Overhead weather protection, Architectural detailing, Sloped roofs, Signage integrated into the design, Heritage character signs, Lighting to evoke heritage character or referring to the riverfront, etc.

**CHARACTERISTICS OF DEVELOPMENTS
THE YALE ROAD CORE**

Figure A3

- (d) Consider setting back the upper storeys above the first storey and include balconies and decks on the upper floors overlooking the street.
- (e) Along the street frontage of the first storey, incorporate transparent glazing and windows, architectural detailing, design articulation and overhead weather protection elements such as canopies and awnings.
- (f) Due to the overview of this area from the SkyTrain guideway and Pattullo Bridge, avoid or minimize the use of flat roofs and incorporate sloped roofs or other roof forms as a substantial part of the roofscape. Any flat roof, when considered acceptable within the context of the overall design, and all rooftop mechanical features and vents should be screened from overview with such features as architectural elements, architecturally designed screens and trellises, etc.
- (g) Consider incorporating contextual references in the building designs to the Fraser River or the heritage character envisioned along Old Yale Road e.g. through colours, building elements with nautical themes, visual artworks, type and design of outdoor lighting fixtures, building design that draws on the designs of buildings with heritage or historic significance located either in the South Westminster area and immediate surroundings or elsewhere in the city (i.e. simple building forms, the use of simple and steep gable roofs, the use of wood and detailing, cornices, etc.).

Noise Abatement

- (h) The residential portion of the mixed use developments proposed between Fir Road and the proposed Brownsville Square at the foot of Old Yale Road would be affected by the traffic noise generated from a variety of sources, depending on the location of the development in relation to these sources: South Fraser Perimeter Road, SkyTrain and the BN and CN Railway Corridors. Incorporate solutions for noise abatement in the building and landscaping designs to reduce the impact of the noise from these sources. Design recommendations and solutions for the noise abatement from an acoustic consultant should be provided for the development permit review.

Signs

- (i) Design signs to be integrated into the building design without overwhelming the architectural elements. Freestanding signs should not be provided. Signs should reflect and reinforce the building design. Signs that evoke the character of heritage signs and small-scale signs are recommended. Examples include signs painted or printed on the vertical valance portion (approximately 0.30 metre high) of the storefront canopies and awnings, signs routed in wood or metal, logos and lettering applied to or suspended outside or inside the windows, projecting signs, suspended

signs, neon signs, etc. Any illuminated sign including any neon sign should not be located above the first storey to avoid visual impact on the storeys above, which could have residential uses.

Parking Areas

- (j) Locate parking lots and loading areas behind buildings fronting the street. They should be screened from the adjacent streets and lane up to a height of at least 1 metre. Landscaping, trees, low planter walls, wrought iron or other metal fences, trellises or a combination of these elements are recommended as the screening devices. Due to the overview from the SkyTrain guideway, a special attention is required to the design of parking lots for the developments to the north of Old Yale Road and west of South Fraser Perimeter Road. In addition to the landscaping within the parking lots, areas paved with materials distinct in colour and texture from the traditional asphalt pavement should be incorporated in the parking lots to visually enhance views of the parking lots and to identify areas such as parking stalls, drive aisles, pedestrian walkways/sidewalks, crosswalks, etc.

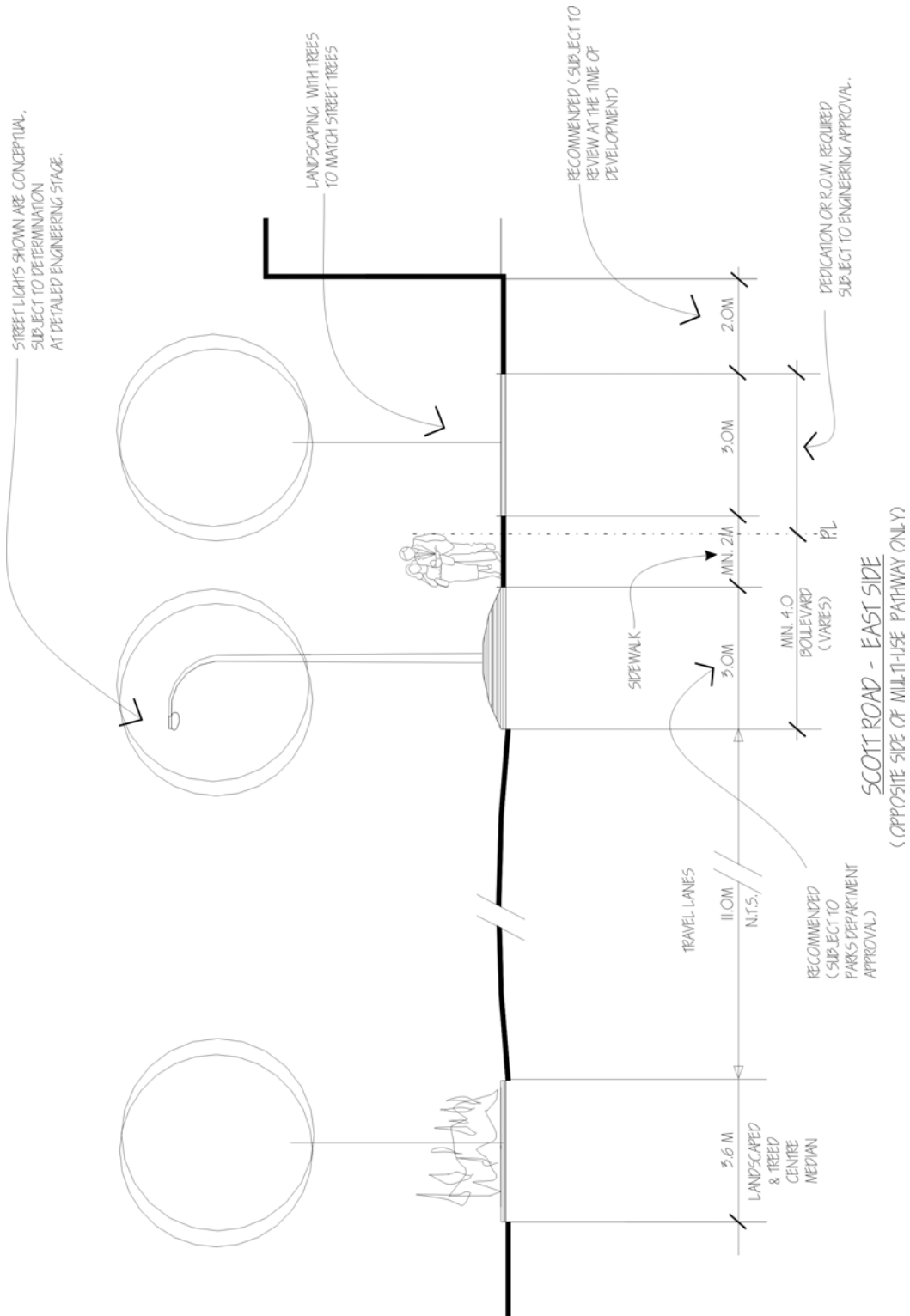


Figure A4

C. Guidelines for the Scott Road Core (Area 2 on Figure 13)

(i) Street Character – The Scott Road Core

- (a) Implement the cross section as shown in Figures 5 (page 26) and A4, subject to final determination by the Engineering Department in consultation with the Planning and Development Department and Parks, Recreation and Culture Department.

- (b) Provide landscaping and trees in the central boulevard within the road right-of-way. Scott Road is envisioned to have double rows of street trees on each side of the road to reinforce its role as the primary transportation and entrance corridor in the area. To the east and west sides of Scott Road, provide landscaped boulevards planted with trees. The trees should be selected such that, at maturity, they would attain the size commensurate with the scale of proposed ultimate six-lane road (e.g. trees that grow tall) and at least one row of trees on each side of the road should provide shade. Considering the role of Scott Road as the primary entranceway to the South Westminster area, trees that provide visual interest (e.g. texture and colour of the foliage) should be considered. To define the entrance to the pedestrian-oriented section Old Yale Road, clusters of flowering trees could be planted along the edges of the plaza at the intersection of Scott Road with Old Yale Road and within the centre boulevard of Old Yale Road on the west side of Scott Road. The final tree selection and the amount of space required to allow double rows of trees are subject to determination by the Parks, Recreation and Culture Department in consultation with the Planning and Development Department.

- (c) Consider installing the special pavement pattern at the intersection of Scott Road with Old Yale Road.



Small-scale buildings close to the streets, Larger buildings behind the smaller buildings, Minimize parking exposure to the street, Maximize glazing/windows to the street, Architectural elements to reduce the building mass and provide human scale, etc.

**CHARACTERISTICS OF DEVELOPMENTS
THE SCOTT ROAD CORE**

Figure A5

(ii) Form and Character of Developments – The Scott Road Core

The following guidelines should be applied to developments in this area, in conjunction with the Development Permit Area Guidelines of the Official Community Plan. Figure A5 shows some examples of the character of the developments expected within this area.

Siting and Buildings

- (a) Consider and apply Guidelines for Sustainable Development. See Section H of this Appendix.
- (b) To minimize exposure of parking lots from Scott Road, interrupt parking lots abutting Scott Road with small-scale, pedestrian oriented buildings and locate any large-scale buildings with relatively large building mass and footprints away from Scott Road and behind the smaller buildings.
- (c) Locate the small-scale buildings close to the property line at Scott Road or to the inside edge of the inner landscaped boulevard if the boulevard is not dedicated (See Figures 5 (page 26) and A4). The setback may be reduced to a minimum of 2 metres from the property line or edge of the inner boulevard provided that the buildings front Scott Road with the primary entrances facing the road or the face of the building along Scott Road incorporates a substantial amount of transparent glazing and windows and the setback area is landscaped and/or developed for outdoor public use. Incorporate overhead canopies/awnings or wide roof overhangs as integrated architectural elements to provide weather protection and provide human scale to the buildings. The maximum setback should not exceed 7.5 metres, which should not contain any off-street parking or parking aisle.
- (d) In the event small-scale buildings are not proposed concurrently with the development, show their future location on the site plan and provide their conceptual design to ensure design compatibility and to ensure that consideration for the future buildings have been given in the location of any large-scale building and design of the parking area.
- (e) Design large-scale buildings to provide human scale and incorporate design considerations for the pedestrian activity generated from the parking lots. The following should be considered:
 - Windows and glazing to the maximum extent possible in the principal face of the building and architectural detailing to reduce the visual impact of any blank faces of the building.
 - Sidewalks along all the faces of the building where parking spaces or driving aisles are located along the building. The width of the sidewalk

should be a minimum of 1.5 metres with 2 metres recommended along the principal face. Consider separating the principal sidewalk with landscaping from the parking area or aisle.

