



In adopting the recommendations of Corporate Report No. R040, Council confirmed the Sustainability Charter as a framework for the OCP's table of contents, and confirmed that high level policy direction from other recently adopted documents, including the Employment Lands Strategy and the Economic Development Strategy, the Parks, Recreation and Culture 10-Year Strategic Plan, and the Transportation Strategic Plan, should be incorporated into the revised OCP. As well, key policy direction from ongoing work, including the Ecosystems Management Strategy, the Housing Action Plan, and Policies for a Child and Youth Friendly City should also be incorporated.

Corporate Report No. R040 also identified issues requiring more study in the next phase of the OCP review process. These issues are the primary subject of this report.

### **Summary of Consultation to Date**

On June 15, 2009, Council received Corporate Report No R101, which reported on the feedback received at the four open houses held throughout the City in April and May of this year. Consultation confirmed general agreement that the vision statements from the existing OCP, supplemented by the vision adopted in the Sustainability Charter, provide a solid basis for the vision and structure of a revised OCP, and that policy documents developed since 2002 have addressed a wide range of key policy gaps in the current OCP that should be incorporated into the new OCP. There was support for a "Vision of Surrey" that incorporates:

- Transit-oriented development;
- The City Centre as a viable and vibrant downtown, as well as vibrant Town Centres;
- The need to address increasing diversity and changing age demographics;
- High quality, "value-added" local job opportunities, low-impact "Green" businesses, and an expansion of advanced education facilities and programs in the City; and
- Protection of the City's agricultural and rural areas, riparian areas, major habitat areas and corridors linking them.

Subsequent to the open houses, staff conducted a number of meetings with external and community stakeholders, agencies, local and regional governments and service providers. Feedback was received on how their interests could be addressed by the OCP update. The following issues were of particular interest to the stakeholders:

- Metro Vancouver and TransLink provided written submissions promoting higher density land use to promote the efficiency of transit and to reduce the growth of single occupant vehicles (SOVs). Both promoted a concentration of new employment in areas that could be better served by transit;
- The Ministry of Transportation & Infrastructure noted that, while it supported reducing the impacts of traffic on communities and expanding facilities for walking, cycling, and transit, there was a need to maintain an efficient goods movement network;
- Langley City and Langley Township would like to promote increased compatibility of land uses along the border with Surrey, including continuity of greenway and natural corridors between Langley and Surrey;

- Delta would like coordinated planning along the 120 Street/Scott Road corridor;
- South of Fraser municipalities, in cooperation with TransLink and the Ministry of Transportation & Infrastructure, agree on the need to carefully manage growth to ensure that additional highway and bridge capacity being provided does not undermine planned improvements to the rapid transit and frequent transit networks and lead to low density automobile-dependent development patterns.;
- A number of service providers, including utilities, TransLink, ambulance service and educational organizations, expressed interest in understanding the phasing of future development in order to plan service delivery;
- Technology may change the way that the City does business by 2040, and the OCP should consider these trends (e.g., increasing use of telecommuting and service provision using high speed internet connections);
- Social agencies expressed a desire to see more explicit policies supporting a range of housing, inclusivity, safe communities and the location of services in accessible locations throughout the City, including facilities for youth and seniors. They expressed a hope that good planning, an integrated approach, and cooperation with senior governments would remove the need for most of their services; and
- Fraser Health would like the OCP not only to focus on health care facilities in the right location, but also on the impacts that the built environment may have on health, such as sedentary lifestyles and obesity.

## **DISCUSSION**

As noted above, the revised OCP will be based on Council adopted direction from the Sustainability Charter and other key policy documents that have been approved by Council since the adoption of the last OCP in 2002. As well, work is proceeding on key policy documents, including the Ecosystems Management Strategy, the Housing Action Plan, and Policies for a Child and Youth Friendly City.

This report focuses on a number of the key issues identified in Corporate Report No. R040, that require further work and consultation prior to their inclusion in the revised draft OCP, as follows:

1. Urban design, including policies to promote a sense of place;
2. The requirement of the Province's Climate Action legislation that Greenhouse Gas emissions reduction targets and policies be included in all Official Community Plans by May 31, 2010;
3. Reflection of the Provincial Rapid Transit Plan and the Frequent Transit Network;
4. Densities in Surrey City Centre and Surrey's Town Centres;
5. Areas currently in the Agricultural designation, but outside of the Agricultural Land Reserve ("ALR"), including the Hazelmere uplands and lands south of Campbell Heights; and
6. The need to consolidate policies related to the protection of the ALR, including re-examination of buffering polices at the ALR boundary.

This report discusses a number of new policy directions for inclusion in the OCP. It is recommended that the topics identified in *italics* below be included in the consultation process, including the public open houses, in the next phase of the OCP review.

