

NO: **R252**

COUNCIL DATE: DECEMBER 16, 2013

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## REGULAR COUNCIL

TO: **Mayor & Council** DATE: **December 16, 2013**  
FROM: **General Manager, Planning and Development** FILE: **3900-20-18020**  
SUBJECT: **New Official Community Plan and Related Regional Context Statement**

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## RECOMMENDATION

The Planning and Development Department recommends that Council:

1. Receive this report as information;
2. Approve the draft new Official Community Plan Bylaw No. 18020 (the "Bylaw"), a copy of which is attached to this report as Appendix I and which is generally described in this report;
3. Instruct the City Clerk to bring forward the Bylaw for first and second readings;
4. Subject to first and second readings being given to the Bylaw, instruct staff to forward a copy of the Bylaw to the Agricultural Land Commission (the "ALC") for comment as is required under Section 881 of the *Local Government Act*;
5. Subject to receipt of comments from the ALC, instruct the City Clerk to schedule a public hearing for the Bylaw; and
6. Subject to Council granting third reading to the Bylaw, instruct staff to submit to the Metro Vancouver Board for approval, the Regional Context Statement that forms part of the Bylaw as is required under Section 866 of the *Local Government Act*, along with an application for a Type 3 Minor Amendment to the Regional Growth Strategy as described in Appendix II attached to this report.

## INTENT

The purpose of this report is to provide information about a draft new Official Community Plan (the "OCP") that has been developed for the City and to seek approval of the related OCP Bylaw and the Regional Context Statement ("RCS") that forms part of the Bylaw and authorization for staff to undertake all necessary related actions.

## **POLICY CONSIDERATIONS**

The OCP is a keystone policy document that sets out the City's overall plan for land use, growth management and sustainable community development. The *Local Government Act* (the "Act") provides the authority and outlines the required and optional content of an OCP. Section 884 of the Act stipulates that all policies, plans and bylaws adopted subsequent to an OCP must be consistent with it, or the OCP needs to be amended by bylaw to establish consistency. While an OCP sets out the future plans of the City, a local government is not obligated to immediately implement any specific plan or policy contained in the OCP.

Section 866 of the Act also describes the relationship between an OCP and a regional growth strategy adopted by a regional district, such as Metro Vancouver's Regional Growth Strategy ("RGS") adopted in 2011. The Act stipulates that an OCP contain a RCS that documents how the OCP aligns with the RGS. The Act requires local governments to submit their RCS within two years of the adoption of a RGS. In July 2013, the City advised Metro Vancouver of the anticipated timeline for adopting the City's new OCP and for submitting the related RCS to the Metro Vancouver Board for approval. It is expected that the Metro Vancouver Board will consider Surrey's RCS and an accompanying Type 3 Minor Amendment to the RGS for acceptance in the Spring of 2014.

## **BACKGROUND**

The draft OCP included three years of internal and external consultation with staff groups, community stakeholders and members of the public, other governmental and non-governmental agencies, Advisory Committees of Council, and several workshops with Council.

At its Regular meeting on June 17, 2013, Council received Corporate Report No. R120, which provided information about the draft new OCP. At that meeting Council authorized staff to conduct public and agency consultation on the draft OCP.

A public open house was held at City Hall on June 27, 2013, which included display boards, copies of the draft OCP, a staff presentation and a question and answer session. Those in attendance were provided with a comment sheet on which they could formally submit comments about the draft OCP. The public open house was attended by approximately 70 persons, and 21 completed comment sheets were submitted.

A workshop regarding the draft OCP was held on July 11, 2013 with a group of stakeholders representing business, environmental, social and cultural groups in Surrey as well representatives of Surrey community and neighbourhood associations. The workshop included focused discussion on key issues, a review of the entire OCP document and a plenary question and answer session.

Staff has also met with representatives of key agencies including Metro Vancouver, TransLink, BC Hydro and the Ministry of Agriculture in relation to the OCP and RCS, and has received formal comments from Metro Vancouver staff and TransLink staff on the draft RCS.

## DISCUSSION

### Major Elements in the OCP

The OCP sets out the City's vision and its long-range plan for community development, including land uses and densities, urban development and housing, infrastructure, environmental protection, social development and economic development. The OCP responds to existing and emerging planning issues and challenges including:

- Accommodating sustained population and employment growth while continuing to improve the quality of life in Surrey and addressing the integrity of the natural environment;
- Increasing public transit and active (walking and cycling) transportation choices and reducing residents' reliance on the private automobile;
- Preparing for an uncertain energy future and the likely effects of climate change; and
- Serving the needs of an aging population and an increasingly diverse community.

The following sections provide a brief overview of the various sections of the draft new OCP, a full copy of which is attached to this report as Appendix I):

#### *Introduction and Authority*

This section outlines the legislative authority for the OCP, the required and optional elements of the OCP, and the public consultation that was undertaken as part of its formation.

#### *Planning Challenges*

This section discusses the most significant emerging planning challenges facing the City that are addressed in the OCP, including:

- Accommodating continued population and employment growth through the next 30 years while protecting the integrity of the natural environment;
- Reducing reliance on private automobiles in order to reduce congestion and greenhouse gas emissions;
- Responding to issues related to energy cost increases and the likely effects of climate change; and
- Serving the social and cultural needs of an aging and increasingly diverse population.

#### *Vision*

This section places the Sustainability Charter as the guiding document for the OCP, and describes a vision for the City of Surrey as a "green, compact, connected, complete, healthy, safe and inclusive, resilient and beautiful City". All of the land use plans and policies contained in the OCP are focused on achieving this vision.