- Overhead canopy or other weather protection element over the principal entrance as an integrated design component. Consider extending it along the principal face of the building and incorporating architectural detailing and articulation to reduce the visual impact of the building mass.
 - Small-scale retail storefronts along the principal face or design that evokes the image of storefronts or, alternatively, locate active interior spaces such as accessory offices, customer service areas, lunch rooms, amenity areas, retail spaces, cafeteria, etc. along the principal face and provide direct pedestrian entrances into the interior spaces from the parking lot.
- (f) Where the development consists a single building, locate it at the minimum setback of the Zoning By-law and facing Scott Road. Incorporate windows and glazing to the maximum extent possible on the face fronting Scott Road and architectural details and features in all building faces to reduce the visual impact of the building mass.
- (g) At the intersection of Scott Road with Old Yale Road, site the buildings forming the proposed Yale Gateway Plaza close to Scott Road to give intimate scale to the corner spaces forming the plaza.
- (h) At the intersection of Scott Road with Tannery Road, configure the buildings to form part of the proposed Bridge View Plaza at the corner to the north-west.
- (i) To maintain views of the SkyTrain and Pattullo Bridges from the Bridge View Plaza, restrict the height of buildings or portions of the buildings immediately surrounding the plaza to a maximum of approximately 3 to 3.5 metres and the maximum height of the buildings in the area up to the proposed east-west road at Scott Road should be no higher than the underside of the deck structures of the two bridges. The currently permitted heights in the Zoning By-law (9 metres in the CHI Zone and 12 metres in the IB Zone) must be verified at time of the development to determine their appropriateness in meeting the intent of this guideline. A variance for building height may be supported on portions of the buildings if the intent of this guideline is maintained.
- (j) Due to the overview of this area from the upland residential areas and partially from the SkyTrain guideway, the design of the roofscape and roof profile requires special attention. Large expanses of flat roofs should be articulated with other roof forms or architectural configurations to provide

visual interest. The size, scale and proportion of these roof forms and configurations should commensurate with the expanse of the flat roof. All rooftop mechanical features and large vents should be screened from view with architecturally designed screens and trellises.

Parking Area

- (k) Divide large parking lots into smaller parking areas separated by landscaping. Any parking exposed to view from Scott Road and any other public street should be screened with a combination of landscaping, low masonry or concrete walls and trellises. The layout of the parking lot should facilitate pedestrian access from Scott Road to the building entrances. Portions of the parking lot surfaces should be paved in material that is distinct in colour and texture from the traditionally used asphalt.
- (l) In consideration of the overview from the upland residential area and the future mixed-use commercial/residential along Old Yale Road, select all outdoor lighting fixtures for parking areas and on buildings to shield the glare from lights and direct the glow downwards. The maximum height of outdoor light poles should not exceed 7.5 metres, with the height of 4 metres recommended for light poles along pedestrian routes through parking areas. A lighting plan of the outdoor areas, heights of the lighting poles and the proposed types of lighting fixtures should be provided for the development permit review.

Signs

- (m) Integrate fascia signs into the building design. Any freestanding sign should be integrated into the overall site landscaping and designed to be coordinated with the building design. The maximum height of the freestanding sign should not exceed 4.5 metres along Scott Road and 2.5 metres on other roads in the area, with the grade at the base of the signs not to exceed the average adjacent grade by more than 0.6 metres. Only one freestanding sign along Scott Road may be provided for each development. Pole mounted and “flat” freestanding signs are not permitted. 3-dimensional, “monument” type freestanding signs designed to become architectural features/landmarks would be encouraged. In consideration of the overview from the upland residential area, illuminated freestanding signs should not be located within the area abutting the proposed road parallel to and to the east of Scott Road.



Water features in landscaping, Maximize outdoor areas near the riverfront, Maximize glazing on the riverfront facade, Incorporate nautical themes in the design, Encourage sloped roofs, etc.

**CHARACTERISTICS OF DEVELOPMENTS
THE RIVERFRONT REALM**

Figure A6

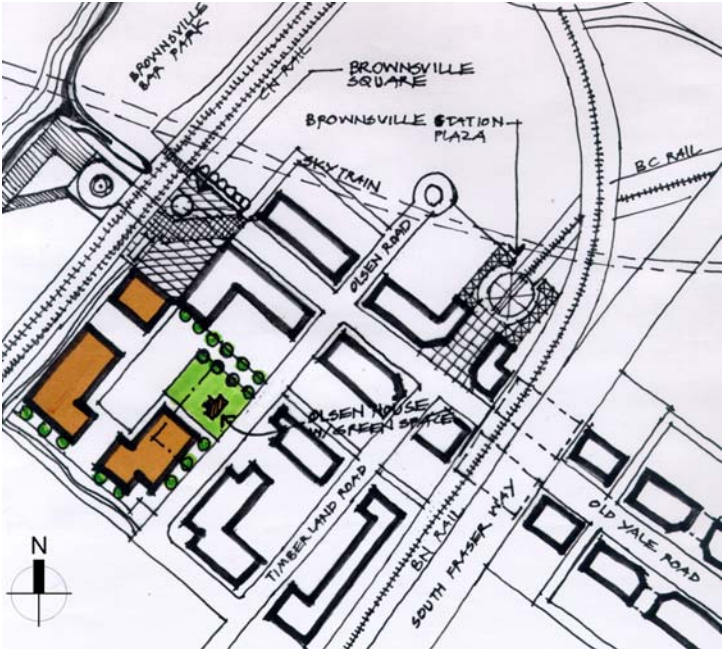
D. Guidelines for the Riverfront Realm (Area 3 on Figure 13)

(i) Form and Character of Developments - The Riverfront Realm

The following guidelines should be applied to developments in this area in conjunction with the Development Permit Area Guidelines of the Official Community Plan. Figure A6 shows some examples of the character of the developments expected within this area.

Consideration for the Heritage Site

- (a) The Olsen House located at 10979 Olsen Road is considered to have significant heritage value. All attempts should be made to preserve the house at its present location within a green space created around the house and integrate it into any future development on and around the site. Consideration should be made to restore and recycle the house for a use appropriate for the proposed development e.g. the house could be used as an office, employee amenity building or caretaker’s residence within a business park development or it could be used as an indoor recreation building, detached strata unit or guesthouse within a multiple residential development. Any redevelopment of the site or around the site should be subject to review by Surrey’s Heritage Advisory Commission.



Siting and Buildings

- (b) Consider and apply Guidelines for Sustainable Development. See Section H of this Appendix.
- (c) Given the riverfront context, consider incorporating nautical themes or references in the design of buildings, outdoor spaces and features such as lamp standards within the developments and incorporate water features in the landscaping and other outdoor elements. Canals within the developments would be encouraged as landscaping features. References to the two bridge structures in the design of landscaping and outdoor art pieces would also be encouraged.
- (d) Provide extensive areas of glazing and windows, overlook spaces e.g., decks and balconies and outdoor landscaped spaces facing the Fraser River.
- (e) Due to the overview of this area from the Pattullo Bridge and SkyTrain guideway, minimize the extent of flat roofs and incorporate substantive areas of sloped roofs, other roof forms and architectural features that provide visual interest from the overview. Any flat roof and rooftop mechanical elements and large vents should be screened/enclosed by architectural features or architecturally designed screens, enclosures and trellises.
- (f) Select colour schemes for buildings to consider the riverfront context, e.g. incorporate softer shades of greens and blues and avoid the use of bolder shades and vibrant primary colours unless architecturally warranted for accent purposes in limited areas.
- (g) Where the development is for a business park or industrial use avoid a single dominant building mass. Provide variations in massing (e.g. variations in heights and building plane) and include architectural elements to provide variations in the building profile such as skylights, sloped or other visually expressive roof forms. Provide sidewalks and walkways within parking areas to connect multiple buildings on one site. Provide weather protection (e.g. canopies, colonnades, etc.) over sidewalks along buildings.
- (h) Where a mix of business and residential uses is proposed in the same building, generally the business uses should be confined to the first two floors of the building with the residential uses located above the business uses. Separate and identifiable entrances and parking areas should be provided for both the business and residential uses. Easily accessible outdoor spaces (of approximately 10 sq. m. each) should be provided for each residential unit (e.g. a deck or balcony).

Noise Abatement

- (i) Incorporate considerations for noise abatement in the building and landscaping designs to reduce the impact of the noise from the railway and South Fraser Perimeter Road traffic. This is particularly important for developments where a multiple residential use is proposed. Design recommendations and solutions for the noise abatement from an acoustic consultant should be provided for the development permit review.

Landscape Buffer

- (j) Provide a minimum of an 8-metre wide landscaped buffer between any adjacent business park/industrial and multiple residential developments. Within the landscaped buffer located between Olsen Road and Dyke Road, a walkway should be provided to allow for a pedestrian connection via Dyke Road, to the Brownsville Square (Figure 11).
- (k) Provide an extensively landscaped buffer along the rail corridor when the proposed development is for a multiple residential use or for a mix of business park and residential use. A 10-metre wide buffer is recommended (Figure A7). A reduced width may be considered depending on site-specific constraints. The width of the buffer may also be reduced, for example, to 5 metres for a business park or other industrial use.