## 1. Urban Design and Creating a Sense of Place

Urban Design and creating a "sense of place" is considered to be a fundamental component of city building. Currently, urban design is referred to in the OCP in general terms, which are expanded upon in development permit area guidelines.

### **Policy Proposal:**

*To assign a higher profile for urban design in the OCP, it is proposed that a section entitled "Promoting Excellence in Community Design" be incorporated into the OCP's "A Sense of Place and Belonging" chapter and include specific policies aimed at:*

- *Enhancing the distinctiveness of the City's communities by building upon the primary identity of Surrey as a collection of finer grain neighbourhoods surrounding the distinct Town Centres with a single identifiable downtown in the City Centre and by preserving and enhancing the beauty of the City through the design of communities to incorporate views, vistas and natural features;*
- *Promoting place-making in the design of the private and public realms, including "Gathering Places," site layout, and organization considerations;*
- *Promoting a safe, friendly and sustainable built form, including Crime Prevention Through Environmental Design (CPTED) principles and the form, massing, character, and materials used for buildings; and*
- *Recognizing demographic change and increasing diversity by including policies in support of accessibility through Universal Design principles.*

## 2. Energy and Climate Change

The Province's Bill 27 requires that by May 31, 2010 local governments set targets for Greenhouse Gas (GHG) reductions and establish policies to achieve these reductions within their OCPs.

The Provincial Climate Action Plan has set targets to reduce GHG emissions by 33% below 2007 levels by 2020 and 80% below 2007 levels by 2050. These targets are reflected in the draft Metro Vancouver Regional Growth Strategy that will apply to the Region.

It is estimated that, while local governments can influence approximately one-half of the desired Greenhouse Gas (GHG) emission reductions, they have direct control over less than one-quarter of these emissions.

When setting targets and policies, it is important to keep in mind that other levels of government and other organizations have a shared responsibility for the achievement of these targets, and that local governments have limited jurisdiction for industrial and agricultural practices. As well, communities such as Surrey, which are growing quickly to accommodate

population growth in the region, may not be able to match the absolute GHG reduction targets of established communities with stable populations and a comprehensive transit network.

**Policy Proposal:**

*Subject to the limitations on municipal contributions to reducing GHG emissions, the following targets are proposed:*

- *The OCP will reflect the Provincial target of reducing GHG emissions from non-agricultural and non-industrial activities below 2007 levels on a per capita basis by 33% before 2020 and 80% before 2050.*

*To support Surrey's municipal contribution towards meeting these GHG reduction targets, the following policies are proposed:*

- *Land Use and Development - Promote the majority of new development in locations that have a range of local services and employment opportunities and that are oriented towards walking, cycling and transit. Encourage development in locations on Rapid Transit corridors and along TransLink's Frequent Transit Network that can achieve the densities and land use mixes required to support high levels of transit service within a reasonable time frame;*
- *Transportation - While ensuring adequate investment in the maintenance of existing transportation infrastructure assets, prioritize new transportation capital resources to provide pedestrian, bicycle and transit infrastructure, particularly in Transit Oriented Development nodes and corridors. Prioritize investments for new or wider roads into multi-modal corridors that support goods movement and increase the modal share of cycling, transit, and high occupancy vehicles;*
- *Energy - Encourage complete, compact communities at the neighbourhood, Town Centre and City Centre scale, that can support district energy systems with a significant proportion of low-impact, renewable energy sources. Encourage the implementation of district energy systems with flexible, low-emission sources where these result in a net Triple Bottom Line benefit for building owners, developers and the City. Work with the development community, other levels of government and consumers to provide information on the benefits of energy efficiency and alternative energy sources in residential and commercial buildings;*
- *Infrastructure and Municipal Facilities - New utility infrastructure should consider state of the art energy saving technologies as they become available and can satisfy full life cycle analysis criteria. When retrofitting municipal facilities, incorporate energy saving features and consider the use of low-impact, alternative energy sources. Develop new municipal facilities to a minimum standard of Leadership in Energy and Environmental Design (LEED) "Gold" or equivalent. Where possible, locate municipal facilities in designated Transit Oriented Development Nodes and Corridors;*
- *Buildings - To the extent possible, locate new housing and retail and office commercial buildings in transit-oriented locations. Promote multi-family housing which shares walls and reduces energy consumption. Explore designating parts of the City as Development Permit Areas for the purpose of promoting district energy, energy efficiency or low-impact,*

*renewable energy, including the use of building orientation to maximize solar gain. Examine the use of density bonus incentives for developments that incorporate energy efficiency, or low-impact or renewable energy sources; and*

- *Waste Management - Maximize the capture of methane from landfills and convert methane to create energy that produces lower GHG emissions. Minimize waste using the principles of Reduce, Reuse, Recycle, and Recover. In partnership with Metro Vancouver, explore possibilities to convert the remaining waste stream to energy, including combined heat and electrical power facilities in a manner that reduces GHGs and other air emissions.*

### **3. Promoting Transit Oriented Development**

The OCP Review will propose policies and directions to move Surrey, over time, towards being a more transit-oriented city, with compact, complete communities and densities and mixes of land uses that justify high levels of transit service.

