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COUNCIL DATE: **KyO**

REGULAR COUNCIL – LAND USE

TO: **Mayor & Council**

DATE: **July 27, 2015**

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

FILE: **6520-20 (Grandview Heights GLUP)**

SUBJECT: **Proposed Official Community Plan and General Land Use Plan Amendments for a Portion of Grandview Heights**

RECOMMENDATION

The Planning and Development Department recommends that Council:

1. Receive this report as information;
2. Approve an amendment to Surrey Official Community Plan Bylaw, 2013, No. 18020, amending the land use designation in Figure 3 (General Land Use Designations), for the Area outlined in Appendix I of this report, from Suburban (Urban Reserve) to Rural;
3. Authorize the City Clerk to bring forward the necessary amending bylaw for the required readings and to set a date for the related public hearing.
4. Pass a resolution amending the land use designation in the Grandview Heights General Land Use Plan for the area outlined in Appendix II from Suburban Residential (1 u.p.a. max.) and Suburban Residential (1 u.p.a. to 2 u.p.a.) to Rural, and removing this area from the Neighbourhood Concept Plan #5 area as outlined in the General Land Use Plan.

PURPOSE

The purpose of this report is to:

- obtain Council approval for an amendment to Surrey Official Community Plan Bylaw, 2013, No. 18020 (the "OCP Bylaw") amending the land use designation in Figure 3 (General Land Use Designations), for the Area outlined in Appendix I of this report, from Suburban (Urban Reserve) to Rural; and
- amend the land use designation in the Grandview Heights General Land Use Plan (the "GLUP"), for the area outlined in Appendix II, from Suburban Residential (1 u.p.a. max.) and Suburban Residential (1 u.p.a. to 2 u.p.a.) to Rural, and remove this area from the Neighbourhood Concept Plan ("NCP") #5 area as outlined in the GLUP.

BACKGROUND

The subject area ("Grandview Acres") comprises a portion of the GLUP area and is located between 26 Avenue and 28 Avenue, and between 164 Street and 168 Street, as shown in Appendix I. This area includes 56 residential estate lots, of which 55 are one-acre parcels and one is a two-acre parcel. All of the residential lots are zoned One-Acre Residential (RA) Zone. The existing lots are the result of a series of subdivision plans dating from 1981 to 1993, accompanied by rezoning from General Agriculture (A1) Zone to RA. Most of the existing homes in the subject area were constructed between 1982 and 1994, and the neighbourhood is characterized by large, landscaped lots with well-maintained homes. A north-south linear park with a total area of approximately 1.5 hectares (3.6 acres) runs through the centre of the area, made up of several separate park dedications and purchases at the time of subdivision.

In the previous OCP, in effect until October 20, 2014, the entire area was designated Suburban, with a notation in the OCP that restricted subdivision in anticipation of future NCP processes which could include consideration of higher-density urban uses. The "new" OCP, adopted October 20, 2014, designated the entire area as Suburban – Urban Reserve. This designation, while materially consistent with the previous OCP designation, more clearly identified areas where future NCPs could be expected.

The GLUP was prepared in 2005 in response to increased development pressure in the larger Grandview Heights area, and set out general land use and density expectations, subject to more detailed secondary plans such as NCPs. The GLUP also divided the area into five neighbourhoods for future NCPs. The subject area is within NCP #5, and was designated as "Suburban 1-2 u.p.a." in the GLUP.

Since approval of the GLUP, several NCPs have been approved in the Grandview Heights area, including:

- Morgan Heights (NCP #1), approved in 2005;
- Sunnyside Heights (NCP #2), approved in 2010; and
- Orchard Grove (a sub-area of NCP #5 that petitioned Council to be considered as NCP #5A), approved in 2012.

Redwood Heights (NCP #4) is currently being completed, and was approved as a Stage 1 plan in 2013.

Another portion of NCP #5, consisting of six lots directly west of the subject area along 164 Street, presented as a delegation to Council on November 26, 2012. This small area of older lots, which predated the subdivisions in the subject area, was characterized by smaller, older homes on narrow, deep lots with limited subdivision potential, and lot dimensions that limited the potential for construction of estate homes. As a distinct pocket, separate from the urban development adjacent to the west in the Morgan Heights NCP and from the newer lots and estate homes in the "Grandview Acres" area, the owners of these lots petitioned Council to be considered for subdivision and rezoning as an infill area, outside of an NCP process. Council approved this by way of Corporate Report No. R48-2013, and approved the amendment of the OCP to an Urban designation and rezoning to a Comprehensive Development (CD) Zone based on the Single Family Residential (RF) Zone on December 1, 2014.