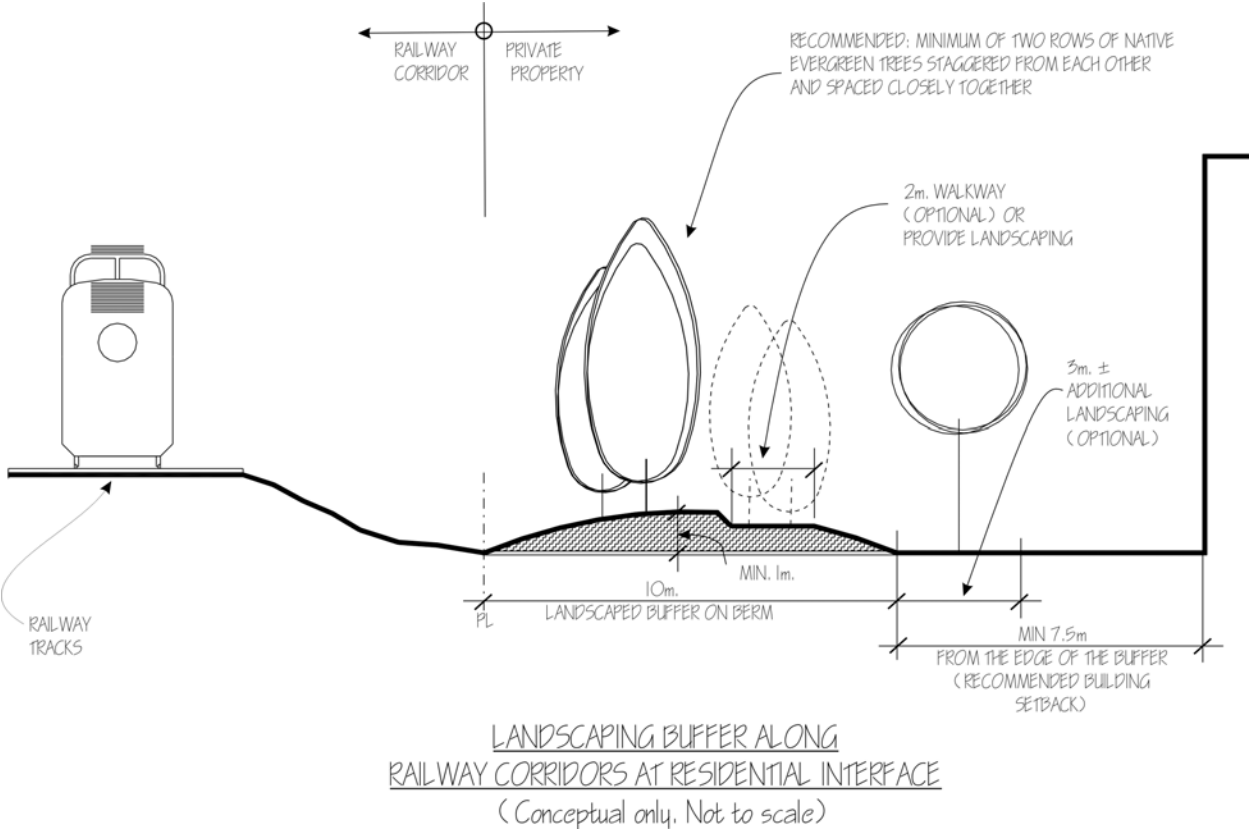


Figure A7

Signs

- (l) For business/building identification purposes, provide fascia signs, preferably consisting individual channel letters. Individual freestanding signs are not considered appropriate for business park developments in this area. Architecturally designed feature structures located at or close to the site entrance are preferred for identification of the development rather than individual businesses.

Parking Area

- (m) In consideration of the overview from the Pattullo Bridge and SkyTrain guideway, divide parking lots into small clusters with landscaping between the clusters. Incorporate areas of paving distinct in colour and texture from the traditionally used asphalt within the parking lots.

Outdoor Storage

- (n) Reduce the visual impact of any outdoor storage (when permitted by the Zoning By-law), from the grade and from the overview, by locating the outdoor storage areas away from the public streets, behind buildings and/or by providing, for example, screens, enclosures and/or covers which are coordinated with the building design and providing extensively landscaped buffer of at least 3 metres in width.



Maximize glazing on all facades, Reduce the visual impact of the building with architectural detailing and articulation, Generous landscaping, Parking area screened with landscaping, Signage integrated with the design and into the landscaping, etc.

**CHARACTERISTICS OF DEVELOPMENTS
BUSINESS PARK/LIGHT IMPACT INDUSTRIAL**

Figure A8

**E. Guidelines for the Business Park/Light Impact Industrial Area
(Area 4 on Figure 13)**

(i) Form and Character of Developments – The Business Park/Light Impact Industrial Area

The following guidelines should be applied to developments in this area, in conjunction with the Development Permit Area Guidelines of the Official Community Plan. Figure A8 shows some examples of the character of the developments expected within this area.

Consideration for the Heritage Sites

- (a) The Martin Wilkes House located at 12432 Old Yale Road and the Robert Kennedy House located at 12481 Old Yale Road are considered to have some heritage value. All attempts should be made to preserve these houses at their present locations with green spaces created around the houses and integrate them into any future development on and around the sites. Consideration should be made to restore and recycle the houses for uses appropriate for the proposed developments e.g., the houses could be used as offices, employee amenity buildings or caretaker's residences within the developments. Any redevelopment of or around the sites should be subject to review by Surrey's Heritage Advisory Commission.

Siting and Buildings

- (b) Consider and apply Guidelines for Sustainable Development. See Section H of this Appendix.
- (c) Incorporate a substantial amount of glazing and windows on all street-facing facades and on facades that face parking lots. On other facades, maximize the amount of glazing and windows and incorporate architectural articulation, detailing, texture, graphics, etc.
- (d) Design the building entrances to be easily accessible and identifiable. Incorporate architecturally integrated elements such as canopies and overhangs over the entrances to provide weather protection and reduce the visual impact of the building. It is recommended that the primary entrances to the buildings be incorporated in the street-facing facades, except in the South Fraser Perimeter Road-facing facades.
- (e) In the case of multiple buildings within one development on one site and in business park developments, design the buildings to establish a unifying architectural character. Large, uniform and unarticulated building mass should be avoided. Provide sidewalks and walkways to connect the

various buildings with each other and along the facades of the buildings where entrances are located.

- (f) Locate buildings at the minimum setback from property lines that abut streets to minimize the amount of on-site parking that could be accommodated between the building and the street and maximize the opportunity for landscaping in the setback area exposed to public view.
- (g) At street corners, locate buildings near the corners and design the building to provide visual interest from both abutting streets. Incorporate the opportunity to design it for visual interest and architectural prominence and to make it a landmark or reference point.
- (f) Due to the overview of this area from the upland residential areas and partially from the SkyTrain guideway, minimize the extent of flat roofs and incorporate substantive areas of sloped roofs, other roof forms and architectural features that provide visual interest from the overview. Any flat roof and rooftop mechanical elements and large vents should be screened/enclosed by architectural features or architecturally coordinated screens, enclosures and trellises.
- (i) Where a mix of business and residential uses is proposed in the same building, generally the business uses should be confined to a maximum of the first two floors of the building with the residential uses located above the business uses. Separate and identifiable entrances and parking areas should be provided for both the business and residential uses. Easily accessible outdoor spaces (of approximately 10 sq. m. each) should be provided for each residential unit (e.g. a deck or balcony), which should at least be 1.8 metres deep.

Noise Abatement

- (j) In the design and selection of the construction materials of the buildings or portions of the buildings located within 50 metres of any property line interfacing with a residential property, consider incorporating solutions to reduce or abate the impact of any noise, (which may be generated from the proposed use) with consideration for the residential uses. Recommendations and solutions for the noise reduction or abatement from an acoustical consultant should be provided for the development permit application review.

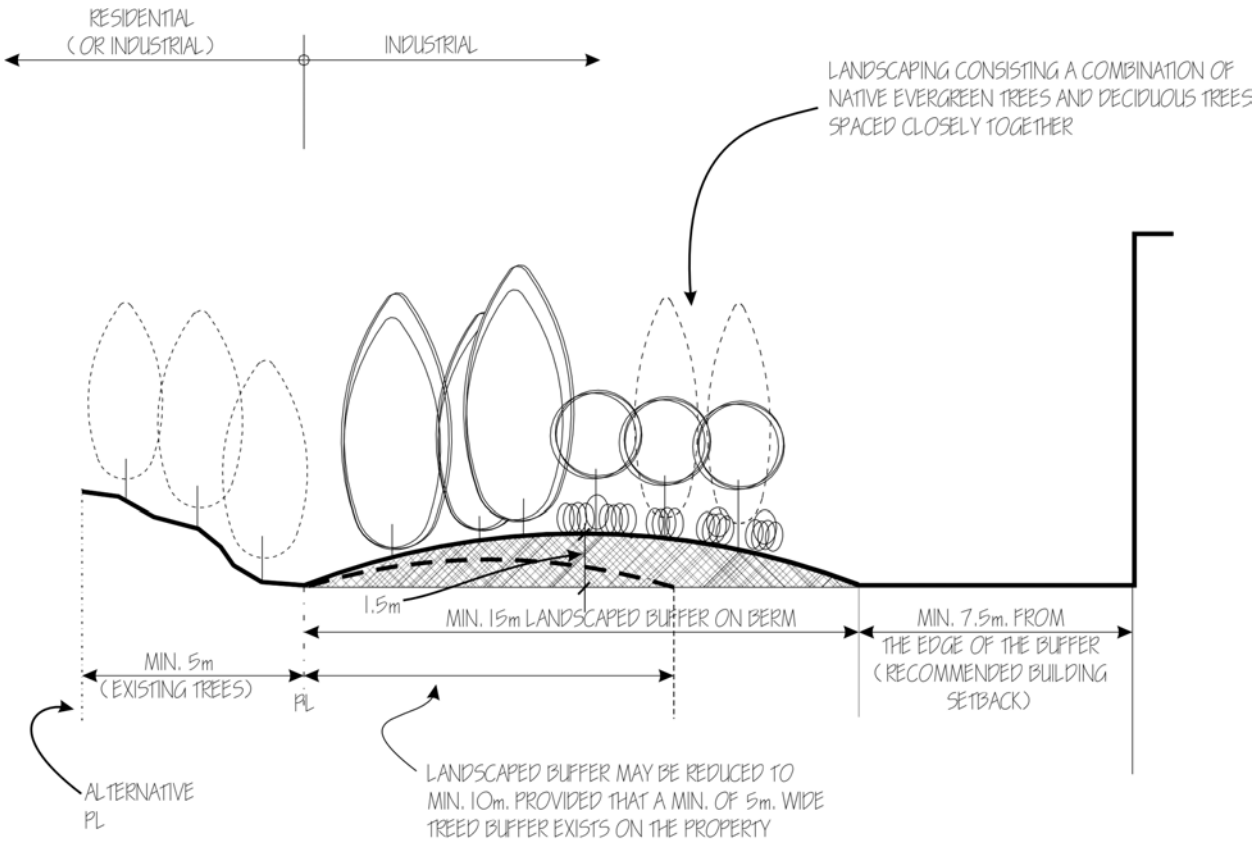
Loading/Service Areas

- (k) Locate loading, service, garbage and recyclable material areas behind buildings or on the sides of a building if the side is not visible from a street. Overhead service doors facing streets should be avoided and they should be integrated into the overall building design.

- (l) Where loading and service areas are located on portions of the site that are next to or visible from residential properties, locate them at a minimum of 15 metres from the property line abutting or interfacing any residential property.

Landscape Buffer

- (m) Provide a minimum of 15 metres wide landscaped buffer at any residential interface (Figure A9). The landscaping should be provided on a minimum of 1.5 metre high berm. The following should be considered:
- The landscaping should consist of a combination of native evergreen trees, deciduous trees and shrubs. At least two-thirds of the number of trees should be native evergreen trees.
 - The trees should be closely spaced and should be of type and size so as to allow rapid growth and establishment of a visual screen to the industrial development.
 - The width of the landscaping buffer may be reduced to a minimum of 10 metres when there are existing trees on the industrial site at the residential interface that could provide a visual buffer. This reduction in the width of the landscaped buffer should be subject to the existing trees covering a minimum of 5-metre wide strip of land within the site and all along the residential interface. The submission of a tree survey and an arborist's assessment of the existing trees would be required, which should identify the age, condition and types of trees and their long-term survival potential.
 - Fences higher than 1.5 metres should not be located at the edge of the buffer closest to the residential interface. Any fence higher than 1.5 metres, if provided, should be located at the inside edge of the landscaped buffer on the industrial side.