In January of 2008, the Province announced the Provincial Transit Plan which included a significant program of rapid transit expansion, subject to a finalization of route alignments and technologies and cost-sharing with other levels of government, including proposed rapid transit expansions in Surrey along sections of 104 Avenue, 152 Street, Fraser Highway and King George Highway.

Transport 2040, TransLink's long-range regional transportation plan for Metro Vancouver, shows the current Frequent Transit Network (FTN) concept. This Network will be subject to change over time. According to Transport 2040, "the specific corridors of the Frequent Transit Network will be developed with communities through ongoing planning and consultation processes and will require agreements between TransLink and municipalities on supportive land uses to ensure success in achieving our goals".

TransLink is now conducting a network-wide strategic review of transit service and expansion in the region, and is in the start-up phase of a Surrey Rapid Transit Study that will focus on a range of rapid transit technologies and alignments within Surrey with the objective of selecting a rapid transit network. The Study will recommend alignments and transit technologies that may include SkyTrain, Light Rail, Rapid Bus or combinations of technologies.

In addition, TransLink is identifying a proposed Frequent Transit Network (FTN) with a proposed target bus frequency of 15 minute service frequency or better throughout the day and into the evening, seven days per week. This bus frequency supports the ability of transit users to make convenient connections to their destinations without the need to refer to transit schedules.

FTN corridors will require further detailed study, in partnership with TransLink and through public and stakeholder consultations, to determine the suitability of the corridors to support high levels of transit service and the mix of land uses, densities, and public amenities required to support the desired level of transit service. While it is not possible to specify future corridors at the present time, TransLink has identified a number of existing transit corridors that they consider to be FTN elements according to current criteria. In addition to the existing SkyTrain corridors, these elements currently include:

- 72 Avenue from 120 Street to King George Highway;

- 104 Avenue from King George Highway to 152 Street;
- 120 Street from Scott Road Station to 72 Avenue;
- 152 Street from 104 Avenue to Fraser Highway;
- Fraser Highway from King George Highway to Langley City; and
- King George Highway from 100 Avenue to 16 Avenue.

Metro Vancouver's current draft Regional Growth Strategy indicates that municipalities, through their Regional Context Statements, will be required to identify urban centres and corridors, known as Frequent Transit Development Corridors that will be designed to be supportive of higher frequency transit.

The maps attached as Appendix I to this report show potential rapid transit, Frequent Transit Network corridors and emerging major transit markets within Surrey, as identified through Provincial, TransLink, and Metro Vancouver plans.

### **Policy Proposal:**

*To support Transit Oriented Development in the City of Surrey, it is proposed that:*

- *Policies that generally support increased densities, land use mixes and urban form on corridors suitable for transit-oriented development be included in the OCP;*
- *Potential Frequent Transit Development Corridors on the FTN be studied, in consultation with TransLink and the community, to identify the locations for the Rapid Transit Network and Frequent Transit Development corridors, to be included into the OCP;*
- *A public process be set out to prioritize, prepare and implement secondary plans along priority FTN corridors. These plans will promote transit supportive land uses and densities along future Rapid Transit Corridors and Frequent Transit Development Corridors; and*
- *Urban design guidelines be developed to ensure that these transit-oriented areas are safe, liveable and attractive environments supporting walking, cycling and transit-oriented lifestyles.*

#### **4. Densities in the City Centre and Town Centre Designations**

The current OCP provides for a range of uses and for the following densities in Surrey City Centre and the five Town Centre designations:

- Up to 3.5 FAR in the City Centre Designation and up to 2.5 FAR in Multiple Residential designations in the City Centre;
- Up to 1.5 FAR in the Town Centre designations that apply to the central portions of the Semiahmoo, Cloverdale, Fleetwood, Newton and Guildford Town Centres; and
- The ability to increase these densities through the bonus density provisions of the Zoning By-law.

Since the adoption of the current OCP, a number of initiatives and applications point to the need to re-assess these density limits. The Surrey Central Transit Village, the City Centre Plan Update, the Semiahmoo Town Centre Plan Update, and a number of development

applications in the City Centre, Guildford, Semiahmoo and Cloverdale Town Centres, have all supported densities above those identified in the current OCP. These plans and applications promote more complete, compact, transit-oriented and pedestrian friendly communities.