At the April 28, 2014 Public Hearing, related to this rezoning, a delegation of owners within the "Grandview Acres" neighbourhood expressed a desire to prevent further subdivision and land speculation within the subject area. In response and by way of resolution (RES14-1085), Council amended the GLUP for a portion of the subject area from Suburban Residential (1 u.p.a.-2 u.p.a.) to Suburban Residential (1 u.p.a. max.).

A further delegation by representatives of the neighbourhood to the January 12, 2015 Regular Council – Public Hearing meeting requested an amendment of the OCP from Suburban – Urban Reserve to Rural. The delegation noted that the intent of the proposed amendment was to protect the existing acreage properties from speculation and piecemeal development. In response, Council directed staff to work with representatives from the neighbourhood to determine the most effective way of realizing their objectives.

DISCUSSION

Staff met on several occasions with representatives of the "Grandview Acres" neighbourhood and determined that the most appropriate course of action to meet the objectives of the neighbourhood expressed by the January 12, 2015 delegation included:

- an OCP land use re-designation from Suburban – Urban Reserve to Rural as shown in Appendix I;
- an amendment to the GLUP from Suburban 1 u.p.a.-2 u.p.a to Rural; and
- an amendment to the GLUP to remove the subject area from the future NCP #5 area as shown in Appendix II.

Staff set out a neighbourhood consultation process to ensure that residents had an adequate understanding of the proposal and to ensure sufficient support to make a recommendation to Council. This process included:

- an initial petition to establish a level of support-in-principle;
- a neighbourhood meeting hosted by neighbourhood representatives and attended by staff to explain the proposal and its merits; and
- a City-organized mail-out survey of all property owners to ascertain the level of support for the proposal.

Petition

A petition was organized by property owners in the "Grandview Acres" neighbourhood and submitted to the City on March 24, 2015. This petition was signed by the owners of 47 (84%) of the 56 total properties in the area, demonstrating sufficient support to proceed. The results of the petition were tabulated and mapped by staff, as shown in Appendix III.

Neighbourhood Meeting

A neighbourhood information meeting was held on March 25, 2015 at the Kensington Prairie Community Centre to explain the rationale for the proposed OCP and GLUP amendments and to answer questions. All of the property owners in the subject area were invited to the meeting by letter, and the owners of 20 of the properties signed in.

Mail-out Survey

A survey (see sample attached as Appendix IV) was sent to all property owners affected by the proposed OCP and GLUP as part of the invitation to the information meeting. The surveys were collected at the information meeting and were also received by drop-off, mail or email throughout April, 2015. The survey asked property owners whether they supported the proposed amendments. Thirty-nine (70%) of the owners of the 56 total properties supported the proposed amendments, eight (14%) did not support the proposed amendments, and nine (16%) did not respond to the survey. The survey results were collected, tabulated and mapped by staff, as shown in Appendix V.

Advantages and Disadvantages of the Proposed Approach and Alternatives

The proposal to amend the OCP land use, the GLUP land use and to remove the subject area from the future NCP #5 area has advantages and disadvantages, in relation to alternative approaches, from a staff perspective.

The advantages of the proposed OCP and GLUP amendments include:

- it is the clear majority preference of the property owners;
- establishing long-term stability within the area and reducing speculative pressures;
- the retention of trees on the acreage properties;
- the retention of the existing character of the area; and
- supporting Council's expressed wish to retain stable acreage neighbourhoods as part of a diversity of housing stock in the City.

The disadvantages of the proposed OCP and GLUP amendments include:

- the potential difficulty of re-amending the OCP if property owners wish to entertain subdivision of their properties in the future;
- in the event of the area re-developing in the future, planning will have to be done for future infrastructure and school capacities; and
- the one two-acre lot in the subject area would not be eligible for subdivision to the same size as the others under the Rural designation.

However, staff is of the opinion that these disadvantages are manageable through contingency planning and through the available processes of OCP amendments and Local Area Improvement for infrastructure upgrades.

The alternatives to the proposed Rural designation would be a Suburban designation in the OCP and a Suburban Residential (1 u.p.a. max.) designation in the GLUP, or the status quo designation of Suburban – Urban Reserve. However, the strong support expressed in the survey for the Rural designation, and the potential speculative interest triggered by the current designation and by the Suburban OCP designation (which typically permits up to four units per acre), lead staff to prefer the Rural designation.

Therefore, based on the results of the survey and on an assessment of the balance of advantages and disadvantages, staff recommends that Council approve:

- an OCP land use amendment from Suburban – Urban Reserve to Rural;
- a GLUP land use amendment to Rural; and
- the removal of the subject area from the future Grandview Heights NCP #5 area

SUSTAINABILITY CONSIDERATIONS

Preserving stable acreage and estate residential areas in the City is consistent with a number of objectives in the Sustainability Charter, including the retention of trees and natural areas (*EN12: Enhancement and Protection of Natural Areas*), and allowing for a diversity of housing types (*EN9: Sustainable Land Use Planning and Development Practices*).