LANDSCAPED BUFFER AT RESIDENTIAL / INDUSTRIAL INTERFACE
(Conceptual only, Not to scale)

Figure A9

Outdoor Storage

- (n) For the purpose of the development permit review, the information on the application should include plans indicating the proposed area for any outdoor storage on the site, the maximum height of the storage and screening including landscaping. When outdoor storage is permitted under the Zoning By-law, consider the following guidelines:
 - Maximize the area of the outdoor storage located behind buildings out of the view from any abutting street. When buildings do not entirely screen the storage, consider structures such as trellises, screens, fences, etc., to screen the portion of the storage that is exposed to view. These structures should be coordinated with the building design.

- In the case where outdoor storage is permitted to locate in portions of the site abutting a street, locate it at a minimum of 10 metres from the property line and piled not higher than a maximum of 2.5 metres except for container storage, which where permitted, may not be stacked more than two (2) containers high.
- In the case where outdoor storage is permitted to locate in portions of the site next to residential properties, whether developed or not, locate the outdoor storage at a minimum of 20 metres from the property line in common with the residential property. If the portion of the site interfacing with the residential property is on a slope of more than 5%, the 20-metre distance for the outdoor storage should be measured from the bottom edge of the slope along the residential interface.
- Where the outdoor storage is proposed within portions of the site next to a street, provide a minimum of 7.5 metres wide landscaped buffer along the entire length of the storage area. The buffer should be located on the site and measured from the property line abutting the street. The landscaping should be provided on a low berm and include a combination of native evergreen and deciduous trees and shrubs, with the number of the evergreen trees comprising at least two-thirds of the total number of trees. The trees should be closely spaced to provide a visual screen from the street. Any fence or a similar screen if provided along the street, should be located at the inside edge of the landscaped buffer.

Parking Area/Walkways

- (o) Divide parking lots into small clusters with landscaping between the clusters. Incorporate areas of paving distinct in colour and texture from the traditionally used asphalt within the parking lots.
- (p) In consideration of the overview of portions of the area from the upland residential area and the future mixed-use commercial/residential along Old Yale Road, select all outdoor lighting fixtures for parking areas and on buildings so as to shield the glare from the lights and direct the glow downwards. The maximum height of outdoor light poles should not exceed 7.5 metres, with the height of 4 metres recommended for light poles along pedestrian routes within the development site. A lighting plan of the outdoor areas, heights of the lighting poles and the proposed types of lighting fixtures should be provided as part of the development permit review.
- (q) Provide walkways for public use along the Manson Canal, Scott Creek Canal and Robson Creek Canal, subject to approval of the Federal Department of Fisheries. See the section on "Pedestrian/Bicycle Networks and Figures 3 and 4.

Landscaping

- (r) Along South Fraser Perimeter Road, the provision of a wide landscaped berm should be considered. A minimum of a 5-metre wide berm is recommended. The landscaping should consist of a combination of native evergreen and deciduous trees, shrubs and groundcovers. The plantings could be arranged in clusters. The intent is to enhance the driving experience from the road and not to completely screen the development. It is recommended that while a significant amount of the planting material should consist native evergreen material to allow rapid establishment and growth, it should be provided in combination with other planting material to provide colour, variety and visual interest.
- (s) Landscaping within the road boulevards and in the setback areas along Old Yale Road should incorporate planting material and trees that reinforce the heritage significance of the road.

Signs

- (t) Fascia signs should be integrated into the building design. Freestanding signs should not be single or double pole mounted type signs. Architecturally designed, monument type signs that can become design features are preferred. The height of freestanding signs should not exceed 4.5 metres, provided that the height of any illuminated freestanding sign located generally in the area to the south of Tannery Road/104 Avenue and east of Scott Road should not exceed 2.5 metres to reduce impact on the uphill residential area. No illuminated sign should be located within 30 metres of a residential property line.



Street-oriented buildings with pedestrian amenities at grade, Overhead weather protection, Buildings to facilitate access to the SkyTrain Station, SkyTrain Station and guideway integrated into the building design, Active pedestrian-oriented spaces at grade, Street trees, landscaping and bike facilities, etc.

**CHARACTERISTICS OF DEVELOPMENTS
TRANSIT-ORIENTED URBAN VILLAGE**

Figure A10

F. Guidelines for the Transit-Oriented Urban Village Realm (Area 5 on Figure 13)

(i) Street Character- The Transit-Oriented Urban Village Realm

- (a) Implement the cross section as shown in Figures 7 and 8, subject to final determination by the Engineering Department in consultation with the Planning and Development Department and Parks, Recreation and Culture Department.
- (b) Incorporate on-street parking bays along the roads where shown in Figure 12. Along the west side of 126A street and south side of 110 Avenue to the east of 126A Street, where there are existing "Red" coded creeks, the final road designs should include provisions for pedestrian access from the on-street parking and sidewalk to the future mixed use commercial and residential developments envisioned in the Land Use Plan.

(ii) Form and Character of Developments - The Transit-Oriented Urban Village Realm

The following guidelines should be applied to developments in this area, in conjunction with the Development Permit Area Guidelines of the Official Community Plan. Figure A10 shows some examples of the character of the developments expected within this area.

Siting and Buildings

- (a) Consider and apply Guidelines for Sustainable Development. See Section H of this Appendix.
- (b) In the vicinity of the Scott Road SkyTrain Station, design buildings to be street-oriented with the primary entrances facing the street and a setback of 2 to 3 metres at the ground floors along the street. It is recommended that the ground floors of the buildings along the streets be designed to contain pedestrian-oriented spaces and uses in small scale storefronts with transparent glazing or the ground floor design should evoke the image of small scale storefronts. Incorporate overhead weather protection on the street-fronting faces such as canopies and awnings. Incorporate outdoor spaces such as sidewalk cafes, sidewalk retail/display stands, etc. and amenities such as bicycle stands along the streets that provide access to the SkyTrain station.

- (c) In the area to the north-west of the intersection of 110 Avenue and 126A Street, consider integrating the SkyTrain station and guideway into the buildings.
- (d) To the north-west of the intersection of 110 Avenue and 126A Street, configure the buildings to create a small landscaped urban plaza - Scott Station Plaza, envisioned in the Urban Design Concept. At the other three corners of this intersection, it is recommended that to complement the Scott Station Plaza small urban spaces be created by the siting and configuration of the buildings at the corners.
- (e) In the case of business park or highway commercial developments that front or face the streets leading to the SkyTrain station area, minimize the exposure to parking areas from the streets by locating buildings close to the streets that provide access to the SkyTrain station. These buildings could be located at 2 to 3 metres setback from the street if the design of the street-facing facades contain the primary entrances and a substantial amount of transparent glazing, and the setback area between the buildings and the street is landscaped for outdoor use such as sitting area or sidewalk cafés in the case of commercial developments.
- (f) Within any multi-family residential development, incorporate on-site landscaped walkways to provide connections to the adjacent streets. Design the ground floor units to provide street-orientation and pedestrian access directly and individually to each unit from the adjacent street. In this respect, sliding patio doors that cannot be locked from outside are considered inappropriate to allow the pedestrian access from the street to the units.
- (g) In view of the overview from the SkyTrain guideway and the uphill residential area, incorporate a substantial amount of roof forms other than flat roofs. Any flat roof should be screened from overview by architecturally designed, structures, enclosures, screens, trellises, etc. Also, elements such as skylights or other components expressive of the interior spaces could be incorporated to interrupt the flat roofs and provide visual interest.

Parking Area

- (h) In the case of mixed-use commercial/residential developments fronting 110 Avenue, parking should be provided underground or in parkade structures above ground. All above-ground parkade structures should have street-oriented buildings or portions of buildings facing any street. Any surface parking should be provided behind the buildings with access to all parking provided from a rear lane. In the case of business park and highway commercial developments, minimize the amount of surface parking abutting the streets leading to the SkyTrain station and minimize

the number of parking access points from the streets. Any surface parking exposed to view from the streets should be screened with architecturally coordinated screens, trellises, low walls, planter walls and landscaping. The surface parking lots should be divided into small clusters with landscaping around the perimeter of the clusters and be designed to enhance the overview, e.g., incorporate surface paving areas that are distinct in colour and texture from the traditionally used asphalt paving and incorporate geometric paving patterns.

Signs

- (i) Fascia signs should be integrated into the building design. In the area to the south of King George Highway and east of Scott Road, the height of any freestanding sign should not exceed 2.5 metres. Along King George Highway and in the remaining area, the maximum height of a freestanding sign should be 4.5 metres. Freestanding signs should not be single or double pole mounted type signs. Architecturally designed, 3-dimensional, monument type freestanding signs that can become design features are preferred. A maximum of only one freestanding sign at each road frontage may be permitted for each site.



Riverfront promenade with pedestrian amenities/landscaping/seating areas/lights with banners, Lookout areas, Public art with references to the river and water, Visual features as landmarks, etc.

**CHARACTERISTICS OF DEVELOPMENTS
THE RIVERFRONT ANCHOR AREA**

Figure A11

G. Guidelines for the Riverfront Anchor Area (Area 6 on Figure 13)

(i) Form and Character of Development (Interim) – The Riverfront Anchor Area

The following guidelines apply to this area based on the currently proposed vision as an area in transition to be developed, in the interim, for public recreation and access to the riverfront purposes. Should this area be considered in the future for uses such as commercial/residential developments, additional guidelines should be incorporated through appropriate amendments of the Official Community Plan and this Neighbourhood Concept Plan. Figure A11 shows some of the images of the character of the developments expected within this area under the current Neighbourhood Concept Plan.

- (a) Work with the Fraser Port Authority through the Special Study process to incorporate a riverfront public corridor between the Tannery Road Park and Brownsville Bar Park.
- (b) The corridor could include lookout areas, boat launch areas and a wharf, make provisions for access to any marina and include considerations in the design for the future ferry landing for a passenger ferry service to New Westminster.
- (c) Possibly incorporate sitting areas, landscaping and lighting. The lighting could be pedestrian-level light poles with hardware for banners and flowering baskets or low bollard lights. The design and character of the lighting fixtures should be selected with consideration for the context of the riverfront e.g. marine-style lights would be appropriate. The colours of the light fixtures and other furnishings should also be selected to reflect the riverfront context.
- (d) Possibly incorporate public art in the corridor that provides visual references to the context of the Fraser River and the Pattullo and SkyTrain Bridges.