While higher, transit-supportive densities are often supportable, the assignment of significantly higher outright densities to these areas in the OCP can be problematic. There is concern that the assignment of higher densities could lead to land speculation or increased expectations of higher prices by existing land owners, which impedes the ability of the market to assemble and redevelop in these key areas. As well, it is important to ensure that any increase in density is considered within the context of the specific Town Centre, and is accompanied by Urban Design Guidelines to provide for compatibility, and for a high quality of design in the built form and in the public realm.

It is important, however, that the OCP provide the guidance to the public and the development community in setting out the range of densities that the City of Surrey intends to encourage in its urban centres. The following density proposals are in keeping with recent City Centre and Town Centre studies.

**Policy Proposal:**

*To support the densities required to create complete, compact urban centres and corridor that support transit, it is proposed that:*

- *In the City Centre designation, the base density of 3.5 FAR be retained, and that policies be added to provide that, subject to density bonus provisions, this density be increased to up to 5.5 FAR in the vicinity of the Gateway, and King George SkyTrain Stations Areas, and to up to 7.5 FAR in the vicinity of the Surrey Central SkyTrain Station, as provided for in the City Centre Plan;*
- *In Town Centre designations, the base density of 1.5 FAR be retained, and that policies be added to provide that density be increased to up to 2.5 FAR, subject to the provisions of an approved Town Centre Plan that supports these densities, or subject to the density bonusing provisions and policies of this Plan and the Zoning By-law;*
- *In Town Centres, Commercial and Multiple Residential designations could increase from the base density of 1.3 FAR to 1.5 FAR where there is an approved Town Centre Plan; and*
- *Development along Frequent Transit Network Corridors will be considered for higher densities subject to the development of Corridor Plans addressing land use, sense of place, urban design and liveability.*

The land use concept in the City Centre Plan Update that was recently approved by Council has replaced the Commercial designations in the OCP with Multiple Residential and Mixed Use designations. To provide for consistency between the City Centre Plan Update and the OCP, the following is proposed.

**Policy Proposal:**

- *In the City Centre, the extent of the City Centre and the Multiple Residential Designations be expanded to be consistent with the approved City Centre Plan Concept as shown on the Map attached as Appendix II.*



## **5. Areas Currently Designated "Agriculture", but not Located in the ALR**

The map attached as Appendix III identifies a number of areas that are designated Agricultural in the current OCP, but are outside of the ALR boundary. They include the lands directly south of Campbell Heights, the Hazelmere uplands and a number smaller parcels or clusters of lots west and north of Campbell Heights.

The Agricultural designation in the current OCP is intended "to protect areas suitable for agriculture in accordance with the *Agricultural Land Commission Act* and the *Farm Practices Protection Act*. Most of these lands are zoned A-1 – General Agricultural Zone. The minimum parcel size for subdivision in the A-1 zone is 2 hectares (5 acres) and the zone provides for agricultural and horticultural uses and single family dwellings.

The Zoning By-law and the South-East Surrey Plan, a 1980 plan with "resolution" status under the current OCP, provide for a 10 acre lot minimum for subdivision in the Agricultural designation inside the ALR and a 5 acre minimum lot size outside of the ALR. However, the current OCP does not contain a clear direction on minimum lot sizes permitted in the Agriculture designation.

Metro Vancouver is currently undertaking a review of the Regional Growth Strategy (RGS). The current RGS, the Liveable Region Strategic Plan, identifies the subject areas as Urban, which would provide for the longer-term development of these areas at Urban densities. The draft RGS proposes changing the regional designation of these lands from Urban to Rural in order to "protect the region's rural lands from urban development". This Rural designation would provide for "residential uses at very low densities, agricultural and other compatible rural uses as appropriate", but would not specify a minimum lot size, relying on municipalities to determine parcel sizes in keeping with the local context. These areas would not be considered for the extension of sewer services by the region.

In responding to the regional proposal, Surrey has advised Metro Vancouver, through Council's adoption of Corporate Report No. Coo4 on April 20, 2009, that:

- The City has concerns with the rural designation south of Campbell heights in the RGS in advance of understanding more about the regional supply and protection of industrial land and the proposed process for amending the new RGS; and
- Staff has not had the opportunity to fully evaluate the implications of a Rural designation, which may limit the reasonable development of these lands.

### **The Area South of Campbell Heights**

The 75.7 hectare (187 acre) area south of Campbell Heights, which is designated Agriculture, but not in the ALR, is a mix of open grass fields and large wooded tracts. The Campbell River flows through the area before descending to the ALR. It contains farming activity as well as a care facility and a tourist commercial operation (Hazelmere RV Park).