CONCLUSION

Based on the above discussion it is recommended that Council:

- Approve an amendment to Surrey Official Community Plan Bylaw, 2013, No. 18020, amending the land use designation in Figure 3 (General Land Use Designations), for the Area outlined in Appendix I of this report, from Suburban (Urban Reserve) to Rural;
- Authorize the City Clerk to bring forward the necessary amending bylaw for the required readings and to set a date for the related public hearing.
- Pass a resolution amending the land use designation in the Grandview Heights General Land Use Plan for the area outlined in Appendix II from Suburban Residential (1 u.p.a. max.) and Suburban Residential (1 u.p.a. to 2 u.p.a.) to Rural, and removing this area from the Neighbourhood Concept Plan #5 area as outlined in the General Land Use Plan.

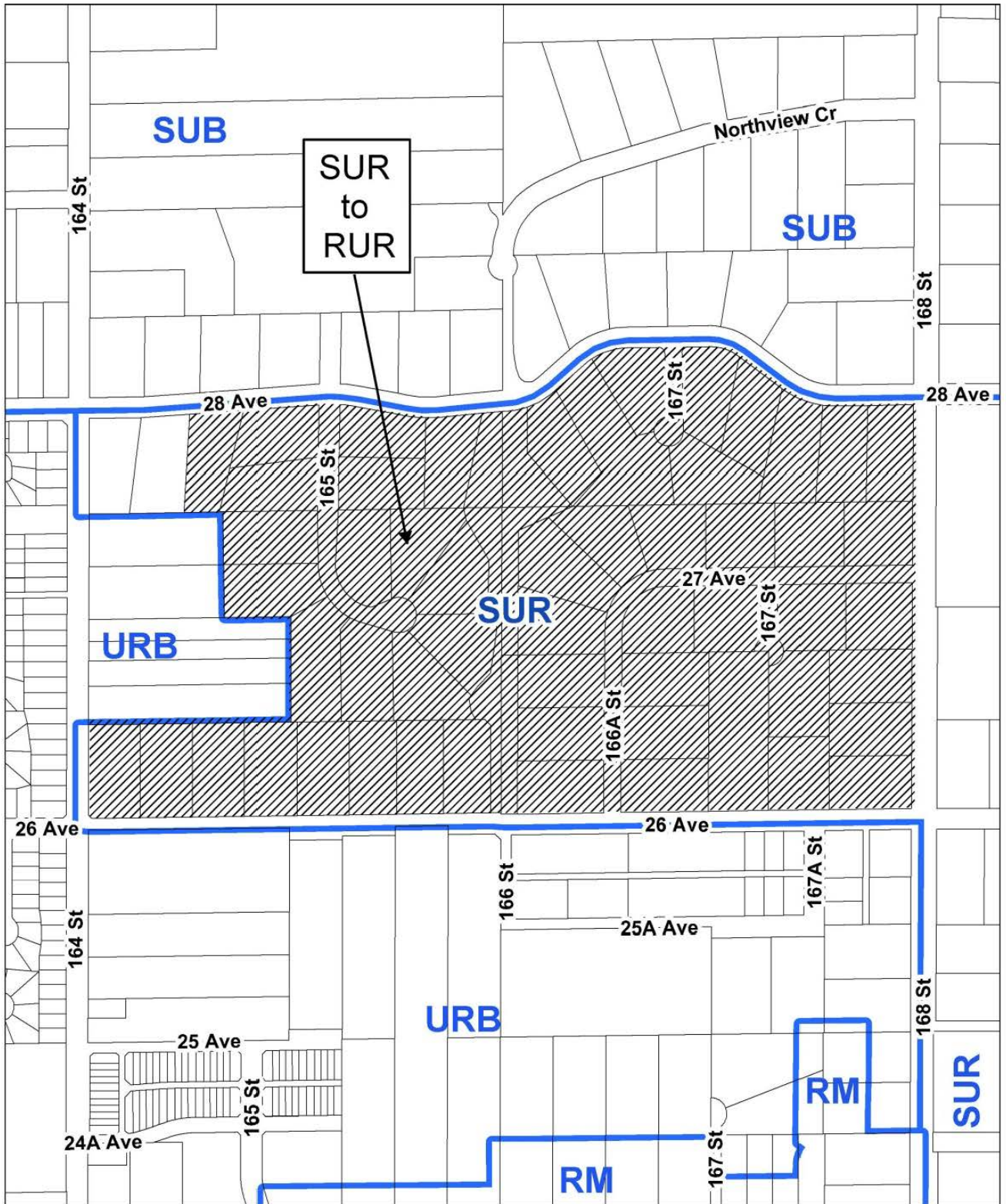
Original signed by
Jean Lamontagne
General Manager,
Planning and Development

