



Corporate Report

NO: R040

COUNCIL DATE: March 30, 2009

REGULAR COUNCIL

TO: Mayor & Council DATE: March 30, 2009
FROM: General Manager, Planning and Development FILE: 6440-20-2008
SUBJECT: Status of and Process and Schedule for the Major Review of Surrey's
Official Community Plan

RECOMMENDATION

The Planning and Development Department recommends that Council:

1. Receive this report as information;
2. Approve the work plan for the next phases of the major review of the Official Community Plan (the "OCP"), attached as Appendix I to this report;
3. Approve the public consultation process for the major review of the OCP, including the list of persons, organizations and authorities that will be consulted as part of this process, as set out in Appendix II of this report; and
4. Approve the draft "Table of Contents", attached as Appendix III to this report, as a basis for discussion.

INTENT

The purpose of this report is to:

- update Council on the status of the major review of the OCP;
- summarize initial feedback from Phase 1 of the review process; and
- outline the proposed approach, steps, and schedule for the next phases of the review process.

POLICY CONSIDERATIONS

City policy calls for a major review of the OCP every five years to ensure that the document is an up-to-date reflection of Council and community objectives. The OCP is a statement of objectives and policies to guide decisions on planning and land use management for Surrey. An OCP is a requirement of the *Local Government Act* and Metro Vancouver. Subordinate (secondary) plans, regulations and municipal works must comply with the direction of the OCP.

BACKGROUND

On April 14, 2008, Council considered Corporate Report No. C006 and directed staff to proceed with a major review of the Surrey Official Community Plan By-law, 1996, No. 12900, based on the proposed planning and public consultation process outlined in the Terms of Reference included with that report.

Since that time, staff has attended and made presentations to all of Council's Advisory Committees, including the Environmental Advisory Committee, the Heritage Advisory Commission, the Parks and Community Services Committee, the Social Planning Advisory Committee, the Multiculturalism Advisory Committee and the Agricultural Advisory Committee. Presentations have also been made to the Development Advisory Committee, the Surrey Association of Sustainable Communities and Surrey Environmental Partners. The input from this initial consultation is summarized later in this report. A chronology of the meetings is attached as Appendix IV to this report.

Since Council adopted the above-noted Terms of Reference, a number of major policy initiatives that will inform the new OCP have been completed. These include:

- The Sustainability Charter;
- The Employment Lands Strategy;
- The Economic Development Strategy;
- The Parks, Recreation and Culture 10-Year Strategic Plan; and
- The Transportation Strategic Plan.

Council has also approved a Terms of Reference for, and work is underway on the following:

- The Ecosystems Management Strategy;
- The Housing Action Plan; and
- Policies for a Child and Youth Friendly City.

These documents have each included, or will include, a visioning and public consultation process as a component of their development. For example, the adoption by Council of the Sustainability Charter in September 2008 provides a vision, goals and a broad range of scope items for incorporation into the major review of the OCP. The development of an updated OCP is, in fact, a continuation of the work on these components. As a result of the work done through each of these policy initiatives, the visioning component of the major review of the OCP can be streamlined and the focus of consultation can be shifted

to updating policy statements that support the direction from the Sustainability Charter and other recently approved high-level plans.

The concurrent review of Metro Vancouver's Regional Growth Strategy identifies proposed regional policy directions that will, when adopted, need to be addressed in the OCP's Regional Context Statement. While there are still a number of key areas that will need to be worked out between the Region and local municipalities, many of the proposed policies are consistent with existing and proposed OCP and Sustainability Charter policies, including:

- Focusing development in town centres and transit corridors;
- Promoting affordable and appropriate housing;
- Preserving agricultural capacity;
- Protecting areas for conservation and recreation;
- Maintaining a strong employment and industrial land base;
- Creating a sustainable transportation system with a priority on walking, cycling, transit and goods movement; and
- Promoting a low-carbon future for the Region.