The Campbell Heights Local Area Plan, prepared in 2000, identifies an area immediately south of Campbell Heights and north of 16 Avenue as "Possible Future Residential", but notes that a variety of housing choices are available in the south Surrey area to the business park employees, and that an OCP amendment and rezoning will be required if a residential

development is pursued in the future. The area south of 16 Avenue, and lands to the west and north of Campbell Heights are not subject to any further policy direction.

The City's Employment Land Strategy, adopted by Council in 2009, states that the policy direction in the Campbell Heights Plan that supports residential should be amended to focus future development on employment use without a residential component. While the lands adjacent to Campbell Heights have been subject to a number of inquiries, there are no current proposals to develop lands.

### **The Hazelmere Uplands Area**

The Hazelmere uplands consist of a triangular shaped 271 hectares (670 acres) area in the southeast corner of the City, bounded by Zero Avenue, the Langley border and the ALR boundary. On December 18, 2006 Council considered Corporate Report No. L010, regarding a developer request to proceed with a Neighbourhood Concept Plan ("NCP") process for the Hazelmere uplands. Council considered this request and directed staff to *"Notify the proponent of the "Hazelmere Heights" proposal that this proposal is premature and that the City will not proceed with a Neighbourhood Concept Plan (NCP) process for the Hazelmere area at this time"*, based on there being a lack of an existing policy framework, sufficient capacity in planned NCP areas to accommodate future residential growth, and significant servicing requirements and constraints associated with the subject area.

In June 2009 the land owner made an alternate submission, requesting that this area be designated to a Suburban designation in the OCP that would provide for 5 acre residential lots. The owner has submitted a concurrent application for the subdivision of a 90 acre portion of the Hazelmere uplands into 17 lots which are 5 acres in size, consistent with the policy direction of the current South-East Surrey Plan, and the current A-1 zoning, which provides for 5 acre lots.

Separated from other Urban areas by the ALR and distant from amenities, transit and municipal services, Hazelmere is pastoral in character, comprising gently sloping meadows interspersed with large clusters of trees and traversed by numerous creeks. It is an area of significant ecological resources as determined by the preliminary Ecosystem Management Study currently underway. The area is comprised primarily (77%) of lots over five acres in size, as shown on the map attached as Appendix IV. All but three of these lots are zoned A-1 (General Agricultural Zone) with agricultural activity in the area coming mostly in the form of hobby farms.

Under these circumstances, the current application to provide for the completion of the Hazelmere uplands area through a 5 acre subdivision that would provide for a low intensity of development consistent with the rest of the uplands area would be appropriate. This level of development would provide for the retention of much of the current tree cover and environmental and rural values of the area. As well, it would retain a low density development throughout the area that could be considered for further, more intensive development through a coordinated planning process at some time in the future, if and when it is appropriate to consider other more intensive residential or employment land uses in the area.

**Policy Proposal:**

- *The areas South of Campbell Heights and in the Hazelmere Area be retained in their current Agricultural Designation;*
- *The revised OCP clarify that the Agricultural designation provide for a minimum lot size of 10 acres for lands in the ALR, but that a minimum lot size of 5 acres is allowed for lands in the Agriculture designation outside the ALR; and*
- *The OCP contain further policies regarding the retention of the Hazelmere upland area as a rural community, providing for rural residential, hobby farms and agricultural uses, with a minimum lot size of 5 acres.*

This will provide for the current subdivision application to be considered, in a manner that is consistent with the Hazelmere area. It will also protect the area south of Campbell Heights from higher density residential or other forms of development, pending time to study the area to determine the best use of this land.

**6. Agricultural Edge Protection**

A theme that was raised a number of times through the OCP 2010 process, by the Agricultural Advisory Committee as well as development interests, is the effectiveness of the City's policies for properties being developed adjacent to ALR lands.

The OCP currently contains a number of agricultural edge policies aimed at protecting and enhancing agricultural lands, and promoting compatibility between agricultural and non-agricultural lands. This is done through Development Permit Area Guidelines that specify building location, buffers, and landscaping. As well, the OCP's Suburban designation is intended to provide a transition in density between Urban and Agricultural lands.

In addition to OCP policies, the City's agricultural edge policies draw on a number of other sources, including:

- City Policy No. O-23 – "Residential Buffering Adjacent to the ALR/Agricultural Boundary"; and
- Policies adopted in the General Land Use Plan in Grandview Heights and contemplated for South Port Kells that provide for cluster development and larger buffer widths along the ALR edge.

