

NO: R171

COUNCIL DATE: July 24, 2017

REGULAR COUNCIL

TO: **Mayor & Council**

DATE: **July 20, 2017**

FROM: **General Manager, Planning & Development**

FILE: **6520-20**
(South Campbell Heights)

SUBJECT: **South Campbell Heights Land Use Plan**

RECOMMENDATION

The Planning & Development Department recommend that Council:

1. Receive this report as information;
2. Approve the South Campbell Heights Land Use Plan as described in this report and as shown in Appendix "I;"
3. Approve an amendment to the Campbell Heights Local Area Plan for those lands shown in Appendix "II;"
4. Direct staff to prepare a bylaw to amend Figure 3 (General Land Use Designations map) in the *Official Community Plan Bylaw, 2013, No. 18020*, to be consistent with the land uses shown in Appendix "I;" and
5. Direct the City Clerk to bring the Official Community Plan amendment bylaw forward for the required readings and to set a date for the associated public hearing.

INTENT

The intent of this report is to seek Council approval for the South Campbell Heights Land Use Concept as the basis for a proposed amendment to the Official Community Plan (OCP) General Land Use Designations map (Figure 3 in the OCP).

POLICY CONSIDERATIONS

Regional Growth Strategy and Official Community Plan

The South Campbell Heights Land Use Plan area (see Appendix "I") includes lands within and outside of the Metro Vancouver Regional Growth Strategy's Urban Containment Boundary (UCB).

The part of the study area that is within the UCB is designated "Mixed Employment" in the Regional Growth Strategy (RGS), where residential land uses are not consistent with the RGS. This area is also designated "Mixed Employment" in the City's OCP, which has similar land use

provisions to the RGS. Any land use changes approved by Council through the Local Area planning process that are not consistent with these current designations will require a “Type 3” minor amendment to the RGS and an OCP amendment. A “Type 3” minor RGS amendment requires a 50%+1 positive, weighted vote of the Metro Vancouver Board. An OCP amendment requires a public hearing at City Council.

The majority of the study area is outside of the UCB, and is also outside of the Agricultural Land Reserve (ALR). This area is designated “Rural” in the RGS, which greatly limits the density of any residential land uses and is not intended to be serviced by the regional sewerage system. This area is designated “Agricultural” in the OCP, which limits land uses to agriculture and compatible, very low density land uses. In both the RGS and the OCP the area is identified as a “Special Study Area,” indicating that future land use changes are anticipated.

Land use changes approved by Council through the Local Area planning process that are not consistent with the current designations would require an RGS amendment and an OCP amendment. Since this area is identified in the RGS as a “Special Study Area,” the threshold for approval of an RGS amendment is a 50%+1 majority weighted vote with no regional public hearing. An OCP amendment requires a public hearing at City Council.

The typical process for an RGS and UCB amendment is to bring the relevant OCP amendment through its Public Hearing and Third Reading at the local government level before bringing the regional amendment applications forward to the Metro Vancouver Board. If the RGS and UCB amendments are approved at the Metro Vancouver Board, the related OCP amendment may then be considered by City Council for Final Adoption.

Local Area Plans

A part of the study area that lies within the existing Campbell Heights Local Area Plan (Appendix “III”) is proposed for Conservation, Business Employment and Institutional/Special Residential. This requires an amendment to that plan, as set out in the Recommendations in this report. This amendment may be approved by Council resolution, and does not involve a public hearing. The rest of the study area forms a new Local Area Plan, which may be approved by Council resolution as well, consistent with the City’s normal secondary plan process.

BACKGROUND

On May 3, 2017, Council approved the recommendations of Corporate Report No. R095; 2017, which summarized a process for community consultation leading to a preferred Land Use Concept for the study area. This report also included a set of draft Planning Principles that were intended to address the key planning issues in the area. By approving the recommendations in that report, Council authorized staff to hold a public open house to gather feedback on the plan from members of the public.

The public open house was held on June 28, 2017 at the Semiahmoo Fish and Game Club facility and was attended by approximately 150 persons. Feedback forms seeking a response to the preferred Land Use Concept were made available at the meeting, and 153 forms were returned to the City. In addition, staff posted the proposed plan and supporting information on the City’s online CitySpeaks survey platform and received comments and feedback from the public through this channel as well.

A summary of the results of the public feedback received is shown in Appendix “III.”

Study Area Description

The lands within the South Campbell Local Area Plan study area are characterized by a mix of forage and pasture fields and by mixed coniferous and deciduous second-growth forests on gently-sloping lands on either side of the Little Campbell River, which flows within a shallow, wooded ravine from the northeast to the southwest through the area. Within the study area, the Little Campbell River, along with several of its tributaries, is classified as a Class A watercourse, which means that it supports fish.

Land uses within the study area include several working farms, rural residential properties and hobby farms, a recreational vehicle park, a small City-operated cemetery, and the protected heritage Brooksdale Estate, operated as an environmental and education centre by the A Rocha Society. The area is bounded by the Campbell Heights industrial area to the north of 20 Avenue, the Township of Langley to the east, and the ALR to the south and west.

The City owns a number of properties in the study area totalling approximately 130 acres, much of which is forested and identified as environmentally significant in the Biodiversity Conservation Strategy (BCS).

Virtually the entire study area is located over the Brookwood Aquifer, a shallow, unconfined aquifer that is sensitive to water quality issues related to recharge and runoff, as well as to potential water table fluctuation related to impervious surfaces limiting infiltration, wells drawing down the water table, and to aggregate extraction in the area.

Planning Process

The Local Area Plan process was initiated in September 8, 2014 by way of Council approving the recommendations in Corporate Report No. R15; 2014. The process began with commissioning two background studies, an environmental study (including an archaeological assessment and groundwater review), and a market demand study, focused on the regional and local need for employment lands. The Terms of Reference for these studies was approved on December 1, 2014 by Council through Corporate Report No. R19; 2014. The background studies provided key information for land use planning.

The planning process has involved intensive consultation, particularly with a Stakeholders committee made up of a diverse group of local landowners and representatives of environmental and community groups with strong interests in the area. Additional consultation has included a meeting with all landowners in the study area, two public open houses, interagency meetings, meetings with Metro Vancouver staff, and delegations to various City Committees.

DISCUSSION

Background Studies

Environmental Study

The environmental study was conducted by Madrone Environmental Ltd. The environmental study identified significant environmental resources in the study area, environmental constraints on development, management of issues related to groundwater resources and aquifer protection, and made recommendations on environmental conservation opportunities. The study also included an archeological review, as the study area is located within the Semiahmoo First Nation's traditional territory. The results of the environmental study were presented to Council on June 29, 2015 through Corporate Report No. R141; 2015.