DISCUSSION

Initial Consultation Results

As documented in Appendix IV, staff attended Council's Advisory Committees, met with staff from across City Departments and made presentations to the Surrey Association of Sustainable Communities, Surrey Environmental Partners and the Development Advisory Committee on the process related to the major review of the OCP, and asked for preliminary input from these groups. The key messages heard through this preliminary consultation include:

- Although the existing OCP contains a broad range of solid policy directions, the organization of the existing OCP is sometimes difficult to understand and policies are difficult to find. The OCP should be "user friendly" for staff, the public and other stakeholders;
- There is strong support for policies that promote complete, compact, transit-oriented communities;
- The City should be walkable and pedestrian friendly, with smaller shopping nodes and local commercial areas;
- There is a need for comprehensive planning to address proposed technologies and higher densities along rapid and frequent transit corridors;
- Priority should be placed on town centres and creating a vibrant second metropolitan core in City Centre;
- The OCP should support a wide range of community services, including more parks, recreation, library, greenway, bicycle, pedestrian and cultural facilities;
- Agricultural zones and buffer policies between the ALR and Urban areas should be revisited and clarified;
- Environmental, natural area and conservation policies should be strengthened;
- Economic policies that support the tax base and encourage high quality education and employment opportunities within the City should be strengthened;

- The OCP should incorporate comprehensive and innovative energy and climate change policies;
- The City should find ways to increase support for heritage, culture and a sense of place in the OCP;
- Land Use policy and Design guidelines should be reviewed for clarity and flexibility to enable mixed uses and high quality innovation. It should allow flexibility and inspire great design, variety and place making; and
- Temporary Use Permits and Development Permit Area definitions and conditions should be consolidated with maps of locations.

A common theme in background research and stakeholder feedback is the need to create a document that is easy to follow and that reflects all of the themes identified in the Sustainability Charter, while ensuring that all statutory requirements of an OCP are included.

Next Steps in the Consultation Process

Section 879 of the *Local Government Act* requires local governments to provide one or more opportunities for consultation with persons, organizations and authorities it considers will be affected when developing an OCP. The local government must determine if consultation should be early and ongoing, and, specifically, if consultation is required with adjacent jurisdictions, First Nations, school districts, boards, government agencies, etc.

It is proposed that the next stage of the major review of the OCP consist of a series of public open houses and presentations in North, Central and South Surrey to outline the process and receive public input. These events will be advertised in the local newspaper and featured on the City's website. Posters and flyers will be available through City facilities. In addition, community associations, interest groups, organizations, utilities, agencies, neighbouring municipalities, First Nations, the Surrey School District and others will be invited by direct mail and e-mail. A list of those that will be specifically invited to participate is attached as Appendix II to this report.

The theme "*Surrey . . . It's your City – It's your future*" is proposed to identify this process.

The public open houses will provide information on:

- The role and content on an OCP;
- A snapshot of Surrey now and our projections for population, demographics and employment for the next five years and up to 30 years;
- A vision of Surrey in the future; and
- Boards for each of the "theme" areas relating to recently adopted and on-going major policy initiatives that will be considered for incorporation into the OCP, with interactive opportunities for ideas and comment.

Issues Requiring More Study and Coordination

While plans and policies in many of these sections have a strong foundation from the existing OCP and policy documents that have been developed since 2002, there are a number of issues that will require additional study before integration into the OCP. To address these issues and develop plan and policy alternatives for review and discussion, a number of technical staff working groups have been set up, including:

- Land use, including agricultural land policy;
- Transportation, including rapid transit nodes and frequent transit corridors;
- Parks and open space;
- Environment and natural areas;
- Urban design, including policies to promote a sense of place;
- Economy and employment; and
- Social issues, including affordable and accessible housing policies.

For most of these areas, it will not be necessary to "reinvent the wheel". For example, the Transportation Strategy, the Ecosystem Management Study, the Employment Lands Study, the Plan for Social Well-Being and the Housing Action Plan will be the principal source of policy in their areas. The focus instead is on integrating completed plans and policies into the OCP and addressing any plan and policy gaps.