Guidelines from the Agricultural Land Commission and the Ministry of Agriculture and Lands, including the 2009 "Guide to Edge Planning", promote best practices from around the Province and country. These policies seek an adequate setback of buildings from agricultural lands, a physical barrier or vegetated buffer at the edge, a gradual increase in the size of residential lots near agricultural lands, and a preference for "clustering" buildings to provide more open space between agricultural lands and housing.

Although Surrey currently has some of the most progressive agricultural edge protection policies in the region, there are still areas where improvements can be made. For example, there have been a number of instances where developers have not installed, or have been slow to install, the required vegetative buffer at the ALR edge. There have also been instances where home owners have removed the required vegetation and have encroached into the required setbacks. As well, there have been instances where higher densities have been allowed adjacent to the ALR in NCP areas in exchange for amenities such as the protection of environmental features and heritage assets.

A consolidation of policies, as well as removal of inconsistencies between City policies, is recommended in order to increase clarity and effectiveness of the agricultural edge protection policies. The revised OCP should incorporate the intent of Policy No. O-23, and also provide the option for utilizing clustering policies that incorporate somewhat increased densities in association with increased setbacks from the ALR.

Currently, some of the policies within the OCP Development Permit Area guidelines are inconsistent with Policy No. O-23. For example the OCP currently requires that all buildings be located a minimum of 30 metres (98.5 feet) from the edge of agricultural land for all types of land uses. Policy No. O-23 requires that the minimum setback of residential buildings be 37.5 metres (125 feet) from the ALR edge. A consolidation of the two policies would clarify required setbacks from the ALR for all types of land uses.

**Policy Proposal:**

- *The OCP Development Permit Area Guidelines outline a minimum building setback of 37.5 metres from the ALR edge for residential properties and a minimum 30 metre building setback for Industrial, Commercial and other non-residential uses.*

Policy No. O-23 currently stipulates that a Restrictive Covenant be registered on all residential lots adjacent to the ALR boundary in order to inform land owners of the agricultural practices in the area. The OCP does not currently outline the requirement for a Restrictive Covenant.

**Policy Proposal:**

- *The requirement for a Restrictive Covenant on all residential lots adjacent to the ALR be included in the OCP Agricultural Area Development Permit Guidelines.*

Both the OCP and Policy No. O-23 propose that the continuous minimum 15 metre landscaped buffer next to the edge be planted. The OCP sets out certain conditions whereby the buffer area can be reduced.

**Policy Proposal:**

- *A policy be added to the OCP to provide that exemptions to the buffer requirements be handled through the standard Development Permit variance process.*

## **Density and Buffers Adjacent to Agricultural Lands**

To reduce conflicts between Agricultural lands and non-agricultural uses, the OCP promotes lower densities and requires buffering adjacent to lands designated Agricultural. Policy No. O-23 outlines the transition of residential densities from the agricultural edge out to 400 metres from the edge and, specifically, provides for the development densities adjacent to the ALR, as follows:

- Within 200 metres of the edge, a minimum lot size of one-half acre, provided that at least one row of one acre lots should be created immediately adjacent to the ALR boundary; and
- Between 200 metres and 400 metres of the edge, provide for a maximum of 4 units per acre with minimum lot sizes of 10,000 square feet.

However, the application of the current OCP and Policy No. O-23 does not always create the most effective buffer conditions. As noted above, there has been difficulty in ensuring the installation of buffers in the rear yards of single family housing developments and in having new residents retain and respect the buffer area. As well, in a number of future NCP areas, there is significant existing vegetation, significant changes in elevation between future residential development and the ALR, and large enough potential assemblies to consider alternative means for achieving an effective ALR buffer.

In these NCP areas, it may be possible to increase residential densities by providing for "cluster development" that moves the residential uses further away from the agricultural edge, and provides the opportunity for a wider and more fully vegetated buffer that could be controlled and maintained, as a condition of development, through a strata corporation or be dedicated as publicly held open space.

A wider vegetated buffer could have benefits to agriculture and provide for public amenities by providing:

- Reduced site coverage with increased open space or natural areas;
- Greater separation between residential uses and potential nuisance of agricultural operations;
- The opportunity for better protection of buffer areas by strata corporations as a condition of development; and
- Opportunity for protection of high-value ecosystems along the agricultural edge.

### **Policy Proposal:**

*That the revised OCP contain policies that would provide for Urban "cluster" densities abutting Agriculturally designated lands where the edge is comprehensively planned through an NCP. The policies would require the provision of a significantly increased setback and buffer areas in exchange for an increase from a Suburban density to an Urban density that would fit within the context of the NCP area. In consultation with the Agricultural Advisory Committee, the density and buffer should be designed to provide for improved protection of the Agricultural edge. All such development abutting the ALR would continue to be within a Development Permit Area.*

## **7. Parks, Open Space and Active Living**

Through the OCP update process, new approaches have been identified to the implementation of the Parks, Recreation & Culture Strategic Plan.