Market Demand Assessment

The market demand assessment was conducted for the City by Colliers International, to determine the existing and future need for industrial and/or other employment lands, and the timing of this need in relation to the absorption of existing industrial sites in Campbell Heights and elsewhere in the region.

This assessment indicated that the Metro Vancouver region is facing a shortage of employment land, particularly industrial lands, over the coming 15-25 years. This regional shortage is manifesting itself in an increased absorption rate (annual acreage of new development) in Surrey, which is one of the last areas in the region with available lands designated for industry. The implication of this assessment's findings is that industrial land uses should have a priority consideration within the assessment area, except in areas that are not appropriate for industry.

Public Process to Date

Landowner Meeting

All landowners within the study area were invited to a meeting on April 14, 2016 at the Hall's Prairie Elementary School. Approximately 70 persons attended the meeting, which introduced the planning process and shared the results of the background studies. Comment sheets were handed out in order to collect feedback on the process and to ascertain the main planning issues, and a question-and-answer session was held to address concerns and questions related to the planning process.

First Public Meeting

A public open house was held on May 31, 2016 at Shannon Hall in Cloverdale. Approximately 152 persons attended the meeting. The material presented was similar to that at the initial landowners meeting, comment sheets were distributed, and a question-and-answer session was held. Some of the main issues raised at this meeting included concerns related to a specific development application for a truck parking facility in the area (that has since been withdrawn), environmental concerns related to the protection of the aquifer, air quality concerns related to potential industrial uses within the plan, traffic (particularly commercial truck traffic, and the potential loss of habitat and agricultural land). 71 feedback forms were returned to the City; the

majority (52 respondents) were opposed to urban development in the area, with only 9 respondents in favour, and 14 unsure. The comments received were valuable in framing the planning issues and the development of Planning Principles and a Land Use Concept.

Stakeholders Meetings

Following the public meeting, a Stakeholders Committee was formed made up of 23 members. Members included landowner representatives drawn from each “quadrant” of the planning area; representatives of environmental and community groups including the Little Campbell River Watershed Society, Semiahmoo Fish & Game Club, the Surrey Environmental Partners, the A Rocha Society, Friends of Hazelmere/Campbell Valley, and Grandview Heights Stewardship Association; and representatives of the Semiahmoo and Kwantlen First Nations.

The Stakeholders Committee met four times between spring 2016 and February 2017 to provide feedback and input on key planning issues, to refine Planning Principles that guide land use planning, and to assist staff in refining a general Land Use Concept. These Stakeholders Committee meetings have been valuable in terms of developing and refining the Planning Principles summarized below and the Land Use Concept shown in Appendix “I.” Through an iterative process and several rounds of feedback, the Planning Principles and Land Use Concept have received broad support among the members of the Stakeholders Committee.

Second Public Open House

A second public open house was held on June 28, 2017 at the Semiahmoo Fish and Game Club facility. Approximately 150 people attended the open house. Boards describing the planning process, the findings of the background studies, the draft Planning Principles, and the proposed Land Use Concept were presented and discussed. A presentation of the material was followed by a question-and-answer session. Feedback forms were available at the meeting, and people were also directed to the online survey forms through CitySpeaks.

Planning Principles

Based on several iterations and refinements suggested by Stakeholders, the following draft Planning Principles have been developed for Council’s consideration and endorsement:

1. Protect and enhance the integrity of the Little Campbell River and its supporting riparian area.
2. Protect the integrity of the aquifer and groundwater resource from contamination and depletion through the development and implementation of Aquifer Protection Measures.
3. Establish and protect significant wildlife corridors along the Little Campbell River in keeping with the BCS.
4. Protect significant forest stands and tree specimens both within conservation areas and within development areas.
5. Ensure appropriate buffers and land use interface between development and the ALR, both in Surrey and Langley.

6. Recognize and build upon the special and unique character of the area through development policies and design guidelines that integrate agriculture and natural systems with development that is compatible in scale, density, and intensity.
7. Respect sensitive land uses and sites including heritage; archaeological sites; educational, conservation, and care facilities; and cemeteries through compatible interface land uses and buffers.
8. Ensure safe road conditions, intersections, and access points, particularly along 16 Avenue and 192 Street.
9. Ensure that development is well-connected with a local street and cycling and pedestrian network to distribute traffic effectively and provide efficient accessibility within the plan area.
10. Emphasize a high standard of building and site design including low-impact development features such as green roofs, energy-efficient buildings, bioswales, and rain gardens.
11. Prioritize employment land uses, especially agriculture; those that address the regional shortage of employment land; and those which require large sites or a semi-rural setting.
12. Limit new residential development to institutional (seniors, care homes, educational, retreat, non-profit), low density, or “agri-community” or “eco-community” housing where environmental or access considerations preclude employment uses.
13. Reserve appropriate lands as agricultural for potential future exchange and inclusion into the ALR.

Stakeholders and Public Feedback on the Planning Principles

These Planning Principles were refined several times in consultation with the Stakeholders Committee and have received virtually unanimous support among the diverse Stakeholders. Among the 168 responses received following the second public open house, 74% of respondents supported or partly supported the Planning Principles, with 26% opposed. Of those opposed to the Planning Principles, the majority of comments cited Principle #11 and disputed the need to prioritize employment uses, and particularly industrial uses.

The Planning Principles form the basis for developing the Land Use Concept shown in Appendix “I,” and for design and development standards and guidelines that will be further developed in Stage 2 of the planning process.

Proposed Land Use Concept

The Land Use Concept shown in Appendix “I” is the result of an iterative process, working with members of the Stakeholders Committee to develop a plan that applies the Planning Principles to the study area in ways that are consistent with the findings of the Environmental Study and the Market Demand Study.

The land uses shown in the Land Use Concept are grouped into four designations (“Zones”):

1. Conservation (approximately 35% of the area);
2. Business Employment (approximately 14% of the area);
3. Special Commercial and Institutional (approximately 24% of the area); and
4. Institutional/Special Commercial/Special Residential (approximately 27% of the area).

Zone 1: Conservation

Approximately 225 acres (93 ha.) or 35% of the study area is within the Conservation designation. This area is intended to be protected and set aside as natural area, either as public land dedicated to the City at the time of development or purchased by a public agency such as the City, or as privately-owned lands with conservation protection such as a restrictive covenant. The core areas of this designation are the riparian setback areas along the Little Campbell River and its tributaries (Twin Creeks, in the northwest of the study area), and significant forested blocks along 192 Street owned by the City. These Conservation areas are aligned with the Green Infrastructure Network (GIN) identified in the BCS.

The management of these lands are intended to stress natural ecosystem protection, restoration, and enhancement, but may include trails and limited site amenities such as viewing areas and benches as determined through further site planning.