There are, however, a number of areas where additional study and integration will be required, including:

- The Province's new Climate Action legislation requires that Greenhouse Gas emission reduction targets and policies be included in municipal Official Community Plans after May 31, 2010;
- The Provincial Transit Plan as well as TransLink's "Transport 2040" – a Transportation Strategy for Metro Vancouver both identify rapid transit extensions in Surrey. The OCP will need to incorporate the findings of the Rapid Transit network study being conducted by TransLink and will form part of the consultation process on preferred alignments;
- Metro Vancouver's draft Regional Growth Strategy contains policies to focus growth in urban centres and Frequent Transit Development Corridors according to set targets. Work will need to be undertaken to study potential corridors and assess the opportunities and implications of increased densities along these routes;
- There is a need to consolidate policies related to protection of the ALR, including a re-examination of buffering policies at the boundary where ALR lands meet development and developable land;
- It is timely to review the number and density provisions of current land use designations, with particular attention to densities within Surreys' Town Centres and City Centre; and

- The future of areas currently in the Agricultural designation, but outside of the ALR, such as the Hazelmere area, will be reviewed and confirmed.

Proposed OCP Structure

A draft structure for the OCP has been developed which reflects the Sustainability Charter's vision, builds upon the existing OCP plans and policies, facilitates the incorporation of recent plans and policy documents and meets the statutory requirements of the *Local Government Act*.

It is the intent to create an attractive and user-friendly document that will provide for ease of use, will incorporate maps into the related policy sections and include pictures, illustrations and cross-references. A draft "Table of Contents" for discussion and working purposes is attached as Appendix III to this report.

The resulting combined OCP plan and policy sections proposed for discussion by stakeholders include:

- An introductory section that describes the vision of a sustainable city and guiding principles, and describes the structure of the OCP document;
- Land use and development policies and land use designations that provide direction regarding the shaping of growth and development. It will also contain high-level urban design principles and infrastructure services other than transportation;
- A series of policy sections capturing the major policy directions of the OCP, including policies in support of:
 - Surrey's Economy and Employment;
 - Surrey's City Centre, Town Centres and Transit Priority Areas;
 - Promoting Active Living incorporating input from the Parks, Recreation and Culture Strategic Plan and Transportation Strategic Plan;
 - Transportation Choice – consistent with the Surrey Transportation Strategic Plan;
 - Environmental management evolving through the Ecosystems Management Strategy;
 - Agriculture and Food Security;
 - Energy, Resources and Climate Change, including GHG Targets;
 - Policies that promote a sense of Place and Belonging;
 - A full range of services in support complete, compact communities, including schools, libraries, fire, police, civic and cultural facilities;
 - Housing to meet the diverse needs of Surrey's residents; and
 - Safety and Well-being including CPTED policies input from the City's Crime Reduction Strategy and emergency preparedness planning;
- The Administration and Implementation of the OCP;
- Surrey's Regional Context Statement; and

- A series of Schedules containing Urban Design Guidelines, Heritage Conservation Area Guidelines, Development Permit Areas and Temporary Use Permits.

Revised Planning Process

As noted above, due to the extensive public input to recent major planning initiatives, such as the Parks, Recreation & Culture 10-Year Strategic Plan, the Transportation Strategy and the Sustainability Charter, the next step in the major review of the OCP should focus on making structural and readability improvements to the document and incorporating the results of completed and ongoing plans and policy documents rather than undertaking a major exercise to create new policy in most areas.

Public open houses will be held in Phase 1 to confirm the OCP's vision and issues and in Phase 2 to obtain feedback on the OCP's structure, plan, and policy alternatives. These open houses will be held at a number of locations throughout the City to make the process accessible to the general public. A further Citywide open house will be held in Phase 3 to review and refine the draft OCP structure, plans and policies.

Phase 1 – Background Research and Issues Analysis (Fall 2008 – Spring 2009)

This phase, which is currently in progress, is the synthesis of relevant background material and studies and consultation to identify issues and "gaps" in the current document. It includes a review of City plans, policies and strategies and will identify potential new plan and policy content areas to be addressed in the updated OCP document.

This work has involved a critical review of the structure and content of the current document, which was built upon the 1995 Future Surrey Vision and contains a significant amount of useful content. As part of this review, staff from various City Departments are working together to identify and integrate key elements from City plans and policies that were recently completed or are in progress.

The consultation program in Phase 1 includes:

- Consultation with City Advisory Committees (completed);
- Consultation with key community stakeholders (in progress);
- Consultation with City Departments on their areas of responsibility and plans and policy documents that have been approved or are in process (in progress);
- Public open houses in North Surrey, Newton, Cloverdale and South Surrey to review the OCP vision and issues;
- Web-based opportunities for input; and
- A status report to Council.