H. Guidelines for Sustainable Development

(i) Form and Character of Developments – Sustainable Development

- (a) Design buildings to reduce energy consumption by incorporating such considerations as solar access, shading, maximizing the amount of daylight into the interior spaces and providing windows that can open (e.g. maximize the southern exposure with shading devices to minimize penetration of the interior by the high summer sun, maximize the amount of glazing and widows on the exterior walls, incorporating skylights, interior courtyards or terracing the building for daylight penetration into the interior, etc.).
- (b) Consider incorporating alternative and renewable energy production systems (river-source heat pumps, geothermal heat pumps, solar heating, wind turbines or district heating in large developments, etc.) at the outset of the design stage to reduce dependence on the traditional energy sources for heating, lighting and cooling purposes. Consider integrating the proposed new energy source into the overall design, e.g., a wind turbine can be designed to become an architectural or visual art feature.
- (c) In the building construction and outdoor paved areas, consider using at least some of the materials which have been manufactured from recycled or waste materials e.g. structural components manufactured from wood chips or plywood waste, paving blocks made from recycled or discarded tires, recycled asphalt, etc.
- (d) In the outdoor areas, minimize grassed areas in favour of areas planted with shrubs, groundcover and trees. Maximize the quantity of native species and include planting material that is drought resistant and trees that provide shade.
- (e) Consider using permeable materials for outdoor surfaces, subject to consideration for the water table in the area and approval of the Engineering Department.

Appendix 3

Historical Overview of the South Westminster/Brownsville Area¹

Brownsville is located in a low-lying area on the south bank of the Fraser River. Native plants include Oregon Grape, Bleeding Heart, Salmonberry and Trailing Blackberry. Douglas Fir and Western Red Cedar were once common here.

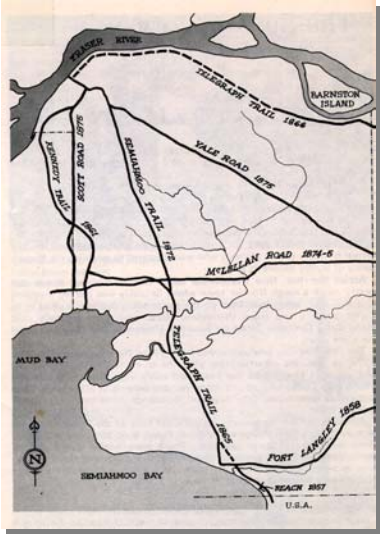
There was also an abundance of birds and mammals such as Steller’s Jay and the beaver - Surrey’s official mascot. There are more shorebirds on this river than anywhere else in Canada.

Due to the important role the Fraser River played as a food source and transportation route, the Coast Salish built villages on its banks. A Qw’ontl’en (Kwantlen) village called Qiqà:yt (Kikait) was situated here. The shallow water made this a natural crossing point, and a good site for fish weirs. The Qw’ontl’en had a summer village known as Qiqà:yt on the south bank of the river, which they called The Stó:lò. First recorded contact with Europeans came in 1808 when an expedition led by Simon Fraser came across the village. By 1830, most Qw’ontl’en had left Qiqà:yt for territory closer to Fort Langley, which had become the centre of power and trade.

The remaining Qw’ontl’en continued to occupy Qiqà:yt until the 1940s, participating in the fishing and canning industries. It was here that the Oblate Father Pierre Durieu built a Roman Catholic chapel about 1870. The church was placed in the care of the last Qiqà:yt chief, Charlie. When he died in 1908, it fell into disuse.

In the later 1800s, Fraser Valley farmers sold much of their produce at the New Westminster Market. Since farmers crossed the Fraser at the Brownsville site, all the main roads converged here. The most important road was the “New Westminster and Yale”, later called the “Old Yale Road”.

The easiest means of crossing the river was by canoe. The Qw’ontl’en apparently charged about \$1 to cross, although it is said that Eric Anderson paid a plug of tobacco to get to New Westminster from Brownsville in 1872. Mr. Anderson’s cabin, the oldest remaining building in Surrey, is now at the Surrey Museum.

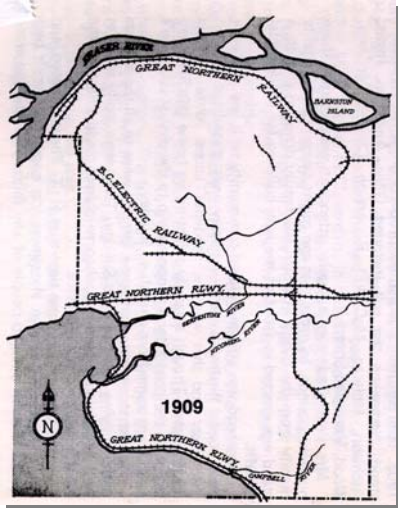


¹Adapted from the Kiosk at Brownsville Bar Park - Surrey Parks, Recreation & Culture Department.

The site became the focus of a busy community, serving as a resting and crossing place for the many people travelling to New Westminster. When the first steam ferry, the “Knivet de Knivet”, began running in 1884, the wharf was put to full use.

The “K de K” was built by Captain Angus Grant. The ferry was a “rough affair” - a barge with an engine. The most probable explanation for its name is that it came from Grant’s niece, Kate de Nevit, with the second K added for effect. With a ferry, “a farmer could haul a load of grain across the river, for a price, to the grist mill instead of slinging a couple of sacks onto a pack horse and following a winding trail to the mill at Fort Langley.” By 1889 a larger wharf was under construction and a new, more modern ferry, “The Surrey”, began running.

The New Westminster Southern Railway, built in 1891, was operated by the Great Northern Railway (GNR). The route ran from Brownsville to the international boundary at Douglas, north of Blaine, Washington. It brought increased tourist and travel business on GNR lines from as far south as Seattle. The Fraser River (toll) Bridge was built in 1904. Its construction signalled the beginning of Brownsville’s decline as a distinct area - it was bypassed. The new bridge’s bottom deck was for trains, the top for road vehicles. The British Columbia Electric Railway’s Interurban service crossed this bridge from 1910 to 1950, with a stop at South Westminster near the old ferry crossing. In 1937 the Pattullo Bridge was built to handle increased road traffic. Commuter rail service returned to Surrey in 1993 with the opening of the SkyTrain Bridge.



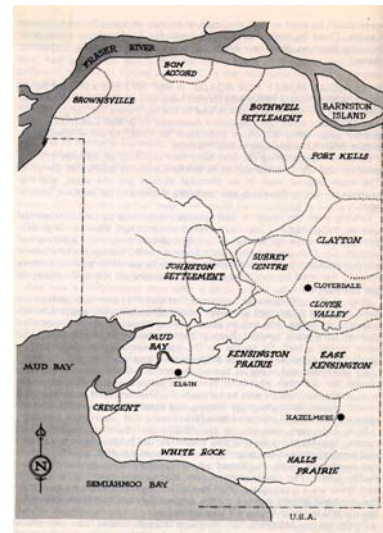
The Crown Colony of British Columbia was proclaimed at Fort Langley in 1858. Its capital was established on the north shore at New Westminster, near the Qw’ontl’en village of Sxwoyimelth. New Westminster’s growth stimulated land development and attracted settlers to the surrounding area. Crown land was offered for settlement by pre-emption on both sides of the Fraser River. Ebenezer Brown, a New Westminster Councillor and liquor merchant, acquired land on the Surrey side in the early 1860s. He built a wharf and a hotel. The area was known locally as Brown’s Landing. By 1887, it was established in business directories as “Brownsville.”

In the late 1870s, James Punch, a Surrey Councillor and Reeve, opened another hotel and saloon. The Johnson or Johnston Hotel followed in the 1880s. Surrey Council held several of its earliest meetings in Brownsville in 1880. Local ratepayers signed the first petition to Council, complaining that one Brownsville hotel keeper sold them poor quality homebrew while favouring sailors and strangers with genuine whisky. The hotel boom continued into the 1890s with the opening of the Brunswick, McCaskell’s and McDermott’s Hotels. Other new businesses included James Wist’s livery stable, a blacksmith’s shop, and a general store operated by Beaton & Pike. Contemporary business directories listed the following occupations of Brownsville residents: farmers,

liverymen, boat builders, cannery workers, gentlemen, carpenters, harness makers, fishermen and capitalists.

By the end of the 1800s the thriving settlement of Brownsville needed community facilities. Brownsville School opened in 1891. Ellen Lister was the first teacher. By 1910, however, Brownsville was losing its distinct identity in the larger district of South Westminster. The opening of the Fraser River Road and Rail Bridge in 1904 reduced ferry traffic and drew travellers away from Brownsville.

By the mid-Twentieth Century Brownsville had changed from a mixed commercial and residential community into an increasingly industrial district. As it enters the Twenty-first Century, Brownsville once again is being transformed with a re-emphasis on the River, recreation, and public amenities in trails, access and interpretation.



Fish, especially sockeye salmon, were generally abundant on the Fraser River, but there were occasional shortages. Salmon were plentiful in 1827, for instance, but in 1828 they were scarce and the Coast Salish went hungry. Brownsville fishers, whose shacks lay on Ebenezer Brown's land, shared in the harvest when it was good. The British Columbian reported in July 1865 that "500 [salmon] were taken on Wednesday night by one party" fishing opposite New Westminister.

Dominance in the fishing industry passed from the Qw'ontl'en to European, Chinese and Japanese immigrants by the mid-1880s. Fishers had to buy a license from a cannery and were then obliged to sell their catch to that cannery.

The first cannery on the Fraser River opened in 1866. By the end of the 1800s, more than 30 canneries lined its banks. Some, like the English Cannery, were situated in Brownsville. Cannery workers, many of them women, were summoned by whistle to the cannery once sufficient fish had been landed. Each fish was washed, cleaned, cut up by hand and then canned.

Machinery hastened processing and increased output to satisfy growing markets in eastern Canada, Britain, Australia, and Japan. Though mechanization reduced the waste of fish, it also helped exhaust the stock. A landslide at Hell's Gate in 1913, and pollution from mining, logging and farming, contributed to the decline of salmon runs. Commercial fishing in the Brownsville area gradually disappeared.

The eastern slope of Brownsville, known as Snake Hill, grew some of the largest Douglas Fir trees in the Pacific Northwest. Loggers were attracted to the area by the closeness of the Fraser River which was needed to float logs to the mills. James Murphy is believed to have logged most of the meandering hillside running northeast from Scott Hill. Timber was hauled over skidroads by oxen or horse team to the bottom

of Snake Hill, then floated down logging ditches to the river. Eric Wade of Cloverdale recorded that the skids were about 10 feet long, 16 inches in diameter, and set into the ground about 9 feet apart. A greaser walked ahead of the team and dabbed melted tallow onto the skids so that the logs would slide over them easily.