Zone 1 Goal

Establish a contiguous and well-managed natural core as the central organizing element for the plan area, anchored on the Little Campbell River valley.

Zone 1 Objectives

- Create a wide and contiguous natural corridor along the Little Campbell River augmented by significant forested hubs, consistent with the BCS;
- Pursue public or conservation organization ownership of the Conservation area through land acquisition and/or land development processes;
- Develop recreational trail systems connecting key conservation areas along the Little Campbell River and the Campbell Heights escarpment; and
- Facilitate secondary natural corridors and trail loops in a planted buffer along the ALR edge.

Zone 2: Business Employment

Approximately 85 acres (35 ha.), comprising 14% of the study area is designated for Business Employment. This designation is intended for employment uses such as warehousing, clean light industry contained within enclosed buildings, and office uses that are accessory or complimentary to light industry, consistent with the Industrial-Business Zone. This land use addresses the regional demand and impending shortage of light industrial land, which is important for the functioning of the regional economy and which provides employment. In response to concerns expressed by the public, the employment uses permitted in this designation will be limited to those that do not require an air quality permit from Metro Vancouver, nor any discharge permits from the Ministry of the Environment, to ensure that these uses do not have an undue impact on

water and air quality in this sensitive area. Outdoor storage or fabrication of industrial products will also not be permitted.

In Stage 2 of the planning process staff will develop design and development guidelines specific to this designation, including Aquifer Protection Measures intended to protect water quality in the aquifer through runoff management and treatment controls and to ensure replenishment of the aquifer through infiltration and recharge. Staff will also develop detailed design guidelines for the interface of this land use with the ALR to the west and the Conservation Zone to the north and east.

Zone 2 Goal

To address the regional demand and impending shortage of employment land in the region, particularly in the logistics, warehousing, and distribution sectors, including food processing and distribution.

Zone 2 Objectives

- To regulate development to protect the aquifer and riparian habitat through appropriate rainwater management, infiltration control, and site planning measures;
- To ensure an appropriate interface with agricultural areas through buffer strips planted with native vegetation, and light, noise, and air emission controls;
- To effectively distribute traffic – and especially truck traffic – to reduce impacts on adjacent, sensitive land uses and neighbourhoods;
- To maximize the utilization of light industrial lands in order to reduce their footprint and use scarce employment lands efficiently; and
- To facilitate a network of walkways linking to major greenways.

Zone 3: Special Commercial and Institutional

Approximately 155 acres (65 ha.), comprising 24% of the study area is designated for Special Commercial and Institutional uses. This designation is intended to support employment in a diverse set of developments including care homes and care facilities; schools and other education institutions; cemeteries; assembly uses, such as worship centres, retreat and conference centres; and appropriately-scaled hospitality uses, such as hotels, recreation uses, restaurants, craft breweries, and small-scale, local commercial (retail or service) uses. This designation is not intended for residential uses except those that are accessory to an institutional use, in order to prioritize employment in this Zone.

In subsequent stages of the planning process staff will develop detailed density, site coverage, and site design regulations to ensure an appropriate scale and character of development to meet the Planning Principles, along with Aquifer Protection Measures and interface/buffer guidelines where development adjoins the ALR or the Conservation Zone.

Zone 3 Goal

To support a range of institutional uses and to support local and unique commercial uses in the 16 Avenue corridor.

Zone 3 Objectives

- To encourage a diverse set of institutional uses such as education, care, arts, health and wellness, places of worship and public assembly, natural conservation, recreation, and cemeteries to locate in the area, preferably in a campus environment;
- To encourage and maximize non-industrial employment;
- To create an attractive frontage character along the 16 Avenue and 192 Street corridors;
- To encourage local-serving and small-scale commercial uses that contribute to the creation of a unique and attractive district within the City, particularly in the agri-food, beverage, and hospitality sectors, and in services that complement institutional uses;
- To prohibit large-format commercial, drive-through, and auto-oriented commercial uses, including gas stations and auto servicing, in order to reinforce a special and unique commercial character; and
- To facilitate the development of a major greenway along 16 Avenue, connecting to regional destinations and linked with a network of walkways in the surrounding neighbourhoods.

Zone 4: Institutional/Special Commercial/Special Residential

Approximately 170 acres (71 ha.) comprising 27% of the study area is designated for Institutional, Special Commercial, and Special Residential uses. The intent of this designation is to create a unique and attractive mixed community that respects and enhances the special nature of the study area and its surroundings. The institutional, special commercial, and recreational uses listed above in Zone 3 would be permitted in this Zone, along with limited and specially-planned residential neighbourhoods, in comprehensively planned developments.

The unique nature of these residential neighbourhoods will be ensured through a set of design and development guidelines that will be refined in a later stage of the planning process. At this time, staff is proposing a form of “agri-community” or “eco-community” for the residential component, with a clustered form of housing and substantial open space within the neighbourhood to be allocated to either agriculture and food production or to nature conservation. These land uses will be secured through Land Management Agreements at the time of rezoning.

This designation allows an overall residential density of up to 7.5 units per acre on the condition that 50% of the developable area on the site is set aside for agricultural and/or conservation purposes in a master-planned environment. These limited and special residential uses are deemed to be appropriate for this Zone for several reasons:

- The sensitive nature of the aquifer underlying the area and the significant environmental areas may be best protected by a low-density residential use, rather than alternative uses such as industry that involve more paving and less landscaped space.
- The unique and scenic environment of the Little Campbell/Hazelmere area lends itself to a low-density, carefully and comprehensively planned development such as an “eco-community” or “agri-community.”
- The substantial open spaces for agriculture and conservation within the residential community will provide additional greenspace to the lands protected in Zone 1, enhancing the ecological functioning of these lands.

Zone 4 Goal

To encourage the realization of a unique form of community integrating community-based agriculture and clustered residential “village” development.

Zone 4 Objectives

- Provide density incentives to encourage significant open space to be set aside for agriculture and conservation;
- Ensure equity between properties;
- Ensure sufficient size of agricultural parcels to be viable;
- Develop design guidelines for clustered development to ensure a consistent and high-quality character;
- Ensure a compatible and appropriate interface with agriculture, conservation, and employment areas;
- Develop Land Management Guidelines and Agreements for the sustainable management of community-based agriculture parcels.

Stakeholders and Public Feedback on the Land Use Concept

The Land Use Concept as described above and shown in Appendix “I” received broad support among the Stakeholders Committee members, and is seen as an appropriate reflection of the Planning Principles outlined above. While the level of support for the concept in feedback received by the City is very high (12 out of 12 forms returned showed support or qualified support), a number of concerns were expressed. One member of the Stakeholders Committee has expressed the position that a larger portion of the wooded lands south of 16 Avenue be protected than is shown in the plan, and three members of the Stakeholders Committee would like to see a wider protected area in the City-owned forested lands west of 192 Street. Three members also stressed the importance of not breaking the continuous band of forest along the west side of 192 Street with an access road into Zone 2 to the west. Staff has considered these suggestions, but has balanced the environmental protection objective with the City’s fiscal limitations and with development equity between property owners in putting the Land Use Concept forward for Stage 1 approval.