Phase 2 – Identification and Evaluation of Alternatives (Spring/Summer 2009)

Phase 2 will focus on the planning and policy issues identified in Phase 1 and will identify and evaluate alternatives with public, staff and Council input. The proposed structure and format will be reviewed and discussed, to ensure that the final OCP document is easily understood. This evaluation of structure, format, and plan and policy alternatives will result in recommendations for a draft OCP as input into Phase 3.

Phase 2 consultation to propose and review policy and plan alternatives will include:

- A workshop with Council;
- Workshops with staff from key City Departments;
- Meetings with City Advisory Committees;
- An intergovernmental agency meeting with federal and provincial agencies, Metro Vancouver, TransLink and neighbouring municipalities;
- Technical working group meetings;
- Newspaper insert/web-based opportunities for input;
- Community public open houses to obtain feedback on the OCP's structure, plan, and policy alternatives; and
- A report to Council (September 2009).

Phase 3 - Draft Plan (Fall 2009)

In Phase 3, based on the feedback received on the plan and policy alternatives, a draft OCP will be finalized and circulated to process stakeholders for comment and presented to the public to identify concerns and to solicit feedback for improving the plan. This phase will conclude with a report to Council with a recommended final draft of the OCP document.

The consultation process in Phase 3 includes:

- Circulation of the draft OCP for comment;
- A City-wide public open house to review the draft OCP;
- Workshop with City Council; and
- A report to Council (December 2009).

Phase 4 - Finalizing the Plan (Winter/Spring 2010)

Phase 4 involves the formal adoption of the new OCP, including drafting a by-law, a formal public hearing on the OCP, obtaining the required approvals at the Regional and Provincial levels, and final adoption by Council.

The schedule for all four phases of the process is attached as Appendix I.

CONCLUSION

The major review of the OCP is underway. Initial stakeholder consultation during Phase 1 of the process has indicated that the current document contains much good policy content, but its structure and format should be enhanced and the content amended to include new Council directions and policies completed since 2002.

It is recommended that Council:

- Approve the schedule and work plan for the next phases of the major review of the OCP, attached as Appendix I to this report;

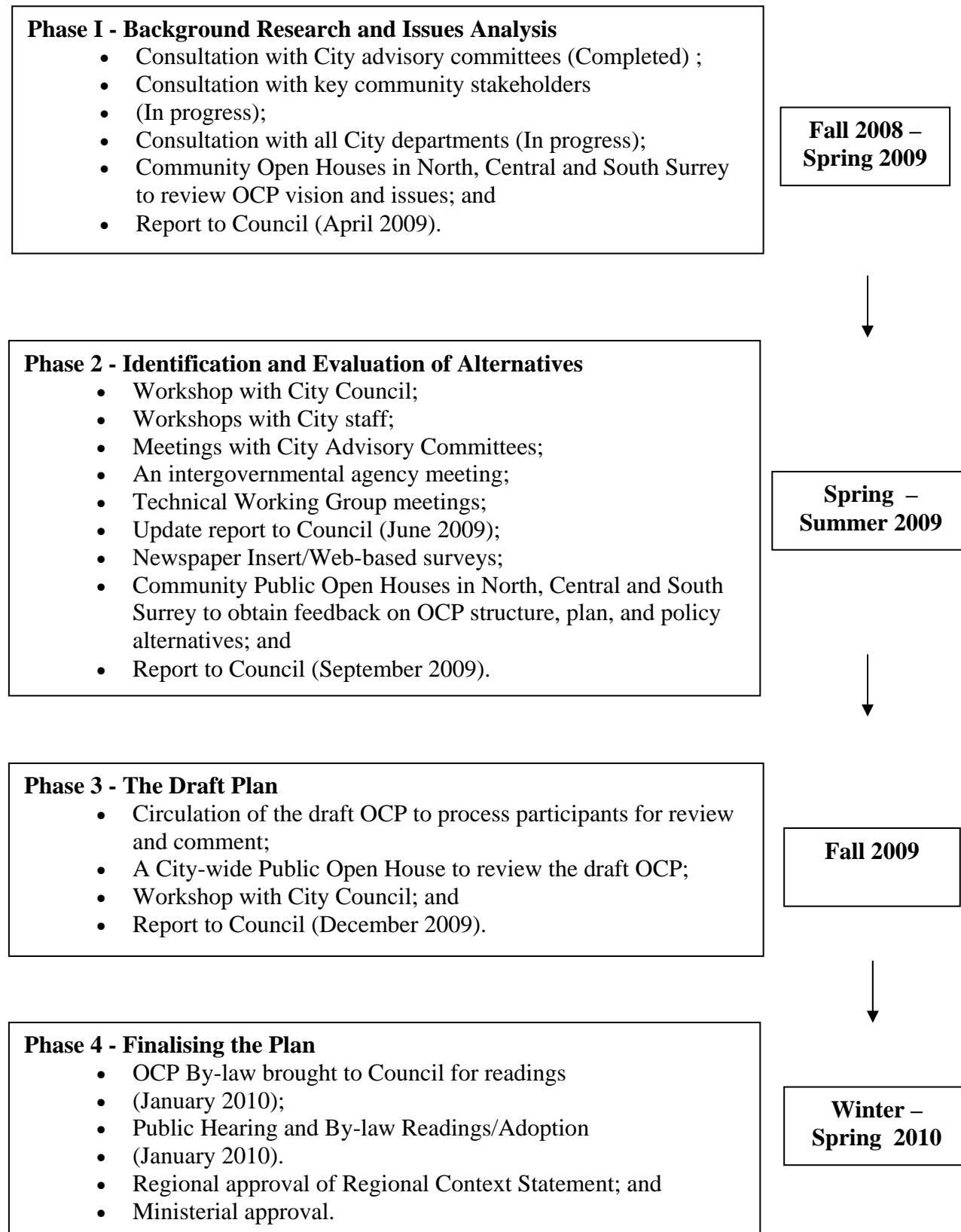
- Approve the public consultation process for the major review of the OCP, including the list of persons, organizations and authorities that will be consulted as part of this process, as set out in Appendix II of this report; and
- Approve the draft "Table of Contents", attached as Appendix III to this report, as a basis for discussion.