#### *Land Uses and Densities*

This section, which is often considered the "meat" of the OCP, sets out 12 land use designations that determine permitted uses and densities in general terms for every parcel of land in the City. The Future Land Use Map illustrates how the entire City is divided into one of these designations. The land use designations include:

- **Agricultural** – areas protected primarily for farming activity;
- **Conservation – Recreation** – areas protected as primarily natural environments, usually within extensive regional or City parks;
- **Rural** – low-density residential areas not serviced with municipal infrastructure;
- **Suburban** – low density residential areas that may be serviced, and that are expected to remain suburban in character;
- **Suburban Future Urban Reserve** – low density areas that may be planned for urban uses in the future through NCP processes;
- **Industrial** – areas set aside primarily for industrial uses such as manufacturing and warehousing;
- **Mixed Employment** – areas permitting industrial uses along with some hybrid industrial/commercial uses;
- **Commercial** – areas intended as primarily commercial (office or retail) with mixed commercial/residential development permitted;
- **Urban** – low and medium density residential neighbourhoods (detached homes and townhouses) with local neighbourhood services and schools;
- **Multiple Residential** – areas of higher-density, primarily residential development, mostly in the form of apartment buildings;
- **Town Centre** – higher-density, transit oriented centres encouraging mixed commercial-residential development along with civic and institutional uses (Semiahmoo, Cloverdale, Fleetwood, Newton and Guildford Town Centres); and
- **Central Business District** – the core areas of Surrey City Centre, encouraging the highest density of mixed-use, transit-oriented development in the City, along with major, region-serving institutions.

In addition, this section introduces the concept of Frequent Transit Development Areas ("FTDA"). These are areas outside of Town Centres that contain a planned rapid transit station where higher densities may be permitted within the land use designations described above. These areas are identified in the City's RCS and have been determined in consultation with TransLink. There are three FTDA proposed in the draft OCP as follows:

- along 104 Avenue between City Centre and Guildford Town Centre;
- at 152 Street and Fraser Highway in Fleetwood; and
- at 192 Street and Fraser Highway in the Clayton area of Cloverdale.

In addition, two future FTDA are identified in the new OCP:

- at the Scott Road SkyTrain Station; and
- along Scott Road/120 Street, which is being planned in collaboration with the Corporation of Delta.

## ***Policies***

This section contains the policies and actions guiding community development. The section is structured into six Themes as follows:

### *Urban Structure themes:*

- A: Growth Management
- B: Centres, Corridors and Neighbourhoods
- C: Infrastructure

### *Sustainability themes:*

- D: Ecosystems
- E: Economy
- F: Society & Culture

Each theme is articulated through several objectives, which in turn contain a series of specific policies and actions.

## ***Implementation***

This section describes the various ways in which the OCP is implemented, including Secondary Plans such as Neighbourhood Concept Plans and Town Centre Plans, various Master Plans and Strategies on select topics, amendments to the Zoning By-law, and the issuance of Temporary Use Permits and Development Permits. The designation, justification and intent of Development Permit Areas are included in this section as authorized by the *Act* (Sections 919.1 and 920).

## ***Regional Context Statement***

The RCS is a required component of the OCP, and is separately submitted to the Metro Vancouver Board for approval. The RCS indicates how the OCP aligns with and supports the Metro Vancouver RGS, which was approved in 2011 by the Metro Vancouver Board.

## ***Development Permit Guidelines***

Development Permit guidelines set out the special considerations that apply to particular classes of development within Development Permit ("DP") Areas that are identified in the OCP. The draft OCP identifies four DP Areas as described below:

- DP#1 – Form and Character of Commercial, Industrial and Multifamily Residential Development: The entire City (with some exceptions for industrial development) is designated as DP#1 for ensuring a high quality of urban and site design for these classes of development;
- DP#2 – Hazard Lands: Areas of the City that are on or adjacent to steep slopes or floodplains are designated under this DP area to ensure mitigation of natural hazards associated with landslide or flooding related to new development;
- DP#3 – Sensitive Ecosystems: Areas of the City that contain or are adjacent to Riparian Areas associated with fisheries habitat and/or areas that contain or are adjacent to the Green Infrastructure Network as identified in the Biodiversity Conservation Strategy (BCS) will be

designated under this DP area, subject to Council approval of the BCS. It is expected that the new OCP will be amended to incorporate DP#3, along with associated DP Guidelines once the RCS is adopted by Council; and

- DP#4 - Agricultural Areas: Areas of the City that are adjacent to the Agricultural designation comprise DP#4, which is intended to ensure an appropriate interface between urban areas and agricultural areas for the protection of farming activity.

### **Changes from the Existing OCP**

While there is a strong continuity between the current OCP and the draft new OCP, there are several areas of difference and areas of differing emphasis. These areas are discussed in the following section.

### ***Major Differences between the Current OCP and the draft new OCP***

In comparison to the current OCP the new OCP:

- Permits higher densities in Centres (City Centre and in most Town Centres) and in areas adjacent to existing and planned rapid transit stations (Frequent Transit Development Areas);
- Allows the calculation of density on gross site areas for commercial developments, high-density apartment development and mixed-use development within City Centre, Town Centres and FTDA to encourage the dedication of lands for public purposes such as roads, walkways and public open spaces;
- Creates a new OCP designation for "Mixed Employment" as distinct from "Industrial" to direct the location of business parks and hybrid office/industrial and warehouse/retail establishments and reduce the erosion of industrial lands;
- Creates a new OCP designation labelled "Suburban – Future Urban Reserve" to clearly distinguish suburban areas that are expected to remain unchanged from areas expected to transition to urban densities through future NCP processes;
- Amends the Future Land Use Map to reflect the general land uses approved by Council through existing Secondary Plans;
- Reduces "red tape" by authorizing Temporary Use Permits ("TUP") without requiring an OCP amendment to accompany each TUP, as permitted by legislation;
- Designates new DP Areas and development guidelines for Hazard Lands (Steep Slopes and Floodplains) and for Environmental Protection (Riparian Areas and Sensitive Ecosystems) to provide consistent and transparent requirements for development within and adjacent to these areas; and
- Provides an entirely new RCS, as required by the adoption of the Metro Vancouver RGS.