Feedback on the Land Use Concept was gathered from the general public after the public open house and through the City’s online CitySpeaks portal. On the feedback forms (both the “hardcopy” forms available at the public open house and the online CitySpeaks portal as shown in Appendix “III”), staff asked for the level of support and for comments on the draft Planning Principles, the preferred Land Use Concept, and each of the four “Zones” identified in the Land Use Concept.

The public feedback received on “hardcopy” forms submitted at the public open house and submitted electronically through the CitySpeaks online portal was not as supportive of the draft plan as the previous feedback received from members of the Stakeholders Committee.

Land Use Concept

Of a total of 146 responses received, 71 (or 49%) supported the Land Use Concept, either completely or partly, while 75 (or 51%) did not support the plan.

Staff broke the overall responses into three categories for further analysis:

1. Residents within the study area (47 responses);
2. Residents of Surrey but not of the study area (74 responses); and
3. Residents of other municipalities (32 responses).

Of the 47 responses submitted by persons identifying themselves as residents in the study area, 26 (55%) either fully or partly supported the Land Use Concept as presented, while 21 (45%) were opposed.

Of the 74 responses submitted by persons identifying themselves as residents of Surrey from outside the study area, 29 (39%) supported the Land Use Concept as presented, while 45 (61%) were opposed.

Of the 32 responses submitted by persons from outside of Surrey (the majority of which live in Langley), 19 (59%) support or partly support the Land Use Concept and 13 (41%) are opposed.

Specific Zones

The feedback forms further solicited feedback on each of the four land use designations separately (Zones 1 to 4), in order to ascertain which elements of the plan had more – or less – support.

The Zone 1 (Conservation) designation in the Land Use Concept was supported by 45% of 156 responses; support was stronger among non-Surrey residents (57%) and study area residents (51%) than among Surrey (outside of study area) residents (35%). Comments submitted indicated strong support for a larger Conservation area, with many people suggesting that the majority or even the entirety of the area be purchased or set aside as parkland. Particular opportunities for a larger Conservation area were noted in the southwest part of the study area, where there is a privately-owned wooded property south of 16 Avenue and west of the Little Campbell River. Many comments stressed the unique and special nature of the area and the importance of setting aside a large natural area to protect the ecological values of the area.

Staff understands the environmental significance of the study area, in particular the Little Campbell River with its riparian area and the mature forested blocks that provide wildlife habitat and aquifer recharge areas. The Environmental Study that was commissioned in 2015 as part of the planning process identified key areas to be protected. Virtually all of these areas are proposed to be part of Zone 1 (Conservation). Approximately 72 acres of forest owned by the City is re-designated from “Live/Work” in the Campbell Heights Local Area Plan to “Conservation” through this plan, representing a significant City contribution to biodiversity conservation. The price of privately-owned land outside of the ALR makes direct purchase of large areas of additional lands by the City or Metro Vancouver Parks prohibitively expensive, given the revenue sources available to the City and Metro Vancouver Parks. The majority of Zone 1 (Conservation) outside of the City-owned lands is riparian area, and is expected to be protected through dedication at the time of rezoning, or is owned by conservation organizations. Without development these lands will remain in private ownership.

For these reasons, staff remains confident that the amount of conservation area (35% of the total area) in the Land Use Concept is appropriate and will support the goals of the BCS. Additional

lands are proposed to be set aside through the cluster residential use in Zone 4, to augment the Conservation lands in Zone 1.

The Zone 2 (Business Employment) designation had the lowest level of support among the four Zones. Of the total 153 responses, 29 (19%) supported this Zone, while 124 (81%) did not support it. Support ranged from 16% from Surrey residents (outside study area) to 17% from non-Surrey residents and 25% from study area residents. Comments submitted indicated strong opposition to industrial uses within the area generally, and in particular concerns that polluting industries could locate in this area. There were a number of comments that the existing Campbell Heights Industrial area is sufficient in size and that more industrial and warehousing is not needed in this part of Surrey. Other concerns were expressed in regard to protection of the aquifer, the loss of natural vegetation cover, and truck traffic emanating from warehouse and logistics operations. For some local residents within the area designated for Zone 2, this land use was seen as less valuable than alternative residential land uses that had been referenced in earlier plans for the Campbell Heights area.

Staff understands the concerns expressed about business park and light industrial/warehousing uses in relation to runoff and aquifer protection, the high site coverage for large footprint buildings and parking/loading areas, and truck traffic on local roads. On the other hand, the Employment Lands Strategy and the Market Study commissioned as part of this planning process, along with a number of regional studies, have pointed to the looming shortage of employment land in the region – and of industrial land and logistics/warehousing in particular. From a strategic planning perspective, employment lands are in high demand and short supply in the region and provide a foundation for employment, goods movement, and economic development in Surrey. The RGS has the protection of industrial lands as a key long-range planning goal, and Metro Vancouver staff has indicated the importance of considering industrial employment goals in decisions about adjusting the UCB. The 14% of the land area within the plan that is designated for business park use represents a relatively modest response to this pressing regional need, and is located in the part of the study area that has the least impact on the Little Campbell River.

Staff has responded to the environmental concerns around industrial use by committing to developing a set of Aquifer Protection Measures in Stage 2 to ensure adequate recharge and non-contaminated runoff as conditions of rezoning. Light industrial uses will be limited to developments that will not require an air emissions permit or discharge permit from any level of government. Gas stations, refueling depots, or any other fuel-handling facilities will be specifically prohibited. With these provisions, and notwithstanding the concerns expressed by the public, staff is comfortable recommending the area designated for Zone 2 as shown in Appendix “I.”

Zone 3 (Special Commercial and Institutional) was supported by 36% of the 149 responses received. Residents of the study area (48%) were more supportive of this designation than either Surrey residents outside of the study area or non-Surrey residents (31% and 28% respectively). Comments submitted expressed the perspective that no commercial uses be permitted in the study area, and uncertainty about the kinds of commercial and institutional uses that might be considered in this broad designation. There was concern that assembly uses or certain recreational and hospitality uses may be accompanied by large parking areas and high traffic volumes.