Original signed by
Jean Lamontagne
General Manager
Planning and Development

JM/MA/kms/saw

Attachments

Appendix I	OCP Updated Timeline and Work Plan
Appendix II	Public Consultation – persons, organizations and authorities to be consulted
Appendix III	Draft OCP Table of Contents
Appendix IV	Chronology of Consultation Events

OCP Review Timeline and Workplan

**Summary List of Persons, Organizations and Authorities to be Contacted
as Part of the OCP Review Process**

All City Advisory Committees, Commissions, Boards and Panels

All Community Associations, Ratepayers' Associations, Neighbourhood Associations, Property and Home Owners' Associations, and Surrey Association of Sustainable Communities

All Business Associations, Business Improvement Associations, Chambers of Commerce and Boards of Trade

Environmental Groups including Surrey Environmental Partners

All interest groups working on social, cultural, economic and/or environmental issues, and including:

- Greater Vancouver Home Builders' Association
- Real Estate Foundation of BC
- Surrey Access for All Committee
- Surrey Homelessness and Housing Society
- Urban Development Institute
- United Way
- Vibrant Surrey

Neighbouring Municipalities and First Nations

Federal and Provincial agencies including Department of Fisheries and Oceans Canada and Provincial Ministries

Metro Vancouver

Fraser Health Authority

TransLink

Union of British Columbia Municipalities

Educational Sector including Surrey School District No. 36, Simon Fraser University and Kwantlen Polytechnic University

Utilities and Services including hydro, gas, phone and cable utilities,

Protective Services including RCMP, Surrey Fire Department

Draft OCP Table of Contents

1. **Introduction**

This section would set out the role and structure of the OCP and its relationship to other documents.

- 1.1. Vision for a Sustainable City
- 1.2. The Role of the Official Community Plan
- 1.3. Guiding Principles
- 1.4. Context for Planning - including Surrey's historic development and current conditions, trends, and demographic projections in 10-year intervals out to the horizon year of 2041 by community.
- 1.5. Structure of the OCP

2. **Land Use and Development** – “Leading the Way in Sustainable Community Design and Development.”