### ***Changes in Emphasis between the Current OCP and the draft new OCP***

In comparison to the current OCP the new OCP reflects the following:

- A greater emphasis on directing higher-density growth to locations along existing and future transit corridors, particularly rapid transit corridors along Fraser Highway, 104 Avenue and King George Boulevard;
- A greater emphasis on the development of City Centre and the Town Centres as transit-oriented places with high standards of urban design;
- Policies supporting the development of a finer-grained road network to improve pedestrian connections and local traffic distribution;
- A greater emphasis on energy conservation and greenhouse gas reductions, including the addition of energy-efficient design guidelines into development permit requirements;
- More prominent policies related to greenways, public art, civic beautification, heritage conservation, walking and cycling infrastructure and district energy systems;
- More policy emphasis related to civic engagement, literacy, post-secondary education, skills training, affordable housing, social services and crime reduction initiatives; and
- A greater emphasis on tree retention and replanting, biodiversity conservation and ecological restoration, including the setting of tree canopy targets for the City.

These changes in policy emphasis are consistent with the City's Sustainability Charter, with contemporary "best practices" in community planning and with direction provided by Council.

### **Adjustments to the Draft OCP**

The feedback received on the draft OCP through the public consultation processes along with the agency meetings, Advisory Committee input and formal comments submitted by Metro Vancouver and TransLink staff has resulted in several minor refinements to the draft OCP that was presented to Council in June 2013. These refinements include wording changes to a number of policies to add clarity of intent, adjustments to the population distribution projections for City Centre and Town Centres in response to comments by Metro Vancouver staff, and a new policy statement and map (Figure 19) that provide further emphasis on transit-oriented development related to future rapid transit in the City.

The new policy statement is B3.6:

*Engage in land use planning processes in consultation with the community for those area along the Frequent Transit Corridors (as shown in Figure 19) in order to define appropriate land uses and densities. These processes may result in defining additional FTDA within Surrey.*

The intention of this new policy statement is to indicate that further transit-oriented areas may be designated in the future, through local land use planning processes. This policy responds to concerns expressed by TransLink and Metro Vancouver staff, and to recent direction from

Council regarding the definition of densities along the planned rapid transit corridors in Surrey. This new policy statement is accompanied by a new map (Figure 19) that illustrates areas where such transit-oriented land use plans may be developed along future rapid transit corridors.

An adjustment to the General Land Use Designations map (Figure 3) was made to identify an area of land south of the Campbell Heights industrial area designated Agricultural, but outside the Agricultural Land Reserve ("ALR"), as a "special study area" that will be the subject of a future planning process. This adjustment conforms to the Metro Vancouver RGS, which also identifies this area as a "special study area" while remaining in its current "Rural" designation until a planning study determines future land uses.

Further formal consultation on the OCP will be conducted following first and second reading of the Bylaw, as set out in legislation. Staff will forward a copy of the Bylaw to the ALC for comment as required under Section 881 of the *Local Government Act*.

### **Regional Context Statement (RCS) Submission**

The RCS is a component of the draft OCP (Appendix I) and demonstrates close alignment of Surrey's draft new OCP with the Metro Vancouver RGS, including:

- Developing Surrey City Centre as the Region's second Metropolitan Centre;
- Focusing additional growth capacity to Town Centres and transit corridors;
- Maintaining the Urban Containment Boundary and the "Agricultural" and "Conservation – Recreation" designations;
- Planning urban land uses and neighborhoods to reduce dependency on the private automobile; and
- Committing to the development and protection of employment areas that underpin the regional economy.

The RCS also indicates that for Surrey to meet the regional growth objectives set out in the RGS, significant infrastructure needs to be delivered in Surrey through regional, provincial and federal partnerships. This includes transit and transportation infrastructure, along with community infrastructure such as hospitals, schools and university expansion, affordable housing and social services.

Staff met with Metro Vancouver staff and TransLink staff as the RCS was being prepared, which included discussion regarding the definition of Urban Centres and FTDA. In letters received in response to the draft RCS, each of TransLink staff and Metro Vancouver staff, respectively, provided general support for the RCS and the OCP, along with suggestions on how to strengthen the link between land uses and transit corridors. Specific comments included that a higher percentage of Surrey's overall projected growth could be allocated to Urban Centres and FTDA. Surrey staff has responded with the observation that, unlike most municipalities in Metro Vancouver, Surrey retains significant undeveloped urban land, and that new neighbourhood development in NCPs is likely to attract a share of growth over the next few decades alongside the significant high-density growth projected for Town Centres and transit corridors. It is expected that as NCP areas become substantially "built out" that an increasing share of growth will occur in Urban Centres and along transit corridors and this has been reflected in the updated population projections in the RCS.



To achieve consistency between the City's OCP land use designations and the RGS land use designations, a number of minor amendments to the RGS are proposed within the RCS. These amendments are either consistent with the policy objectives of the RGS or are "housekeeping" in nature. Metro Vancouver staff has indicated that these can be "packaged" within the RCS for consideration of approval by the Metro Vancouver Board as part of the RCS approval process.

The proposed RGS land use amendments contained within the RCS are illustrated in Appendix III (Figures 2A-2J). These amendments include eight additions to the area covered by the "Conservation-Recreation" land use designation totalling 70 acres of land (Figures 2A-2H) as follows:

- 1 acre in Invergarry Park (Figure 2A);
- 1 acre in Bonaccord Creek Park (Figure 2B)
- 10.5 acres in Green Timbers Urban Forest (Figure 2C);
- 2.5 acres in Bear Creek Park (Figure 2D);
- 35 acres in Fleetwood Park (Figure 2E);
- 2 acres in Blackie Spit (Figure 2F);
- 4.5 acres Sunnyside Acres Urban Forest (Figure 2G); and
- 13.5 acres in Redwood Park (Figure 2H) areas.

These amendments reflect refined mapping of natural area parks in these areas.

In addition, there are two locations where errors occurred in the preparation of the RGS. Existing residential developments (Figures 2I and 2J) were incorrectly submitted by the City as "Mixed Employment" areas rather than "General Urban" areas, which are the appropriate designation, given their residential land use. Re-designation of these two areas totalling 43 acres from "Mixed Employment" to "General Urban" is proposed, as follows:

- the "Nuvo" live-work townhouse project (35 acres) in Rosemary Heights (Figure 2I); and
- a portion (8 acres) of the "Morgan Crossing" mixed-use project in Grandview Heights (Figure 2J).