Staff's perspective in response is that this Zone is intended to provide employment in sectors other than industrial. This meets the objectives for employment contained in both regional and City plans while recognizing the concerns expressed about industrial development summarized above. Staff understands the concerns and uncertainty about the scale and design of potential uses such as assembly uses, schools, hospitality, and industry uses and the like. In response, staff has committed to developing Aquifer Protection Measures that would apply to all development to ensure control of the quantity and quality of runoff, and Development Permit processes that control the site, building and landscape design of new development. Each new development will require a rezoning with a Public Hearing, providing opportunity for public engagement in the specifics of how the uses anticipated in this Zone are implemented.

Zone 4 (Institutional/Special Commercial/Special Residential) had the highest level of support. Of the 151 responses, 82 (54%) supported this use, while 69 (46%) did not support it. Of the comments submitted, there was strong support for the concept of a clustered, "village-like" form of development, but also a degree of wariness about how the special nature of the development would be assured, and how the proposed agricultural open space would be secured and managed.

Summary

Given the need to balance various planning objectives including conservation, employment, and the special nature of this area, staff has worked closely and over a period of months with the Stakeholders Committee to craft the Land Use Concept. This group represented a cross-section of representatives of land owners, environmental groups, and community groups that are very engaged in the issues and have a direct stake in the plan's outcome. Given the broad representation and the degree of consensus within this Stakeholders Committee, the differences in response between the Stakeholders Committee and the public at large are somewhat surprising.

Even so, staff remains confident that the Land Use Concept as presented balances the competing objectives as well as expresses the intent of the Planning Principles. If Council wishes to refer the plan back to staff to work further with the Stakeholders Committee to make further adjustments to the plan, this process can occur over the summer months with a revised Land Use Concept brought to Council for approval in October 2017.

Next Steps

Staff is presently seeking Council approval of the South Campbell Heights Land Use Concept as a Stage 1 Local Area Plan and as the basis for an amendment of the General Land Use Designations map (Figure 3) in the OCP.

If Stage 1 approval is granted by Council, staff will prepare the necessary OCP amendments that are consistent with the Land Use Concept. These amendments will be brought for Council's consideration and the required bylaw readings and a Public Hearing. If Council grants Third Reading to OCP amendments, staff will prepare and submit an application to amend the Metro Vancouver RGS, including potential adjustments to the UCB. The RGS amendment process is expected to take approximately six months, after which the OCP amendments may be finalized by Council, assuming approval at the Metro Vancouver Board.

Once the necessary Metro Vancouver RGS and the City OCP amendments are completed staff will seek Council's authorization to proceed with Stage 2 of the Local Area Plan process. Stage 2 will include a detailed servicing and transportation strategy to support the approved land uses, detailed design and development policies and guidelines, Aquifer Protection Measures, and a financial strategy.

SUSTAINABILITY CONSIDERATIONS

The planning process leading to the Planning Principles and Land Use Concept outlined in this report respond to a number of Desired Outcomes and Strategic Directions in the Sustainability Charter 2.0. These include:

Inclusion

- DO21: All residents have opportunities to be meaningfully engaged in civic issues and to contribute to community life.
- DO23: Numerous active local clubs, groups and agencies contribute to the community's well-being.

Built Environment and Neighbourhood

- DO5: Trees, green spaces and natural areas are integrated into all neighbourhoods.
- DO6: Land is used efficiently and sensitively, and development minimizes the impacts on the natural environment, viewsapes, agricultural land and urban wildlife.
- DO8: The built environment enhances quality of life, happiness and well-being.
- DO10: Opportunities for community food production are integrated into the private and public realm.
- SD3: Integrate natural areas, ecosystems and green areas in all neighbourhoods.
- SD12: Encourage and enable opportunities for community-based food production and capacity building programs.

Economic Prosperity and Livelihoods

- DO7: The City's strong revenue base includes a balance of commercial and residential property taxes.
- DO10: The Agricultural Land Reserve is maintained, agricultural practices are sustainable, and food production and processing are enhanced.
- SD7: Support and expand the use and availability of agricultural land and food processing facilities, while enhancing the ability of agricultural enterprises to access the local market.

Ecosystems

- DO1: Parks, natural areas, urban forests and habitat corridors are interconnected throughout Surrey and the region, creating healthy places for people and wildlife.
- DO3: All development enhances, or minimizes the impacts on Surrey's lush tree canopy and natural environment, and avoids encroachment into natural areas, habitat features and parks.
- DO6: Water supports healthy ecosystem functioning.
- DO8: Surrey has a clean and adequate supply of groundwater.
- DO11: Surrey's Green Infrastructure Network is an essential and integrated component of the City's infrastructure, providing valuable ecosystem services as well as places for recreation and rejuvenation.

- SD4: Develop, apply, monitor and enforce standards and strategies to minimize the impacts of development on the natural environment, ecosystems and urban forest.
- SD7: Ensure water quality and base water levels are maintained in Surrey's river systems.
- SD9: Continue to acquire Surrey's Green Infrastructure Network (GIN) as determined in the Biodiversity Conservation Strategy, including through a financial strategy.
- SD12: Include natural capital and ecosystem services in in all City projects at the planning phase, as well as in the City's infrastructure services program and climate adaptation planning.

CONCLUSION

Over the past two years, staff has worked to prepare Planning Principles and a Land Use Concept for the South Campbell Heights area, as directed by Council in September 2014. Over the past year, a Stakeholders Committee (made up of 23 representatives of local land owners and environmental groups) met with staff to refine these Planning Principles and the preferred Land Use Concept. As documented in Corporate Report No. R095; 2017, this process resulted in a strong degree of consensus around the plan. On June 28, 2017 a public open house was held (the second open house in the process) to solicit feedback from the public.

The level of support for the plan among the 176 members of the public who submitted feedback forms indicate that opposition to urban development in the plan area remains. This opposition is particularly around potential business park and light industrial uses, and around the percentage of open space and conservation area.

However, as discussed in this report, staff remains confident that the Land Use Concept shown in Appendix "I" expresses the Planning Principles, balances the various interests, and protects the environment well. Staff recommends approval of the Land Use Concept as Stage 1 of the planning process and as the basis for an OCP amendment that reflects the Land Use Concept, and which is, in turn, a basis for a Metro Vancouver RGS and UCB amendment application. Staff recognizes that the plan may be further refined through the Stage 2 process.

If Council has concerns about the level of public support for the Planning Principles and the Land Use Concept as documented in this report, Council may refer the plan back to staff to continue working with the Stakeholders Committee to refine the plan before it is brought back to Council for consideration in the fall of 2017.