Currently, City policy is to maintain a minimum of 4.2 hectares of parkland per 1,000 residents, allocated in fixed ratios for City Parks (2.0 hectares), Community Parks (0.8 hectares), Neighbourhood Parks (0.6 hectares) and Nature Preserves and Linkages (0.8 hectares). As the City develops into a more compact, urban municipality, and as land for larger parks becomes more difficult and costly to acquire, these fixed ratios for various types of park are increasingly difficult to achieve.

At the same time, there is a growing realization that the location, quality and content of parks is a greater priority than a land area based solely on population. For example, recent public surveys have shown that passive recreation, such as walking and cycling, is growing in importance. As a result, several OCP policy directions are proposed for consideration.

### **Policy Proposal:**

*To increase flexibility in park allocations and to adapt to an increasingly compact urban development patterns, it is proposed that the City:*

- *Target 4.2 hectares of parkland per 1,000 residents on a city-wide basis, without a requirement for fixed ratios for various types of park;*
- *In more compact urban centres, expand the use of attractive mini parks, plazas and other open spaces within walking distance of residents as park amenities;*
- *Expand the quantity and quality of Greenways and Blueways for passive recreation and active transportation; and*
- *Explore opportunities to create additional "Destination Parks," which are iconic, amenity rich parks that would attract people from across the City and region, in the same way that Crescent Beach and Holland Park now attract people from around the region.*

## **8. Secondary Plans**

In the past, a wide variety of secondary land use plans have been created to provide a more detailed framework for development within the context of the OCP. The OCP sets out broad policy objectives and general land use designations to guide the growth and development of the City. More detailed secondary plans shape the character and development of specified

areas of the City. These plans are adopted by Council resolution following extensive public consultation.

Secondary plans, primarily referred to as Neighbourhood Concept Plans (NCPs), guide the detailed planning, servicing and implementation of new neighbourhoods, mixed use areas and new employment areas. As well, they provide a detailed planning and design context for the redevelopment and revitalization of defined areas of the City, including the revitalization of mature neighbourhoods, portions of the City Centre and Town Centres, transit corridors and other mixed use areas.

**Policy Proposal:**

*It is proposed that the updated OCP:*

- *Contain updated policies on the consultation process for, and the content of, NCPs and a better description of the relationship of NCPs to the OCP; and*
- *Clarify that Secondary Plans are consistent with policies and long term vision of the Official Community Plan. The detailed land use policies, designations and implementation and financing strategies contained in Secondary Plans are adopted by resolution of Council. At the time of development approval, or as directed by Council, the corresponding Official Community Plan designations are incorporated into the Official Community Plan through specific amendments, including a public hearing process.*

A further concern is that some areas which have been identified for Industrial and Commercial uses in the OCP have not been reflected on the OCP's Land Use Schedule. Areas such the Highway 99 Corridor are still reflected as Suburban in the OCP. This is not effective in providing the investment community with Surrey's intentions to provide for employment and business related uses in this area. As well, it will be necessary to show this area as an employment area, so that it can be accurately reflected in the new Regional Growth Strategy.

**Policy Proposal:**

*In keeping with the spirit of Surrey's Economic Development Strategy and Economic Action Plan, it is proposed that:*

- *The OCP land use map, Schedule A, be amended to reflect the Industrial and Employment uses in the Highway 99 Corridor Local Area Plan, as adopted by Council.*

It is further proposed that the OCP Update include a description of the role of General Land Use Plans. These plans are developed through public consultation and are adopted by Council resolution in order to set out the overall policy context for the adoption of future NCPs. The OCP now shows these areas as Suburban. Staff has had considerable challenges when dealing with senior orders of government, including the Ministry of Transportation & Infrastructure and TransLink, in having these Ministries and agencies recognize Surrey's longer term employment and population aspirations for these areas. A description of Surrey's longer term plans for these areas is very important when working with these agencies in the planning of transportation and networks.