### **Proposed Type 3 Minor Amendments to the Regional Growth Strategy**

There is one area within the "Newton Cultural Commercial District" where Metro Vancouver staff advised that a discrepancy in land use designation between the OCP and the RGS requires a Type 3 Minor amendment to the RGS to achieve consistency. Staff is proposing that Council resolve to proceed with the RGS amendment that includes several properties totalling 21 acres in the Newton Industrial Area at 80 Avenue and 128 Street as illustrated in Appendix II. This Type 3 Minor Amendment will be submitted to the Metro Vancouver Board for consideration following third reading related to the draft new OCP at the same time as Surrey's RCS is considered by the Metro Vancouver Board.

## **CONCLUSION**

The draft new OCP outlines the City's overall plan for its growth and development over the next 30 years. The OCP is based on the principles of the Sustainability Charter and places a strong emphasis on social-cultural, environmental and economic sustainability. The OCP is a "keystone" policy document for the City and sets the framework within which all subordinate bylaws and plans are developed. The new OCP bylaw will replace the existing OCP bylaw upon its final adoption.

Based on the above discussion it is recommended that Council:

- Approve the draft new Official Community Plan By-law No. 18020, a copy of which is attached to this report as Appendix I and which is generally described in this report;
- Instruct the City Clerk to bring forward the Bylaw for first and second readings;
- Subject to first and second readings being given to the Bylaw, instruct staff to forward a copy of the Bylaw to the Agricultural Land Commission (ALC) for comment as is required under Section 881 of the *Local Government Act*;
- Subject to the receipt of comments from the ALC, instruct the City Clerk to schedule a public hearing for the Bylaw; and
- Subject to Council granting third reading to the Bylaw, instruct staff to submit to the Metro Vancouver Board for approval the Regional Context Statement that forms part of the Bylaw as is required under Section 866 of the *Local Government Act*, along with an application for a Type 3 Minor Amendment to the Regional Growth Strategy as described in Appendix II attached to this report.

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

DL:saw

Attachments:

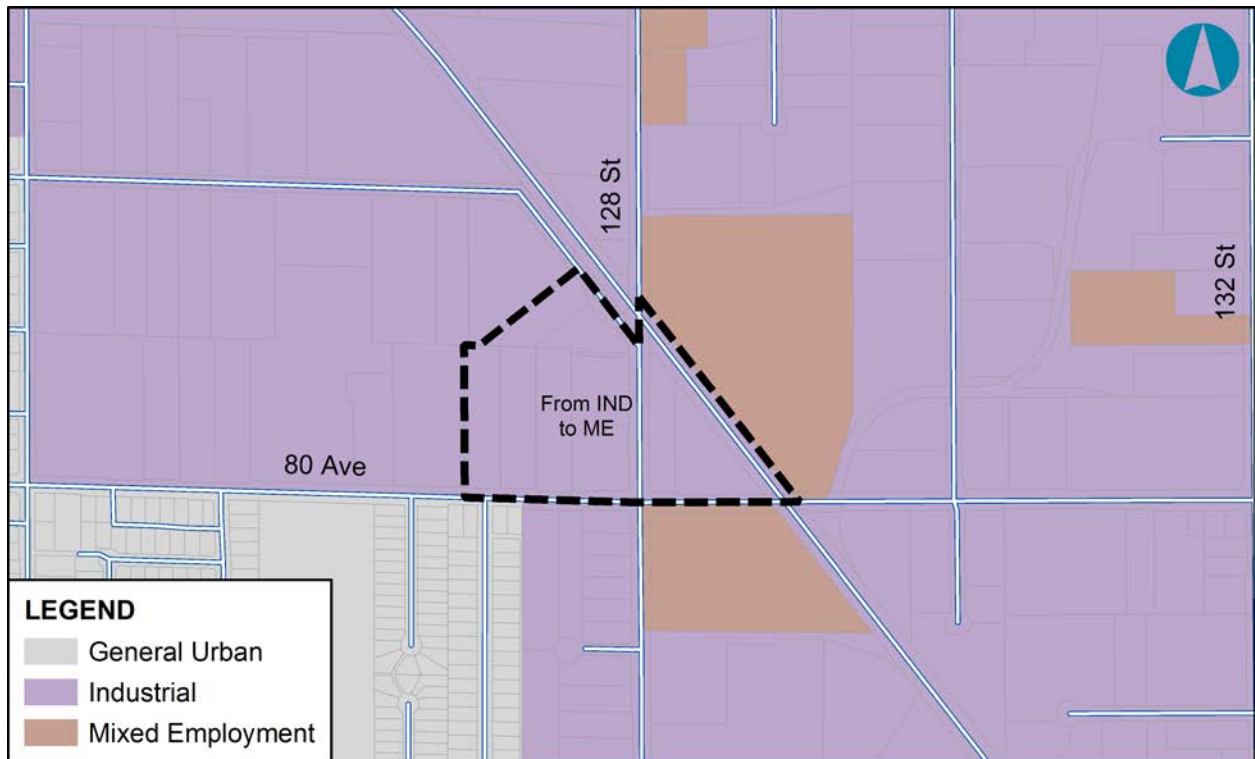
- Appendix I Draft New Official Community Plan By-law No. 18020 including the Regional Context Statement
- Appendix II Proposed Type 3 Minor Amendment to the Metro Vancouver Regional Growth Strategy
- Appendix III Minor Amendments to the Metro Vancouver Regional Growth Strategy within the Regional Context Statement