Based on the information above, it is recommended that Council:

- Receive this report as information;
- Approve the South Campbell Heights Land Use Plan as described in this report and as shown in Appendix "I;"
- Approve an amendment to the Campbell Heights Local Area Plan for those lands shown in Appendix "II;"

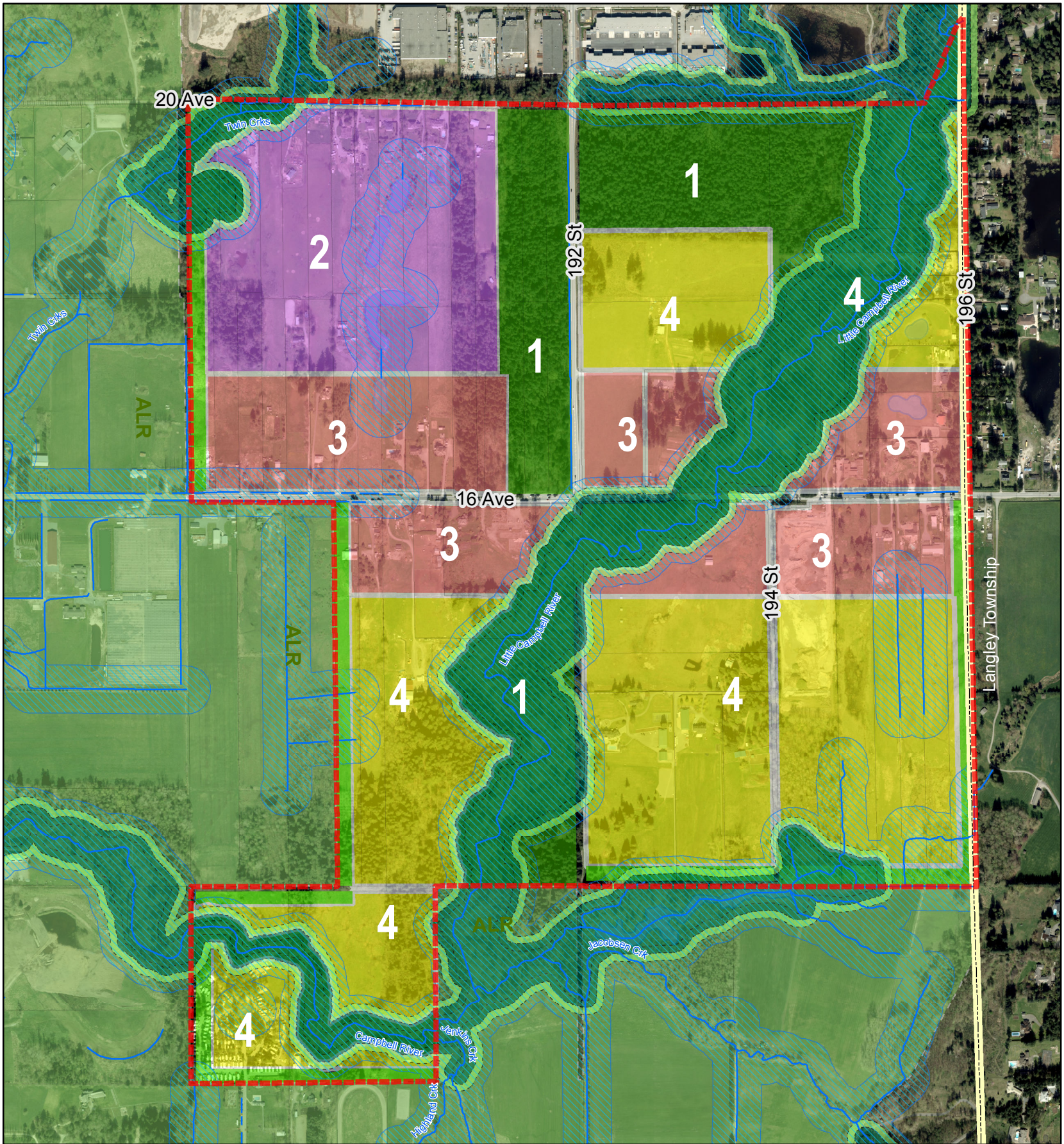
- Direct staff to prepare a bylaw to amend Figure 3 (General Land Use Designations map) in the *Official Community Plan Bylaw, 2013, No. 18020*, to be consistent with the land uses shown in Appendix “I;” and
- Direct the City Clerk to bring the Official Community Plan amendment bylaw forward for the required readings and to set a date for the associated public hearing.

Original signed by
Jean Lamontagne
General Manager, Planning & Development

DL/ss

Appendix “I” - South Campbell Heights Land Use Concept
Appendix “II” - Proposed Campbell Heights Local Area Plan Amendment Area
Appendix “III” - Summary of Public Feedback

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SOUTH CAMPBELL HEIGHTS LAP - Proposed Land Use Concept