- 2.1. Land Use Planning Policies
- 2.2. City-wide Land Use Designations and Land Use Map
- 2.3. Urban Design Policies (Detailed Design Guidelines included in Schedules)
- 2.4. The role of Secondary Plans, including:
 - 2.4.1. Surrey City Centre Plan
 - 2.4.2. Town Centre Plans
 - 2.4.3. General Land Use Plans
 - 2.4.4. Neighbourhood Concept Plans
 - 2.4.5. Frequent Transit Development Corridors
- 2.5. Utilities and Servicing
- 2.6. Development Permit Area Policies (DPAs included in Schedules)
- 2.7. Temporary Use Permit Area Policies (TUPs included in Schedules)

3. **Economy and Employment** - Building a Sustainable Local Economy with Green Businesses and a Full Range of Employment Opportunities.

This section would address economic and employment land use considerations and policies not covered by the Agriculture section and incorporate the principles adopted in the Employment Land Strategy and Economic Development Strategy. These policies will protect Surrey's Industrial employment land base and promote employment in centres and locations that are well served by walking, cycling and transit.

4. **Surrey's City Centre** - Establishing the Region's Second Metropolitan Core.

A distinct section would describe plans and policies for establishing the City's downtown and region's second metropolitan core, as well as policies supporting vibrant and attractive, mixed-use Town Centres.

5. **Active Living** - Promoting Active Living with Parks, Recreation and Active Transportation Facilities.

This section would include policies to support the parks and recreation system, including policies to support the active transportation components of the transportation system.

6. **Transportation** - Increasing Transportation Choice, With a Priority on Moving People and Goods Efficiently.

This section would describe the transportation network and policies to establish a green transportation hierarchy consistent with the City's Transportation Strategic Plan.

7. **Environment** - Conserving the Natural Environment and Enhancing Natural Areas and Biodiversity.

This section would cover all environmental and ecological policies other than energy, climate action policies, resource consumption and waste management.

8. **Agriculture and Food** - Promoting Food Security and Protecting a Sustainable and Strong Agricultural Base.

This section would include policies that support the efficient and sustainable production of food in Surrey and making food available within the City.

9. **Energy, Resources and Climate Change** - Incorporate Alternative Energy Sources, and Strive to Achieve Carbon Neutrality with No Net Impact From Waste Generated by the Community.

This section would focus on energy, climate action policies, resource consumption and waste management, moving towards a carbon-neutral and zero-waste community.

10. **A Sense of Place and Belonging** - Promoting a Society where All Residents Feel a Sense of Place and Belonging.

This section would include policies that promote a sense of place and belonging, including aspects of the public realm and public gathering places, cultural events, heritage, accessibility and inclusivity for children, youth, seniors and those with special needs. Celebrating heritage includes the built form, our natural heritage and the cultures that enrich our heritage.

11. **Community Services** - Promoting a Network of Accessible Health, Social and Community Services.

This section would include policies supporting a full range of services for complete, compact communities, including schools, libraries, fire, police, civic and cultural facilities. Community services cover the local provision of the goods and professional services needed for day-to-day living and business operations.

12. **Housing** - Creating Housing Options that Meet the Diverse Needs of Surrey's Residents.

In addition to ensuring an adequate supply of land and housing capacity for projected growth, this section would include policies that promote housing that addresses the full range of needs within the City, including market and non-market mechanisms, incorporating the recommendations of the Housing Action Plan.

13. **Safety and Security** - Enhancing Citizen Safety and Well-being Through Crime Prevention, Design and Emergency Preparedness.

This section would augment existing Crime Prevention Through Environmental Design (CPTED) policies with policies from the City's Crime Reduction Strategy and Emergency Preparedness strategy.

14. Administration and Implementation of the Plan
15. Regional Context Statement

SCHEDULES

Schedule A – Development Permit Areas

Schedule B – Detailed Design Guidelines

Schedule C – Heritage Conservation Area Guidelines

Schedule D – Temporary Use Permits

Chronology of Consultation Events

1. Committees of Council

- May 24/08 -Development Advisory Committee
- June 24/08 -Social Planning Advisory Committee
- June 25/08 -Heritage Advisory Commission
- July 10/08 -Agricultural Advisory Committee
- Sept 17/08 -Environmental Advisory Committee
- Nov 26/08 -Parks and Community Services Committee

2. Community Stakeholders

- Sept 16/08 -Surrey Environmental Partners
- Nov 20/08 -Surrey Association of Sustainable Communities