## **APPENDIX I**

# **Draft New Official Community Plan By-law No. 18020 including the Regional Context Statement**

**IS AVAILABLE FOR VIEWING  
AT THE CITY CLERK'S OFFICE**

Proposed Type 3 Minor Amendment to the Metro Vancouver Regional Growth Strategy



# Appendix III

## Minor Amendments to the Metro Vancouver Regional Growth Strategy within the Regional Context Statement

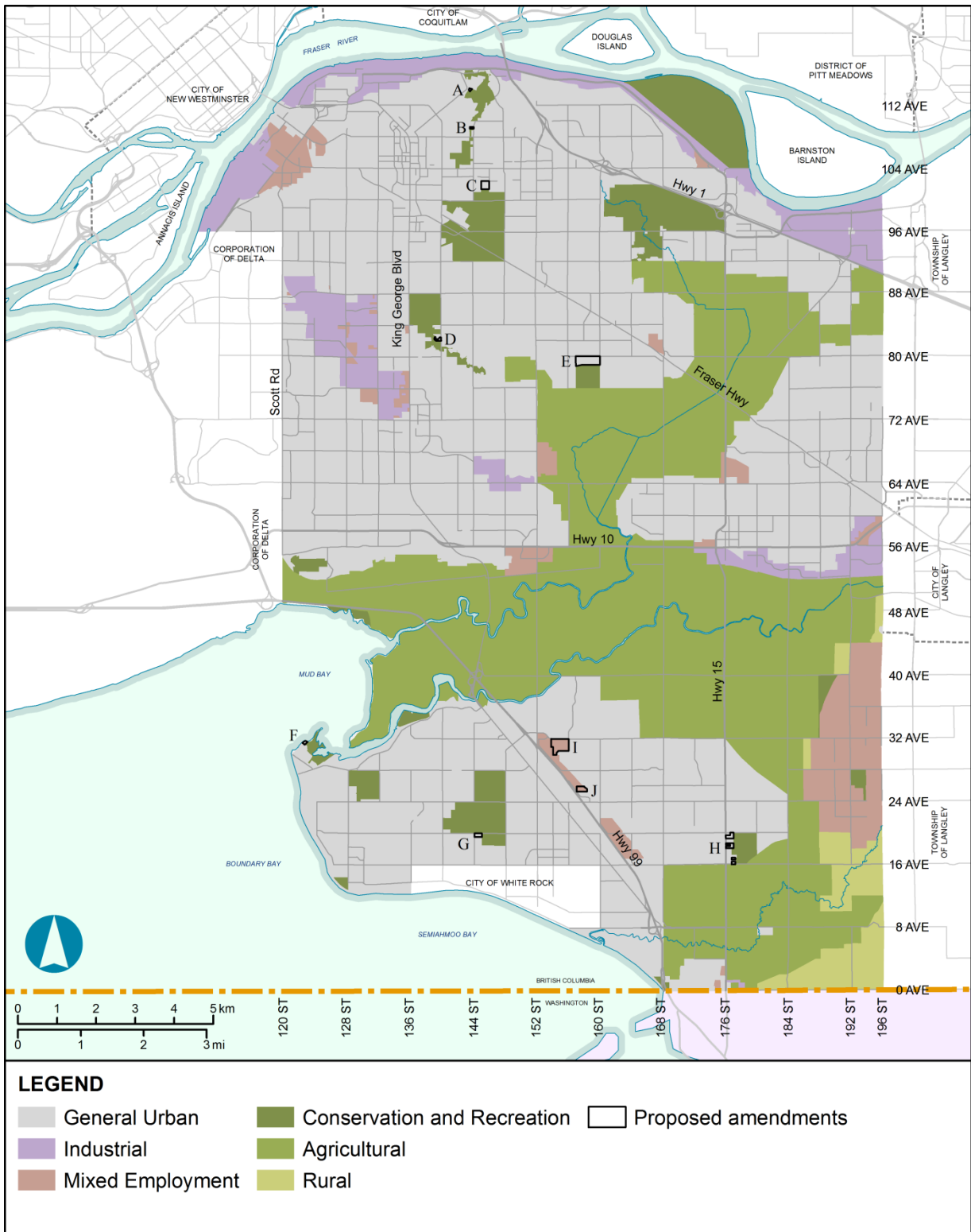


Figure 2A – Proposed Regional Growth Strategy Amendment in Invergarry Park

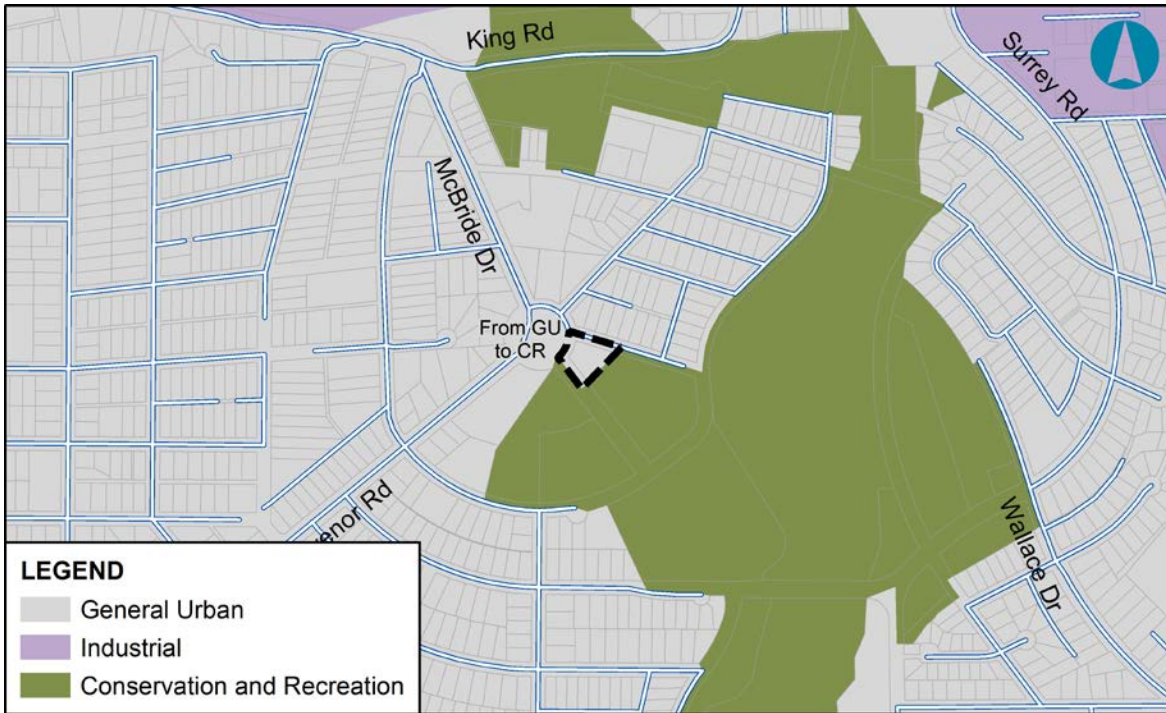
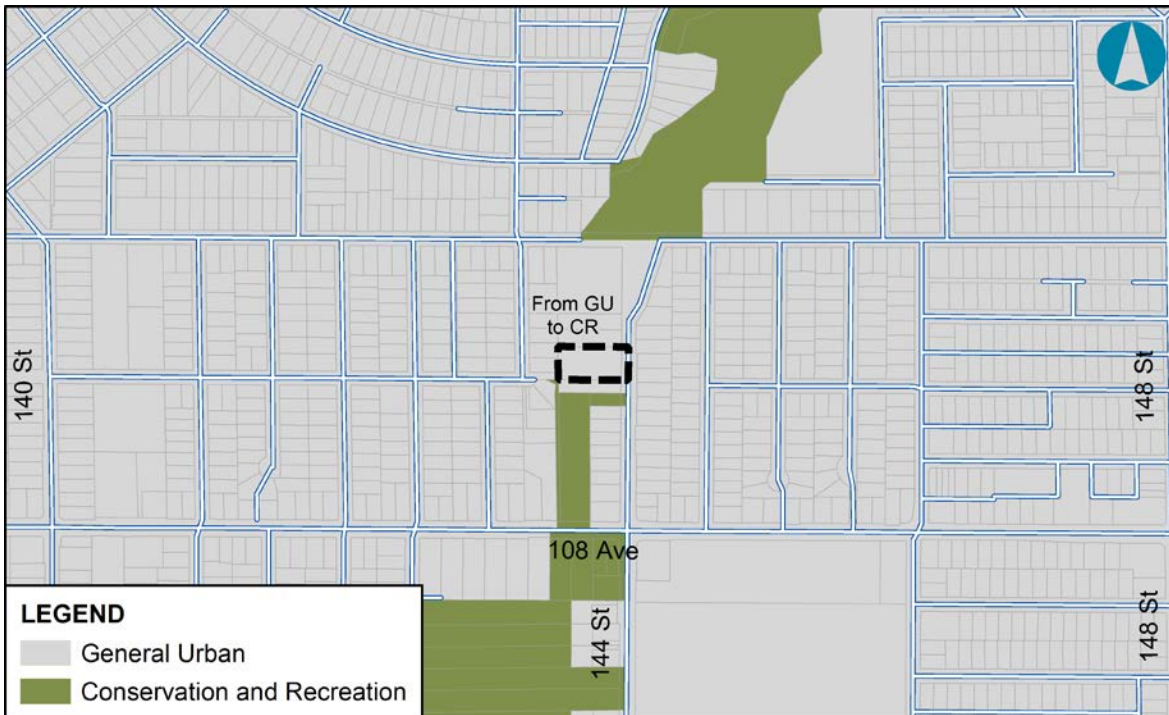