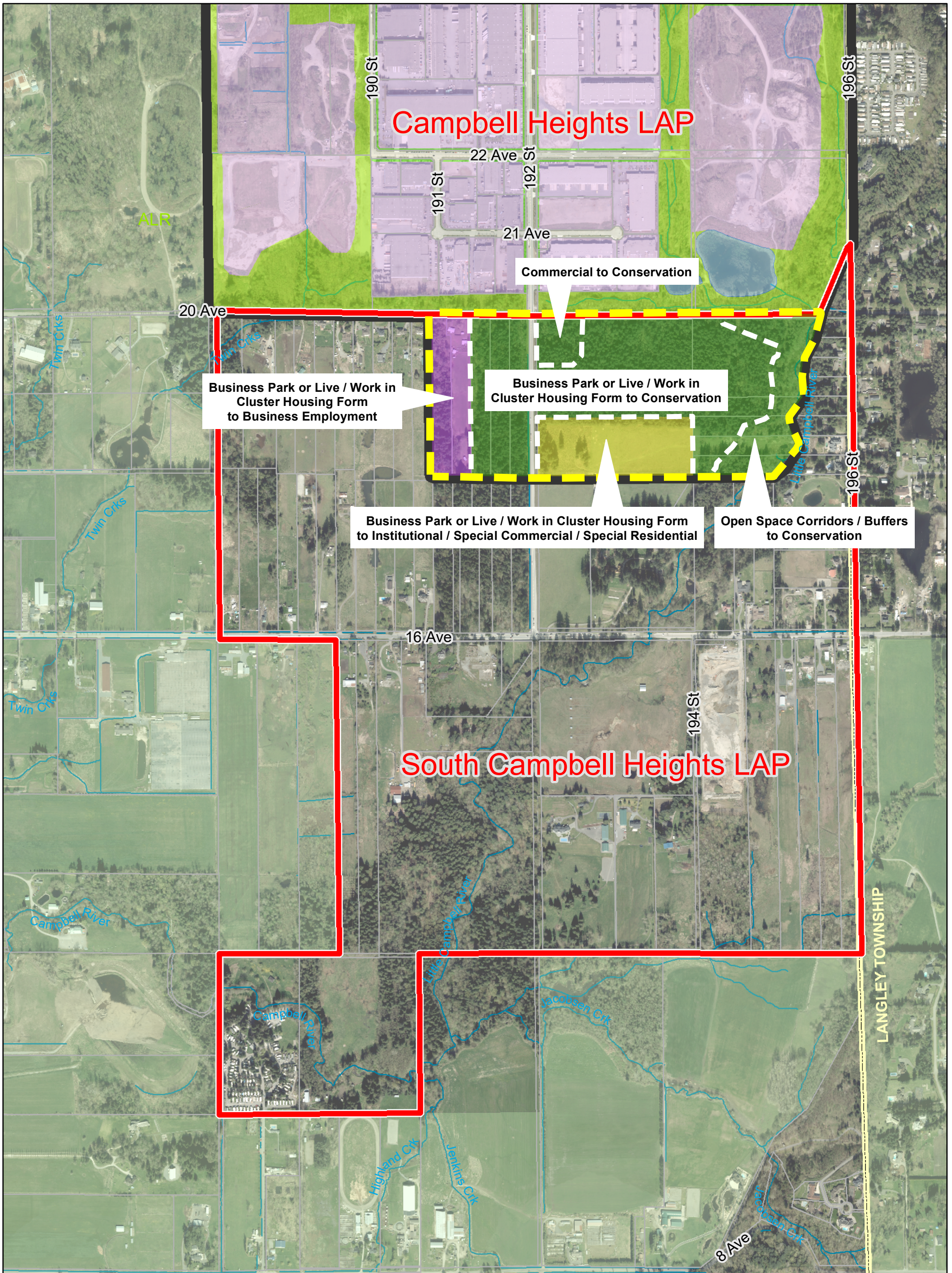
Legend

- Zone 1 - Conservation
- Zone 2 - Business Employment
- Zone 3 - Special Commercial / Institutional
- Zone 4 - Institutional / Special Commercial / Special Residential
- Buffer(s) - Landscape Strips
- Agricultural Land Reserve
- South Campbell Heights LAP Boundary
- Surrey City Boundary
- Water Course
- Streamside DPA
- Top of Bank Area
- Riparian Setback Areas 15m TOB
- Riparian Setback Areas 30m TOB



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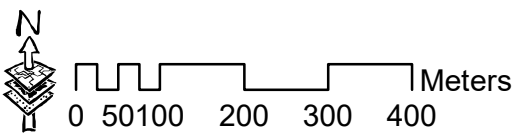
V:\Policy\Long Range\GIS_ANALYSIS\CAMPBELL HEIGHTS\South_Campbell_Height_LAP\South_Campbell_Height_LAP\South_Campbell_Height_LAP\ProposedAmendments to Campbell Heights Local Area Plan.mxd

PROPOSED AMENDMENTS TO CAMPBELL HEIGHTS LOCAL AREA PLAN

Legend

- Proposed Amendment Area
- South Campbell Heights LAP Boundary
- Campbell Heights LAP Boundary
- Lots
- ALR
- Business Park
- Open Space Corridors / Buffers
- Landscaping Strips
- Stormwater Management Facilities
- Conservation
- Business Employment
- Institutional / Special Commercial / Special Residential

City of Surrey Planning & Development Department



1:9,000

This map is provided as general reference only. The City of Surrey makes no warranties, express or implied, as to the fitness of the information for any purpose, or to the results obtained by individuals using the information and is not responsible for any action taken in reliance on the information contained herein.

SOUTH CAMPBELL HEIGHTS LOCAL AREA PLAN: Public Information Meeting and Survey Feedback Summary

July 17, 2017

Open House:

- Over 300 letters were mailed to land owners in and around the South Campbell Heights LAP, (within the City of Surrey) to invite them to a June 28, 2017 Public Information meeting.
- An advertisement was placed in the June 21 and June 23 editions of the Now Newspaper to notify the public of the Public Open House meeting.
- A notice was also posted on the City of Surrey Events webpage, and on the City’s Twitter and Facebook feeds.
 - Over 150 people attended the Public Open House event which was held at the Semiahmoo Fish and Game Club Hall located at 1284, 184 St.
 - A brief presentation on the Land Use Concept and Land Use Planning Principles for the area was provided as well as a question and answer session with City Staff.
 - Display boards with Land Use Concept Option and examples of the potential land use designation development were provided, including additional background and plan information. Handouts of Feedback Survey were provided at the meeting, and posted online on the city LAP webpage.

Feedback Surveys:

- All consultation public information materials, including display boards, land use concept map, and feedback forms were made available on the South Campbell Heights LAP website.
- A City Speaks “simple survey” link was also provided at the meeting to allow those with an interest in and outside the LAP area to provide comments.
- Feedback, comments were received up to two weeks after the public information meeting via the online survey until July 12, 2017, and any community groups who submitted letters were received and documented up until July 14, 2017.
- In summary there were a total of 239 participants who took part in the Feedback Survey. Of those however, only 153 of these surveys were ‘entirely’ completed and 86 were *partially completed:
 - 138 survey responses were received through City Speaks (Surrey’s Online Survey Forum);
 - 12 survey responses were received by hard copy submission at the Public Information meeting;
 - 3 survey responses were received by mail or email submission of the feedback form;
 - 1 mailed submission letter from Friends of the Hazelmere and Campbell Valley
 - 1 mailed submission letter from the Little Campbell Water Shed Society
 - 1 mailed submission letter from Surrey Environmental Partners
 - 1 mailed submission letter from Semiahmoo Fish and Game Club
 - 5 emails regarding the LAP public open house materials.

SUMMARY OF SURVEY RESPONSES

The following section provides summary of the input received through the feedback forms received in hard copy and online through city website and CitySpeaks online survey Panel. A total of 153 feedback forms were received in total, including 12 from the public open house, and 3 surveys submitted by mail and/or email.

A summary of responses to questions posed in the Feedback Survey are provided below:

Survey Respondents:

Are you a "property owner" inside the South Campbell Heights Area or other area in Surrey?

**Total Respondents: 239*

Choice	Percentage	Responses	
I am a property owner in South Campbell Heights	16.74%	40	
I am a property owner in another area in Surrey	38.08%	91	
I am not a property owner in Surrey	46.03%	110	

Are you a "resident" in the South Campbell Heights Area or other area in Surrey?

**Total Respondents: 239*

Choice	Percentage	Responses	
I am a resident in South Campbell Heights Area	24.27%	58	
I am a resident in another area in Surrey	46.44%	111	
**I am not a resident in Surrey	29.29%	70	

Notes:

*A total of 239 respondents initiated a Feedback Survey. Of those however, only 153 were 'entirely' completed and 86 where *partially completed.