Sawmills and shingle mills operated in the Brownsville area from the 1880s. Dominion Shingle, McLean & Zook, Frank Shining, Walter Whiteside, and Timberland Lumber were amongst the earliest such businesses to appear in commercial directories. Workers in wood included A. Benoit & Son, boat builders. Charles Snuggs and Alexander McLeod, carpenters, were recorded as living in Brownsville in the early 1890s.

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Appendix 4

Council Resolutions

**REGULAR COUNCIL MINUTES
MONDAY, MARCH 10, 2003**

A. ADOPTION OF MINUTES

1. Council-in-Committee - March 3, 2003

(b) The recommendations of these minutes were considered and dealt with as follows:

Item No. C004 South Westminster Neighbourhood Concept Plan
File: 6520-20 (South Westminster)

It was Moved by Councillor Higginbotham
Seconded by Councillor Tymoschuk
That Council:

1. Approve, in principle, the proposed Land Use Plan for the South Westminster area (Appendix 1);
2. Instruct staff to finalize the engineering servicing and financial strategies for South Westminster and conduct a Public Open House meeting to present the proposed final Land Use Plan and engineering servicing and financial strategy for review by the public, as part of the process of finalizing the South Westminster Neighbourhood Concept Plan ("NCP"); and
3. Instruct staff to review By-law Nos. 14527 and 14528 and bring forward recommendations regarding the further processing of these by-laws in conjunction with the report to Council on the final and complete South Westminster NCP.

RES.R03-659

Carried

**REGULAR COUNCIL MINUTES
MONDAY, DECEMBER 8, 2003**

to bring forward these changes as modified by-laws early in 2004, in accordance with the required statutory requirements;

7. Instruct staff to review the Surrey Sign By-law, 1999, No. 13656 to determine whether amendments are required to incorporate restrictions on the height of signs in South Westminster, in accordance with the provisions of the South Westminster NCP;
8. Instruct staff to establish a Project Team consisting of staff from the City and the Fraser Port Authority, to begin a review of the waterfront area, shown as a "Special Study Area" in the South Westminster NCP; and
9. Instruct Planning and Development, Engineering and Parks, Recreation and Culture staff to confirm the costs of the special paving, street furniture, pedestrian-oriented street lamps and plantings, as identified in the urban design concept and to develop a funding and implementation strategy for these works.

RES.R03-3189

Carried

Plan. A number of engineering and financial issues were to be resolved as part of the Master Servicing Plan report. The Master Servicing Plan analysis has now been completed based on the Proposed Land Use Concept Plan.

DISCUSSION

We have completed an engineering servicing analysis and financial plan for the South Westminster Study Area. This report includes engineering services layouts and financial analysis, and is available in the Engineering Department.

The engineering services discussed in the report relate to major infrastructure. Only those works which could be added to the 10 Year Plan and funded through Development Cost Charge (DCC) program, such as major trunk sewer and water grid mains, major collector and arterial roads and major stormwater management infrastructure (trunk storm sewer and major canal work) are discussed in detail in the report. Localised site servicing requirements of individual developments are not analysed in the report.

Unlike most other NCP study areas, servicing South Westminster NCP has a number of unique challenges:

- The area is underlain by highly compressible peat soil;
- The groundwater table is high;
- The area is traversed by three separate railways;
- The area lies below the Fraser River 200 year flood level; and
- The existing vacuum sanitary sewer system has no capacity to accommodate new development.

Sanitary Sewer

The existing vacuum sewer system, that services about half of the study area, has no capacity to accommodate new development. Because of the high maintenance cost and the lack of reliability of the vacuum sewer, the City originally intended to replace this system with a steep grade sewer multi-cell/pump system when the area is redeveloped. The steep grade system was evaluated and compared with the newly introduced concept of Low Pressure System (LPS). The LPS is recommended over the steep grade system because it is estimated to be \$7 million less costly than the steep grade system. This saving will greatly reduce the front-end cost for initial development. This method also better facilitates the phasing of development in this area.

In the LPS, the City will own and maintain a system of force mains, and the property owner will be responsible to own and operate their respective pumping facilities on their property. This system of force mains comprise of a grid of 100 to 250mm diameter pipes conveying the sewerage pumped by the individual private pumps and delivering the sewerage to the GVRD interceptor (see Figure 1 in Appendix). The LPS will still have several municipal pump stations to maintain self-cleansing velocities in the system.

Water

Water is currently supplying the study area from three main feed points:

- From the GVRD trunk main via the 450mm diameter water main through Fraser Harbour Commission land;
- From the Kennedy Height Reservoir via a 350mm diameter water main down along Scott Road; and
- From the Whalley Reservoir via a 600mm diameter water main down along 104 Avenue.

To meet the fire flow requirement, a number of loops will have to be completed including: 300mm diameter water main along 104 Avenue and Tannery Road, 400mm diameter water main between 104 Avenue and Old Yale Road, 300mm diameter water main at Span Road, 300mm diameter water main at 110 Avenue and 300mm diameter at Robson Road.

Transportation

As a result of the relatively low density and level of development currently within South Westminster, the current road network easily accommodates the demand with very good levels of service at the intersections.

Full development of South Westminster will result in a significant increase in vehicular traffic and, without road improvements, the vehicle delays would be very high and disruptive throughout the road network.

To address the capacity requirements, significant road works are required, including construction of new roads, widening of arterials, and railway crossing improvements. The soil conditions for this area necessitate preloading, which affects the ability to phase construction and road works, and substantially increases the cost of the road construction.

In keeping with the City's objective of a bicycle and pedestrian friendly City, a comprehensive network of cyclist and pedestrian routes are proposed.

Preloading

As the NCP lies in an area underlain with peat and unconsolidated silts that will settle when subjected to loading, a soil investigation for each development should be carried out before an area is developed. The investigation should recommend the appropriate methods of placing fill and preload. Municipal services and access to individual lots may have to be maintained by relocating existing services and preloading one-half of the road at a time. Because of the logistic in providing vehicle access to adjacent properties and the relocation of existing services, development that amalgamate lots into large area should be encouraged. Conversely, small infill lots development will present an additional challenge because of the poor soils. Land assembly may be required in certain cases.

Drainage

The main watercourses and drainage systems for this area are: Delta Creek, Scott Creek, Collieries Canal, Robson Creek/Manson Canal, Old Yale Drainage System and Pattullo Drainage System. Three previous comprehensive drainage reports have studied hydrology, hydraulics and environmental issues in this area. The boundaries of these studies areas went beyond this Master Servicing Plan to address the whole storm water catchments. The details of the findings and recommendations are available in: Storm Water Management Review, Pattullo Drainage System, Old Yale Drainage System Storm Water Management Review, and Manson and Gunderson’s Slough Watersheds Functional Plan.

Most of the recommended improvement works in Pattullo and Old Yale Drainage Basins have recently been constructed. Major improvement works recommended but not yet implemented are: The Scott Creek Canal, the Collieries Canal and Manson Canal Upgrades, and the replacement of the Grace Road storm sewer.

Financing

A financial analysis is included in the engineering servicing report. The details of all the necessary DCC infrastructure have been identified and the costs are included.

The following table summarizes the projected DCC revenues and construction costs for each engineering service at full build-out. The DCC revenues in this table are based on the current DCC rates.

Services	Projected DCC Revenues	Projected DCC Expenditures	Surplus/(Deficit) Balance
Sanitary Sewer	\$2,280,000	\$3,628,000	(\$1,348,000)
Drainage	\$13,155,000	\$3,510,000	\$9,645,000
Water	\$2,651,000	\$1,522,000	\$1,129,000
Arterial Road	\$14,670,000	\$21,553,000	(\$6,883,000)
Collector Road	\$3,702,000	\$16,322,000	(\$12,620,000)

As illustrated by the above table, the overall deficit is significant with majority of the deficit in Road services. The deficit in sewer and roads is primarily due to the higher cost of construction of these services due to soft soil conditions and the need for extensive pre-loading. The largest deficit is in roads although drainage shows a large surplus, this is mainly due to the intense upgrade of the area’s drainage systems in the last few years. These upgrades were funded through the City wide drainage DCC program. Using the drainage surplus to offset deficits in other service areas would severally impact the overall drainage DCC program that now needs to upgrade other areas in the city which contributed to the recent upgrade of the South Westminster area.

The three options considered to overcome the deficit in roads are:

Options	Funding Instruments	Impacts	Remarks	Recommendations
1	Rolling the deficit into the City Wide DCC	Increases to DCC Rates: Arterial Road: 3.3% Collector Road: 13.9%	May not be equitable to other areas Needs new DCC by-law including Provincial approval	Not recommended
2	Specified Area Levy	Levy will be \$22,659 per acre over and above the DCC for industrial land (a 53.5% increase). No increase over the City Wide DCC rates.	Equitable; More flexible than Area DCC. City-wide DCCs can be leveraged to fund works. Levies collected can be spread among all the services.	Recommended
3	An Area Specific DCC for South Westminster (similar to Campbell Height)	A 53.5% increase over the City Wide DCC rates (\$65,015 per acre for Industrial zone as compared to \$107,523 for Campbell Height).	Equitable but less flexible in financing the initial work from DCC as only the DCC collected from this area can be spend for this area.	Not recommended

Option 2, the Specified Area Levy to cover the deficit in roads, offers the most flexibility, has the least financial impact, and is one of the most equitable financing scheme among the financing options available. A Specified Area Levy, under section 646 of the Local Government Act, similar to the levy imposed on Port Kells is recommended for South Westminster Master Servicing Area. It is proposed that the levy would vary among different land uses on the same basis as that for roads DCCs vary. On this basis, the levy would be around \$22,700 per acre for industrial zoning, \$2,800 per 1,000 square feet for commercial zoning - ground floor; and \$3.00 per square foot for residential RM-30 zoning.

Under the Local Government Act all properties in the South Westminster area will be notified of the City’s intention to apply a specified area levy to facilitate development. If more than 50% do not counter petition against the levy the by-law establishing the charge will be brought forward at which time the exact rates will be established.

The financial strategy is in accordance with Council’s policy respecting the developer-pay principle and requiring each NCP to be financially self-sufficient.

Development Phasing

Three sub-areas were identified and reviewed to determine the development staging in this NCP: the Skytrain Village, the Bridgehead Area and the Scott Road Corridor. Each

area incorporates a diversity of residential, commercial and retail land use, thereby allowing flexibility in responding to changing market demand.