Figure 2B – Proposed Regional Growth Strategy Amendment in Bonaccord Creek Park



**Figure 2C - Proposed Regional Growth Strategy Amendment in Green Timbers Urban Forest Park**



**Figure 2D - Proposed Regional Growth Strategy Amendment in Bear Creek Park**

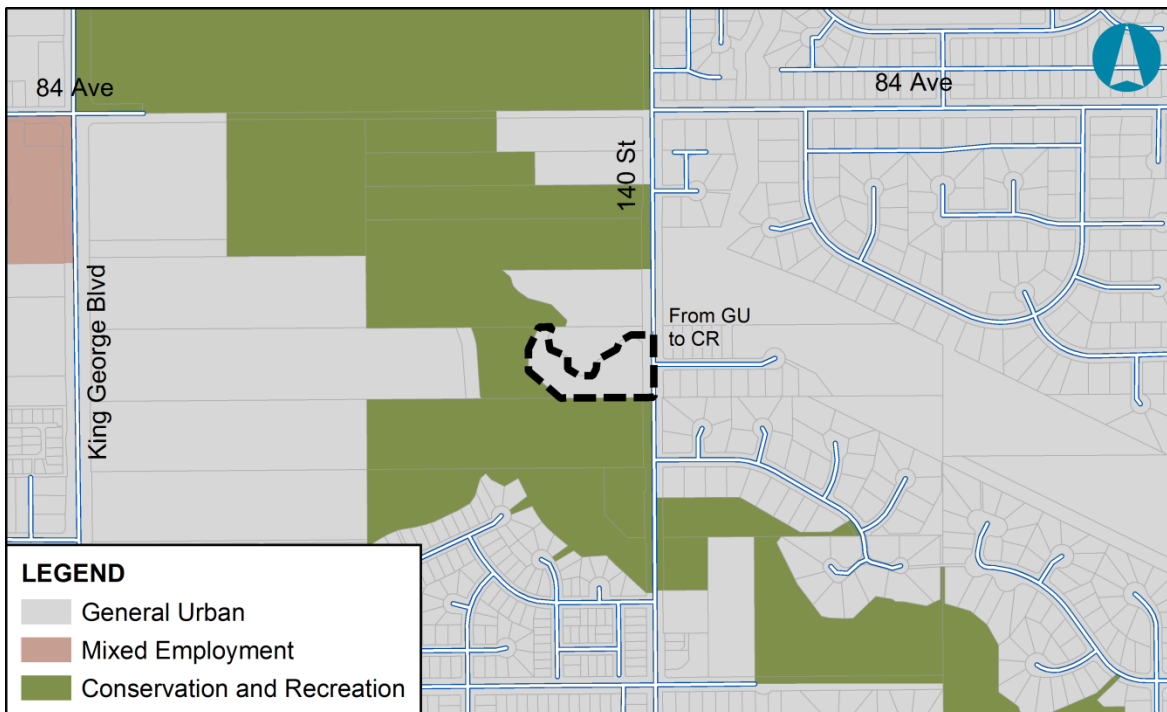
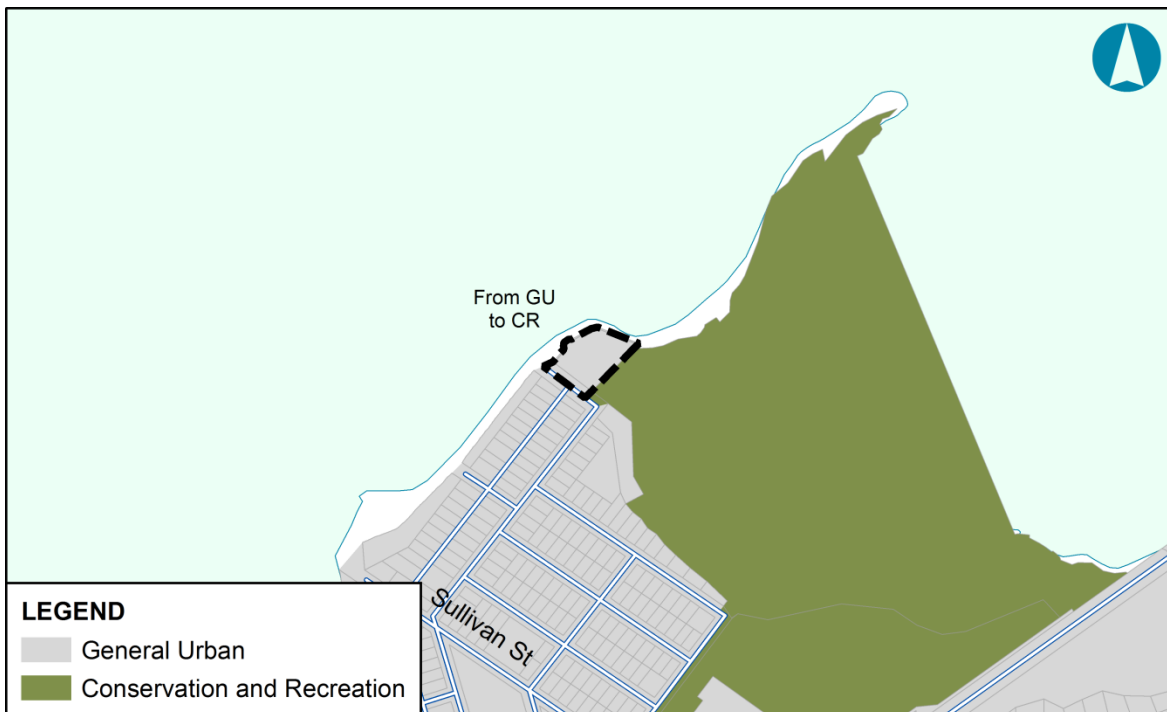