## **Policy Proposal:**

*It is proposed that General Land Use Plan areas remain as a Suburban Designation until such time as NCPs are prepared and implemented through development applications, but that policies be added to advise that these areas are intended to redevelop over time. Draft policies for consideration and public input are suggested below:*

- *Grandview Heights, South Port Kells and Clayton will develop over time as complete communities, with a mix of residential densities, commercial nodes, community facilities, schools, parks, pathways and trails and protected areas. Trees, watercourses and areas of environmental significance will be protected wherever possible, and development will ensure respect for the adjacent Agricultural Land Reserve. Modified grid road systems, combined with greenways, will enable residents to walk or cycle to schools, parks services and facilities. A high quality of urban design and attention to place-making principles will be central to each of these communities.*
  - *The projected population of Grandview Heights at full build-out, subject to detailed planning and the preparation of six Neighbourhood Concept Plans is expected to be between 20,600 and 32,800 people. While the Grandview Corners area will be the main commercial focus of the area, smaller commercial nodes may be established to serve the convenience needs of the local residents;*
  - *South Port Kells will have its own identity and community focus through well-designed and well-located neighbourhoods of Tynehead, Anniedale and Port Kells Village. To provide local employment opportunities, a comprehensively designed workplace/employment centre is proposed to be focused on the triangle bordered by Highway 1, Highway 15 and Golden Ears Way. The projected population at build out, subject to detailed planning and the preparation of Neighbourhood Concept Plans is expected to be in the range of 17,000 to 25,000. The number of jobs will be determined through a further planning process; and*
  - *The projected population of the Clayton Community is expected to be in the range of 30,000 to 35,000 persons. It is a community based on sustainable development principles, with its own identity and community focus, including a village centre and provisions for local employment opportunities.*

## **9. Density Bonus Policy**

The current OCP only refers to Density Bonusing on the Land Use "Allowable Density" table by providing for densities in specified designations to "increase through the density bonus provisions of the Zoning By-law". Under the City's Interim Density Bonus Policy, development in the City Centre and Guildford Town Centre may qualify for additional density to a pre-determined limit, subject to an amenity contribution of a portion of the "land lift" resulting from increased value of the property due to the additional allowed density.

Considering the potential that density bonus provisions will likely be used in other parts of the City, it is proposed that a policy be added to the OCP outlining the potential amenities that can be achieved through the use of this provision of the *Local Government Act*.



### **Policy Proposal:**

*That policies be added to the OCP to identify the range amenities for consideration in density bonusing, including:*

- *Affordable and Special Needs Housing;*
- *Civic Amenities, such as child care spaces, public meeting spaces, civic and cultural facilities, public art, open space, publicly accessible parks or gathering places;*
- *Green Building features including measures that significantly reduce energy demand, green roofs, the use of renewable, low-impact energy sources, components of district energy systems, and other measures that can be demonstrated to significantly reduce the emission of Greenhouse Gases; and*
- *The provision of significant levels of employment.*

### **10. Implementation, Indicators and Monitoring**

Currently, each policy chapter in Surrey's OCP includes sections describing implementation measures, "Quality of Community" indicators and the relationship of policies with the land use strategy. In practice, these sections have been used only for information purposes and much of the content has been subject to change over time as best practices improve. The repetitive nature of the section headings within the chapters has also led to a document that is more complex and difficult to read.

As a result, it is proposed that the main OCP document chapters include only background information, key directions and policies. Potential implementation measures and indicators related to policies would be included in data tables in a Schedule to the OCP for information purposes only. With the exception of targets for GHG reduction, which are now required by Provincial statute to be included in the OCP, indicators that are related to OCP policies are proposed to be linked to the corporate indicator database that is currently being constructed in consultation with a community indicators and targets task force.

Participants at OCP Phase 2 open houses will be asked to suggest potential indicators that support OCP directions for the information of the task force, and it is anticipated that community indicators recommended by the task force will be reviewed by the public at Phase 3 open houses on the draft revised OCP some time next year.

### **SUSTAINABILITY CONSIDERATIONS**

The chapters of the OCP are structured to mirror the vision of the City's Sustainability Charter. All of the policies proposed for the draft OCP document will be reviewed for completeness and consistency with the Charter's vision, goals and scope items using a "Triple Bottom Line" evaluation framework.

## CONCLUSION

OCP 2010 is being designed to be a user-friendly, practical statement of the City's objectives and policies to guide decisions on planning and land use management. The policy proposals outlined in this report reflect Council's direction to incorporate the Sustainability Charter, other plans developed since 2002, plans currently underway, and feedback from the public and process stakeholders, into the revised OCP.

Based on the above discussion, it is recommended that Council authorize staff, as part of Phase 2 of the OCP Review, to present the policy proposals contained in this report at two public open houses, one in North Surrey and one in South Surrey, for review by and feedback from the public and to report back to Council following the public consultation with recommended policies for inclusion in a draft revised OCP.

*Original signed by*  
Jean Lamontagne  
General Manager  
Planning and Development

JMcL/MA/kms/saw

### Attachments

Appendix I	Provincial Transit Plan and Frequent Transit Corridors Map
Appendix II	City Centre Plan Map
Appendix III	Areas in the Agricultural Designation but Outside of the ALR
Appendix IV	Map Lot Sizes and Subdivision Proposal in the Hazelmere Area