**Of the 70 total respondents who identified they did not reside in the City of Surrey: 41 (59%), identified as being residents from Township of Langley, 6 (15%), City of Whiterock, 4 (10%), City of Vancouver, Corporation of Delta (Tsawwassen) 2 (5%), an City of North Vancouver 2 (5%).

PART A - PLANNING PRINCIPLES

1. Do you support the draft Planning Principles as presented?

Total Respondents: 168

Choice	Percentage	Responses
Yes	45.83%	77
No	26.19%	44
Partly	27.98%	47

Highlights for partial and non-support respondents:

- Do not agree with development of zone #4 south of 16th Avenue;
- Include provision for Business Park development to have ZERO emissions;
- Too much industrial & non-agricultural proposed;
- Do not agree that this area needs to provide for regional shortage of Industrial lands;
- There should be no Commercial or Residential included;
- Fully support protection of Little Campbell, and sensitive land issues;
- Would prefer the area to become Parkland;
- Concerns with long term protection of aquifer and conservation lands;
- No development as area is too valuable from an environmental perspective.

2. Do you propose any additional Planning Principles to those that have been presented?

Respondents: 164

Choice	Percentage	Responses
Yes	43.90%	72
No	56.10%	92

Highlights for non-support respondents:

- Reserve lands for agricultural / Rural use, especially next to ALR;
- Development should focus on agriculture and natural areas systems;
- Phase development north of 16 Avenue first;
- Prioritize protection of aquifer;
- Retain forested areas;
- Provision should be made for a major 'Regional' Park in the area;
- Ensure air quality standards
- Do not support industrialization of the area.

PART B – LAND USE CONCEPT

1. Do you support the draft Land Use Concept Plan as presented?

Total Respondents: 146

Choice	Percentage	Responses
Yes	15.07%	22
No	51.37%	75
Partly	33.56%	49

Highlights for non-support respondents:

- No commercial or business park uses should be permitted near little Campbell River
- Disagree with Zone #2 and Zone #3
- No industrial lands in environmental sensitive areas such as the Hazelmere Valley.
- No Industrial/Business Park in the area;
- Maintain area as a Regional or City Park;
- Maintain rural nature of the Area;
- Too early to plan for this area, consideration in the Future.

Highlights for partly support respondents:

- Do not support Zone #2
- South west area of Zone #4 should remain Agricultural
- Need aquifer study and aquifer protection measures before plan is finalized;
- Need more emphasis on green corridor connections and agricultural uses;
- Conservation zone is too small, needs to be expanded Conservation lands beyond 35%
- More forest retention, specifically along little Campbell river;
- Prime land for ALR land swap, so maintain as Agriculture.

2. Do you support the Conservation Zone #1 Goal of establishing approximately 35% of the plan area as a contiguous and well-managed natural core, anchored on the Little Campbell River valley?

Total Respondents: 147

Choice	Percentage	Responses
Yes	44.90%	66
No	55.10%	81

Highlights for non-support respondents:

- More conservation lands need to be provided;
- Too much conservation lands provided;
- Area should be left as is;

3. Do you support the Business Employment Zone #2 Goal to address the regional demand and impending shortage of employment land in the region, particularly in the logistics, warehousing and light industry sectors?

Total Respondents: 146

Choice	Percentage	Responses
Yes	18.49%	27
No	81.51%	119

Highlights for non-support respondents:

- Require Zero Emission Clean Industry only;
- Business employment lands should be smaller or removed from plan;
- Do not support business park in this location;
- Do not think trucks and logistics good fit with rest of the plan;
- Too much tree canopy loss;
- We have sufficient industrial lands in the City;

4. Do you support the Special Commercial/Institutional Zone #3 Goal to support a range of institutional uses and supporting local and unique commercial uses in the 16 Avenue corridor?

Total Respondents: 143

Choice	Percentage	Responses
Yes	34.27%	49
No	65.73%	94

Highlights for non-support respondents only:

- Build up instead of out;
- Commercial lands do not belong here;
- Depends on when this commercial zone develops;
- 16th Avenue is truck rout and there are traffic issues;
- Inappropriate use of land adjacent to sensitive ecosystems;
- Too vague description of Commercial Uses permitted;
- Depends on footprint and types of buildings proposed;
- Only if higher emphasis on Conservation provided;
- Institutional uses only.

5. Do you support the Agri-Community Zone #4 Goal to allow a unique form of integrated community-based agriculture combined with clustered residential “village” development, institutional and recreational uses?

Total Respondents: 144

Choice	Percentage	Responses
Yes	53.47%	77
No	46.53%	67

Highlights for non-support respondents:

- Need more detail on residential clustered village integrated community based agriculture;
- Leave as agriculture only;
- If cluster development actually protects greenspace with clear criteria;
- Too vague;
- If planning principles are adhered to only;
- Keep entire area agriculture and green space only;
- Do not support additional residential development;
- Too little conservation lands;

PART C – GENERAL PLANNING COMMENTS

1. Please select the preferred name for the Local Area Plan:

Total Respondents: 138

Choice	Percentage	Count
South Campbell Heights	7.97%	11
Hazelmere Valley	85.51%	118
I have another suggestion	6.52%	9

2. Do you have any specific planning questions that need to be answered or issues that need to be addressed as part of the future planning process?

Total Respondents: 73

Highlights:

- *Preserve treed area adjacent to Campbell River in the current ‘Paintball’ operation site;*
- *Place Moratorium of development on Plan area for a minimum of 5 years;*
- *Discuss Regional park options further;*
- *Concerned over new residential developments;*
- *Concerned over traffic along 16 Avenue;*
- *Are you going to widen 16th avenue and 32 Avenue?*
- *Stick to the planning principles;*
- *No development south of 16th Ave;*
- *Why is there pressure to develop this area?*
- *Why consider more industrial /business areas when existing areas are not developed out?*

3. Do you have any other comments you wish to provide about any information presented at the Public Open House?

Total Respondents: 74

Highlights:

- *Majority of those at Public meeting are in favour of making majority of land into parkland;*
- *Good Session, good info;*
- *Think beyond immediate employment creation to grow economy.*
- *Stop letting non-landowners or residents speak and sabotage the meetings;*
- *Please increase conservation areas to at least 50%;*
- *Concerned about any development close to Little Campbell River;*
- *Consider state of existing aquifer before more development is approved;*
- *This is an ecologically sensitive area of highly valued nature, mature forest and a major salmon river.*

For full verbatim feedback Survey results of the South Campbell Heights Survey you can review our online feedback results webpage at:

<https://surrey.simplesurvey.com/QuickReport/Report.aspx?s=5f40ceb4-3f79-4e47-8foe-b12ee2dbca7e&rp=fd6a83c6-1277-4166-8430-95b58248947a&lang=EN>