From an engineering and servicing cost perspective, Skytrain Village Area is easiest to service and offer the best cash flow for the infrastructure development. Scott Road, 128 Street and 110 Avenue service this area. Scott Road has been preloaded and 110 Avenue has been partially preloaded. Signalised intersections already exist at Scott Road and King George Highway. The area is close to Skytrain and transit. Some of the sanitary system is already in place.

Scott Road Corridor Area, located along Old Yale Road and between the Scott Road and the South Fraser Way, is the second best area from a cash flow and servicing cost perspective. This area can be accessed from both Scott Road and South Fraser Way that were both preloaded. However, Old Yale Road has not been preloaded and will be costly to construct.

Servicing the Bridgehead area, located at the end of Old Yale Road and by the side of Fraser River, presents a number of challenges. Old Yale Road, being the only primary access to the area, is in relatively poor condition and has not been preloaded. Timberland Road is the secondary access, also is in poor condition, and shares its right-of-way with a railway spur line. The edge of the roadway abuts the rail. The widening of Timberland Road would require additional right-of-way. An elevated rail crossing exists near the intersection of South Fraser Way and Old Yale Road. This bridge crossing needs to be upgraded at a significant cost to provide the clearance necessary for the Old Yale Road Improvement. This area is the most expensive area among the three areas selected in this study.

The table below shows the servicing costs and the projected DCC collections for the three selected areas in the next 10 years:

Area	Servicing Cost	10 Year DCC Revenue Forecast	Projected Surplus/Deficit	Anticipated Phasing
SkyTrain Village	\$4,001,000	\$7,339,000	\$3,338,000	1st
Scott Road Corridor	\$3,846,000	\$1,697,000	\$(2,149,000)	2nd
Bridgehead	\$4,870,000	\$817,000	\$(4,053,000)	3rd

Note: The figures in this table and the following table are rounded to the nearest \$1,000.

CONCLUSION

The South Westminster Master Servicing Plan report provides the comprehensive servicing and financial plan for the area. The report provides a funding strategy such that the major servicing costs are not borne by the existing taxpayers. Significant savings will incur in adopting the Low Pressure Sanitary Sewer System as against the original concept of Steep Grade Sewer System. Small infill lot development will be difficult at first because of the logistics of preloading. Significant deficits are projected for the Arterial and Collector Road DCC collection; however, the proposed Special Area Levy scheme

will address these deficits. The engineering plan and financing strategy has been presented to the South Westminster Business Advisory Committee and received their support.

Paul Ham, P.Eng.
General Manager, Engineering

cc: City Solicitor

VL/RL/PH/brb/kjj
Attachments

6. Instruct staff to make the necessary changes that were identified during the NCP process, to By-law No. 14527, which introduced the new ISB – Selected Business Industry Zone and By-law No. 14528 which was focused on rezoning certain properties in South Westminster from IL – Light Industrial to ISB, both of which are currently at Second Reading and to bring forward these changes as modified by-laws early in 2004, in accordance with the required statutory requirements;
7. Instruct staff to review the Surrey Sign By-law, 1999, No. 13656 to determine whether amendments are required to incorporate restrictions on the height of signs in South Westminster, in accordance with the provisions of the South Westminster NCP;
8. Instruct staff to establish a Project Team consisting of staff from the City and the Fraser Port Authority, to begin a review of the waterfront area, shown as a "Special Study Area" in the South Westminster NCP; and
9. Instruct Planning and Development, Engineering and Parks, Recreation and Culture staff to confirm the costs of the special paving, street furniture, pedestrian-oriented street lamps and plantings, as identified in the urban design concept and to develop a funding and implementation strategy for these works.

INTENT

The intent of this report is to provide background information to and obtain Council approval of:

1. The complete and final NCP for South Westminster, including a land use plan and urban design concept;
2. The funding mechanisms for amenities proposed for the South Westminster NCP area and the associated Zoning By-law amendments; and
3. A process for OCP and Zoning By-law amendments needed to implement the South Westminster NCP, including minor changes to the Zoning By-law amendments that are in process, to promote higher quality industrial development in South Westminster.

BACKGROUND

South Westminster is situated in the northwest quadrant of Surrey, immediately south of the King George Highway entrance to Surrey. The area is emerging as a prominent gateway, due to transportation improvements in the area such as SkyTrain, park and ride facilities at Scott Road and the South Fraser Perimeter Road. Given its prominent location, its good accessibility and its role as a gateway, there is a strong desire to improve the image of South Westminster from that of a salvage industrial area, to an area with high quality development, more compatible with its surrounding neighbourhoods.

On March 10, 2003, City Council approved, in principle, a Land Use Plan for the South Westminster area and adopted the engineering servicing and financial strategies as presented in the South Westminster Master Servicing Plan (see Corporate Report No. C005, attached as Appendix III) as a means of managing the provision of engineering services for this neighbourhood. Council's approval of the Master Servicing Plan was subject to:

1. Full payment of sanitary sewer, arterial and collector road Development Cost Charges ("DCC"s) at the time of the Servicing Agreement; and
2. Consideration of the use of a specified area levy to assist in funding arterial and collector roads subject to:
 - Refining the issue surrounding the four lane roads;
 - Receiving public input regarding the financing;
 - Contacting TransLink with respect to the roads, in particular, the proposed four lane roads, as to whether the project would qualify for Major Road Network funding; and
 - Reviewing comparisons of the proposed levy with the Port Kells and Campbell Heights area levies.

On November 24, 2003 Council considered a report from the General Manager of Engineering as a follow-up to the above-referenced report (see Corporate Report No. R242, attached as Appendix IV). Council approved a "no levy" option and approved a strategy that involves the deferral of some arterial road construction in South Westminster beyond 10 years. The remaining arterial road deficit will be funded from City-wide DCCs and major collectors will be constructed by fronting developers in conjunction with the development of the adjacent sites.

With respect to land use planning issues, Council instructed staff to conduct a Public Open House to present and obtain input on the final plan and development strategies. Staff was also directed to review By-law Nos. 14527 and 14528 (respecting modified industrial zones) and to bring forward recommendations regarding the further processing of these by-laws in conjunction with the final and complete South Westminster NCP.

On April 16, 2003 City staff hosted an Open House, attended by approximately 90 people, to present and receive comments on the final plan and strategies. Although some concerns were expressed regarding the timing associated with the planning process, there was general support for the Plan. Since the Open House, staff also met several times with the Business Advisory Committee, concerned citizens and a Ratepayer Group representing residents living in homes adjacent to South Westminster. (A complete list of all meetings is outlined in this report). Input has also been received from a development company interested in acquiring and developing about 38 hectares (95 acres) in South Westminster (the former PNE lands).

DISCUSSION

The Land Use Plan

The South Westminster Plan responds to the City’s objectives by presenting a new vision that will transform an unattractive and under-utilized industrial area into new industrial neighbourhoods and business districts, public spaces and special residential communities. The Plan will provide for an aesthetically pleasing environment that will encourage investment. Although the Plan is focussed on guiding the long-term development of the area, it will also serve to guide current land use decisions in improving the area’s image and creating an attractive gateway into Surrey, via the Pattullo Bridge and the SkyTrain. The Plan envisions a variety of land uses, including commercial, industrial, residential and recreational. It provides for five distinct districts defined by existing major roads and railways.

These five districts are described below and shown on the map attached as Appendix V. The recommended Land Use Plan is contained in Appendix VI.

The Fraser River Waterfront District

This area envisions two waterfront parks (Brownsville Bar and Tannery Park) connected by a future public boardwalk along the Fraser River shoreline. The Plan calls for a change along the waterfront from vacant and under-utilized industrial lands to recreation in the short term and to residential/commercial uses in the long term. It also identifies high quality business parks and/or multiple family residential uses around the Pattullo bridgehead area and along the King George Highway corridor. The existing trailer park site, located adjacent to the waterfront at Old Yale Road, could potentially be redeveloped to a higher density multiple residential use. A portion of the riverfront between the two parks has been identified as a "Special Study Area". It is the intention of the City to work with the Fraser River Port Authority toward finalizing the types of land uses and waterfront design along this portion of the River.

Yale Street Commercial District

The South Westminster Plan recognizes the importance of Old Yale Road as a historic link to the River and reinforces this role by identifying it as a key and significant link to the Fraser River waterfront area. The Plan envisions the development of retail and office uses mixed with residential uses on the upper floors of properties fronting Old Yale Road. Lined with small-scale, pedestrian-oriented commercial uses such as shops, sidewalk cafes and restaurants at street level on both sides of Old Yale Road, the street is envisioned to be open, inviting and pedestrian-friendly. The Plan calls for the areas around Old Yale Road to be developed for high quality business parks mixed with multiple residential uses.

The intersection of Old Yale Road and the South Fraser Perimeter Road is currently at grade with traffic signals. With the completion of the South Fraser Perimeter Road, it is anticipated that this intersection will be eliminated with the South Fraser Perimeter Road

grade-separated over Old Yale Road. This will allow Old Yale Road to continue at grade underneath the fly-over.

Transit-Oriented Urban Village

Given the public-oriented and transportation focus associated with the SkyTrain, the area in the vicinity of the Scott Road station is appropriate for a transit-oriented development that takes advantage of its regional accessibility, proximity to the riverfront and river views. The intent is to develop this area as an active residential community.

Transit-Oriented Development is typically a compact, mixed-use development centred at a transit station to encourage people to live near transit services and to decrease their dependence on cars. To accommodate residential uses in the area, a school and park site, if required by the School District, has been designated in the south part of the area.

Scott Road Commercial District

The Plan envisions the development of highway commercial uses along the Scott Road corridor from 104 Avenue/Tannery Road north to Old Yale Road. The highway commercial outlets could be complemented by business parks toward the South Fraser Perimeter Road and toward the east to the toe of the southeast slope of the residential hillside. The development of high quality business parks, along with landscaped buffer areas will provide a suitable transition to the residential areas on the hillside.

Light Industrial District

The Fraser Port is a 54-hectare (133-acre) multi-berth port facility located on the southern tip of the South Westminster industrial area. With excellent access provided by the South Fraser Perimeter Road, railways and the River, the Ports' outlook for expansion appears favourable. In recognition of the Port's favourable future, the South Westminster Plan makes provision for industries in the vicinity of the Port that will support the continued growth and prosperity of the Port. With the completion of the South Fraser Perimeter Road, the Port will receive enhanced access via an interchange at Tannery Road which will connect the Port lands with the light industrial lands on the southeast side of the Perimeter Road.

In response to the concerns of the residents on the hillside to the south and east and to buffer the industrial lands from the residential uses on the hillside, the lands within the eastern portion of this district, at the base of the hillside, are designated for Business Park uses.