Figure 2E – Proposed Regional Growth Strategy Amendment in Fleetwood Park

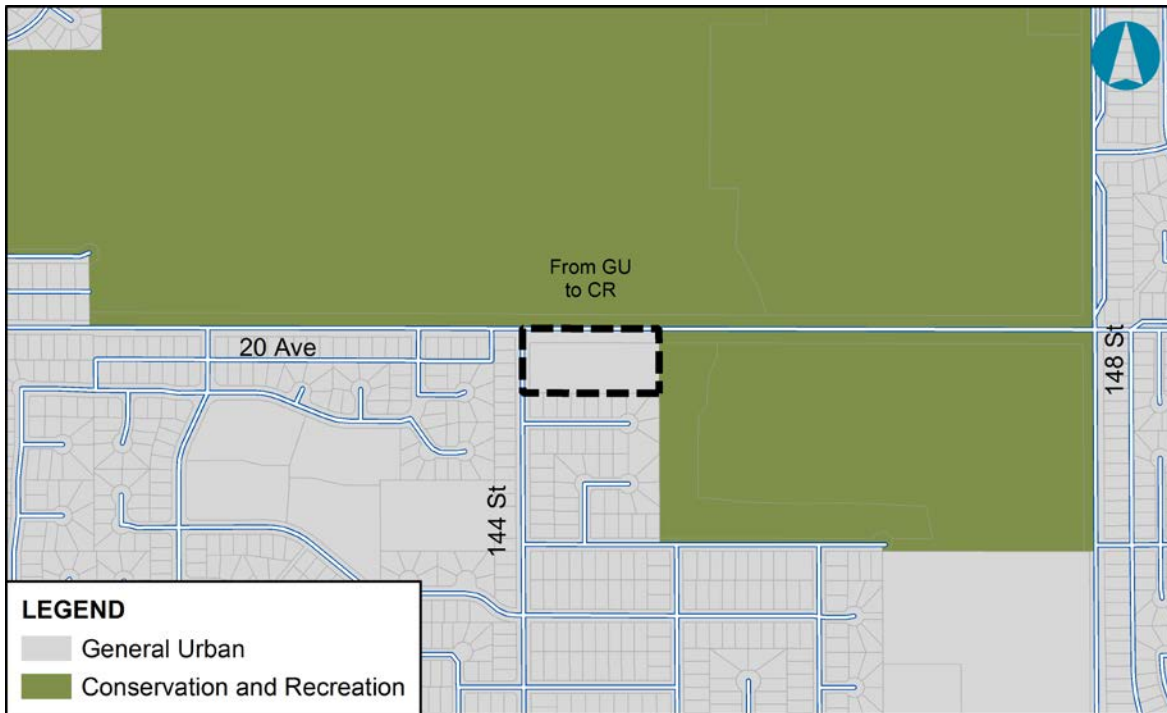


Figure 2F – Proposed Regional Growth Strategy Amendment in Blackie Spit Park





**Figure 2G – Proposed Regional Growth Strategy Amendment in Sunnyside Acres Urban Forest Park**



**Figure 2H – Proposed Regional Growth Strategy Amendment in Redwood Park**

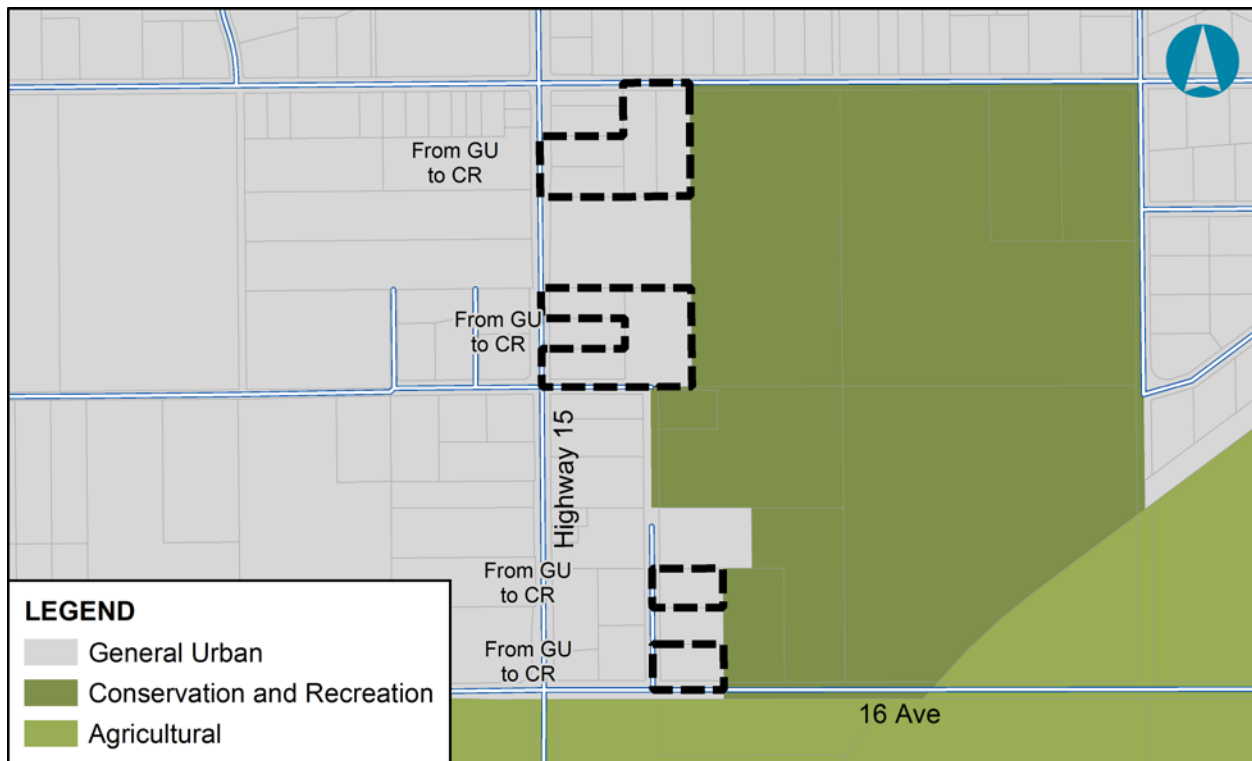


Figure 2I – Proposed Regional Growth Strategy Amendment in Rosemary Heights

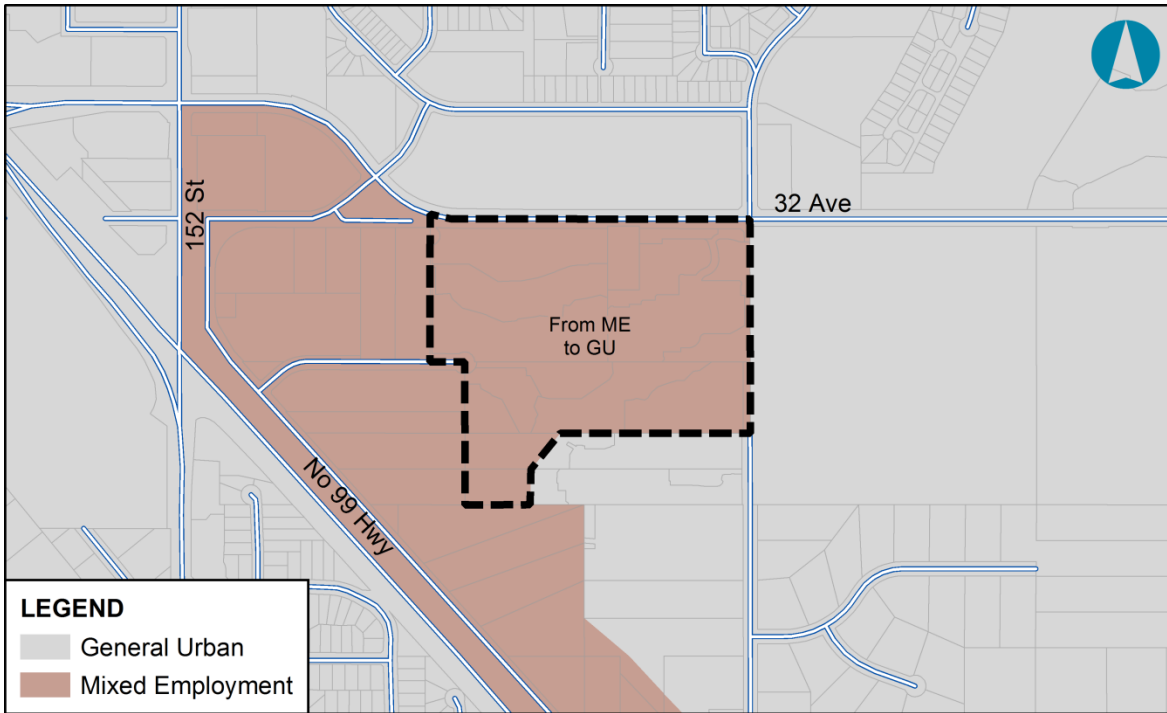


Figure 2J – Proposed Regional Growth Strategy Amendment at Morgan Crossing Development