The Urban Design Concept

The Urban Design Concept intends to re-capture the "sense of place" for South Westminster (Appendix I, Part D). It reinforces the historic connection to the Fraser River along Old Yale Road, incorporates opportunities for landmarks, gateways, plazas and squares at strategic points and integrates the history of the area through the creation of a number of urban spaces that will focus activities in the community. The Urban

Design Concept also provides for special development guidelines for the various character areas in South Westminster. Detailed descriptions and drawings of the Urban Design Concept are contained in Appendices I and II.

Amenity Requirements

In accordance with Council policy, to address the amenity needs of the proposed new development in South Westminster, all development proposals will, at the time of rezoning or building permit issuance, be required to make a monetary contribution toward the provision of new police, fire protection and library services and toward the development of the parks, open spaces and pathways.

The monetary contributions toward police, fire and library materials will offset the capital costs of providing these services to the new development. They are applied on a standardized basis in all of Surrey's Neighbourhood Concept Plan areas. Monetary contributions toward parks, open spaces and pathway development are based on an estimate of the capital costs of the development of sports fields and related amenities for the proposed school-park site, trails in linear parks along drainage canals, the waterfront walkway and plazas, improvements at Brownsville Bar Park and development of Brownsville Square at the foot of Old Yale Road.

Business, industrial and commercial developments are exempt from contributing toward park/pathway development and library services, as they will have minimal impact on the need for these services. A summary of the applicable amenity contributions (per dwelling unit or acre) is outlined below.

South Westminster Neighbourhood Concept Plan – Amenity Contributions			
	Per Unit Contribution – All Residential ⁴	Per Acre Contribution – All Non-residential ⁵	Anticipated Revenue
Police Protection	\$54.46 per dwelling	\$218.65 per acre	\$329,683.50
Fire Protection	\$236.09 per dwelling	\$944.68 per acre	\$1,425,023.95
Park/Pathways Development	\$855.00 per dwelling	n/a	\$2,800,000.00
Library Materials	\$122.35 per dwelling	n/a	\$400,626.95
Total Contribution: Per unit or per acre	\$1,267.90 per dwelling	\$1,163.33 per acre	
Total Anticipated Revenue			\$4,955,334.40

Public Consultation

The planning process involved a number of steps with formal and informal opportunities for the public and business owners to participate in the process. These steps included:

1. Council approved Terms of Reference (1999);

⁴ Based upon an estimated 3,275 dwelling units
⁵ Based upon: 155 acres of business park, 55 acres of business park/IL, 335 acres of IL, 20 acres of retail C-8, 120 acres of highway commercial, and 5 acres of transit village business/commercial = 690 acres

2. Business Advisory Committee ("BAC") formed - 16 members (1999);
3. Three land use options developed (2000);
4. Public Open House (May 2000);
5. Preferred land use option discussed with BAC (delayed due to PNE decision);
6. Preferred land use plan endorsed by BAC (2002);
7. Servicing study commenced (2000);
8. Council approved NCP in principle (March 2003);
9. Public Open House to review final plan, servicing and funding requirements (April 2003);
10. Meetings with Ratepayers' Association and BAC about final Plan:
 - Community meeting with hillside residents (June 2003),
 - BAC Meeting (September 2003),
 - Meeting with Ratepayer's Association Executive (September and October 2003),
 - Community Meeting with Ratepayer's Association (November 2003);
11. Funding sources for services finalized (November 2003);
12. Finalization of NCP, servicing and funding (November 2003); and
13. Council approval of NCP, servicing and funding (Pending December 2003).

At the final Public Open House in April 2003, a group of residents from the surrounding hillside area brought forward concerns respecting the existing and proposed land uses in South Westminster. These residents subsequently established a Ratepayer's Association. Their specific interests are:

- Concern that the potential expansion of the Fraser Port and additional industrial uses may be noisy, bright and cause nuisance for the residents on the hillside; and
- A desire for more parkland in the South Westminster area for the use and enjoyment of hillside residents, including connecting bicycle and pedestrian routes to better integrate the hillside residential area with the low lands and waterfront in South Westminster.

City staff (Planning and Development, Engineering and Parks, Recreation and Culture) met with this Ratepayer group on four occasions to review and discuss these matters. As a result, the lands at the base of the hillside are designated for Business Park uses to ensure that development adjacent to the residential areas is of a high quality with no outdoor storage facilities. Additional pedestrian and bicycle routes were also incorporated into the Plan along with some additional green space and recreational opportunities. Buffering between the industrial and residential areas is a requirement of the NCP as well as enhanced landscaping within and around new developments in the industrial areas of South Westminster.

Implementation of the NCP

Zoning By-law Amendments to Promote Higher Quality Industrial Land Use

In October 2001, Council gave first and second readings and held a public hearing on two Zoning By-law amendments:

1. The new ISB - Selected Business Industry Zone was intended to accommodate and regulate the development of selected industrial uses primarily enclosed within buildings. Outdoor storage in the proposed ISB Zone was proposed to be limited to an area equal to the site coverage of the building on each site (i.e., a 25, 000 square foot single storey building could have a maximum of 25,000 square feet of outdoor storage including truck parking); and
2. The second by-law involved several large sites in South Westminster which were proposed to be rezoned from IL – Light Industrial to the proposed new zone ISB. The rationale for this rezoning was that these lots are large and under the IL zone, could be used for transportation industry and truck parking uses. To restrict the possibility of large-scale outdoor storage uses on these sites, it was recommended that these lots be rezoned to the amended ISB Zone.

Following the public hearing for these two by-law amendments in October 2001, Council directed staff to review the amendments with a view to confirming their potential effectiveness and synchronize them with the outcome of the NCP process for South Westminster.

Recently, a major developer has expressed an interest in developing the former PNE lands in five building phases over the next 15 to 20 years. The intent is to build warehouse and distribution facilities, service commercial uses and single occupancy and multi-tenant industrial buildings. This industrial area is critical to the viable operation of the Fraser Port. As well, this project would provide a much needed catalyst to the redevelopment of South Westminster. It is recognized that the servicing and site preparation required, due to the poor quality soils, will be expensive and will take some time. For these reasons the developer has requested the ability to use portions of this area for outside storage on a temporary basis. Where the proposed ISB zone was intended to apply to these lands, limiting outdoor storage and truck parking to the size of the building on each lot, the developer has requested that at build-out, outdoor storage and truck parking be allowed on up to 40% of the site, provided that the minimum building site coverage is 25%. The height of outdoor storage will also be regulated. Container storage will be permitted on up to 10% of the area of a site, but cannot be in excess of two containers high.

It is recognized that Council and neighbouring residents have voiced concerns with the outdoor storage, with the compatibility of outdoor storage uses with the surrounding residential areas and with the overall image and appearance of the South Westminster area. In view of this, it is recommended that the two previously introduced bylaws be modified to allow a higher level of outside storage, subject to adequate screening and buffering to meet Council’s objectives for a high quality and attractive industrial and business area.

The proposed ratio of building site coverage to outdoor storage is slightly higher than that prescribed for the City-owned industrial sites in Bridgeview (i.e., up to 35% of the site may be used for outdoor storage and truck parking if the building covers 25% of the site). These provisions, however, would apply only to large master planned development projects where the ratios of building coverage and outdoor storage can be managed in a comprehensive manner. In the interim, it is recommended that for any site where the building covers less than 25% of the site, outdoor storage and truck parking be limited to an area no greater than 1.5 times the area of building coverage.

It is not recommended, however, that outside storage be included in the by-law as a principal permitted use on any site. The South Westminster NCP specifies that any proposal for interim outdoor storage on any site (i.e., before the site is developed) within the Light Industrial designation would only be considered through a site-specific Temporary Use Permit ("TUP") application. In this way, Council will maintain control over the height of and nature of outdoor storage areas and on the screening and buffering requirements and would be in position to reconsider whether the use should be continued every two years when the TUP expires. Eventually, these sites would be developed with industrial buildings.

OCP Amendments

The entire area covered by the South Westminster NCP is currently designated Industrial in the OCP. Although the NCP Land Use Plan anticipates some changes to the OCP designations in South Westminster (i.e., from Industrial to Commercial at the SkyTrain Station), the determination of the precise boundaries of these changes cannot be established until a detailed survey plan is presented. It is, therefore, recommended that any necessary changes to the OCP designations in South Westminster proceed concurrently with site-specific rezoning applications, as has been the process followed for other NCP in the City.

Design Guidelines

It is proposed that the Design Guidelines for South Westminster be implemented through the process of reviewing and approving Development Permits.

Project Team

A project team consisting of City staff from the Planning and Development, Engineering and Parks, Recreation and Culture Departments along with staff from the Fraser Port Authority should be established to initiate the "Special Study" required for the waterfront area as described in this report.

Zoning By-law Amendment for Amenity Contributions

To enact the amenity contribution requirements, the Zoning By-law requires an amendment to add South Westminster to the list of Neighbourhood Concept Plans within which amenity contributions are required. The proposed amendments to Schedule "G" of

the Zoning By-law, to incorporate the amenity fees for South Westminster, are documented in Appendix II.

Potential Sign By-law Amendment

Portions of South Westminster, particularly along Scott Road and the South Fraser Perimeter Road, will be developed with commercial and business park uses. These areas are and will continue to be exposed to a large amount of local and commuter traffic on these major roads. To ensure that the developments along these frontages have a reasonable opportunity for signage, without detracting from the objective of creating a high-quality attractive gateway to Surrey, amendments to the Sign By-law may be required. City staff will review the Sign By-law with a view to bringing any appropriate amendments forward to Council in due course.

CONCLUSION

The proposed South Westminster Plan responds to Surrey’s objectives with a new vision that will transform an industrial waterfront into parks and public spaces and transform an existing less than attractive and under-utilized industrial area into new industrial and business districts, special residential communities and waterfront recreation areas. The Plan provides for jobs, an increased tax base from land/improvement assessments and an improved balance between residential and business land use activities as set out in the OCP. The South Westminster Plan will also provide for an aesthetically pleasing environment that will encourage investment in South Westminster.

Strategies have been identified for funding various amenities required for the new development and for creating a new identity for South Westminster through an Urban Design Concept. The Plan has been developed in consultation with the property owners and stakeholders of the South Westminster area and adjacent residential areas. The area’s industrial community supports the Plan as proposed.

In 2004, staff will bring forward to Council, modifications to two by-laws that dealt with limiting the amount of outdoor storage that would be permitted on certain lands in the area. These by-laws were tabled after the public hearing, pending the outcome of the South Westminster NCP process. The modifications to these by-laws will allow limited outdoor storage within proximity of the Fraser Port, while ensuring quality compatible business uses next to the surrounding residential areas.

It is recommended that the final and complete NCP for South Westminster, as described in and appended to this report, be adopted by Council to guide the future development of the South Westminster area.

Murray Dinwoodie
General Manager
Planning and Development

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Attachments