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Attachments:

- Appendix I Proposed Official Community Plan Amendment
- Appendix II Proposed Grandview Heights General Land Use Plan Amendments
- Appendix III Neighbourhood Petition Results Map
- Appendix IV Neighbourhood Survey Form
- Appendix V Neighbourhood Survey Results Map

Proposed Official Community Plan Amendment Area

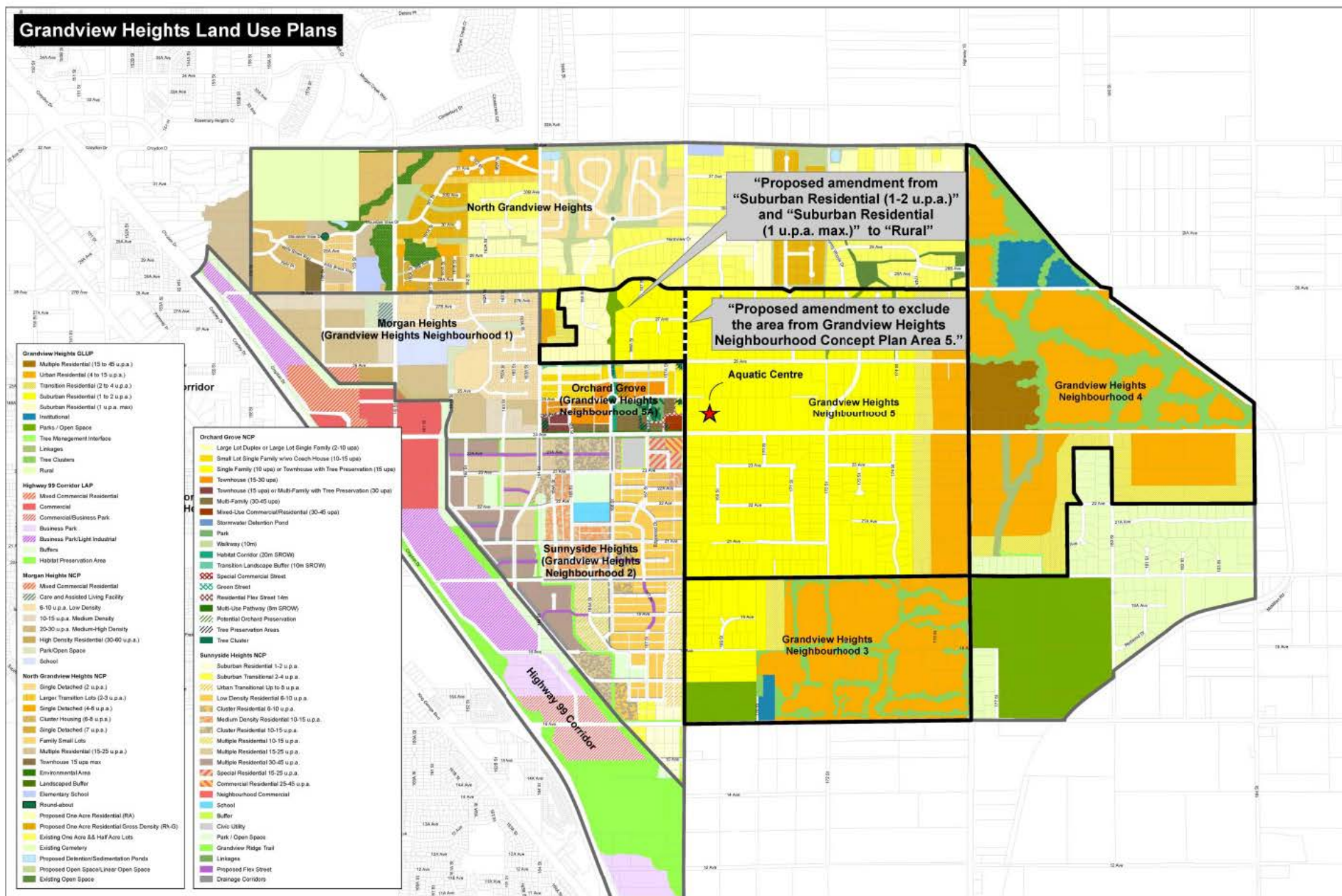


OCP Amendment

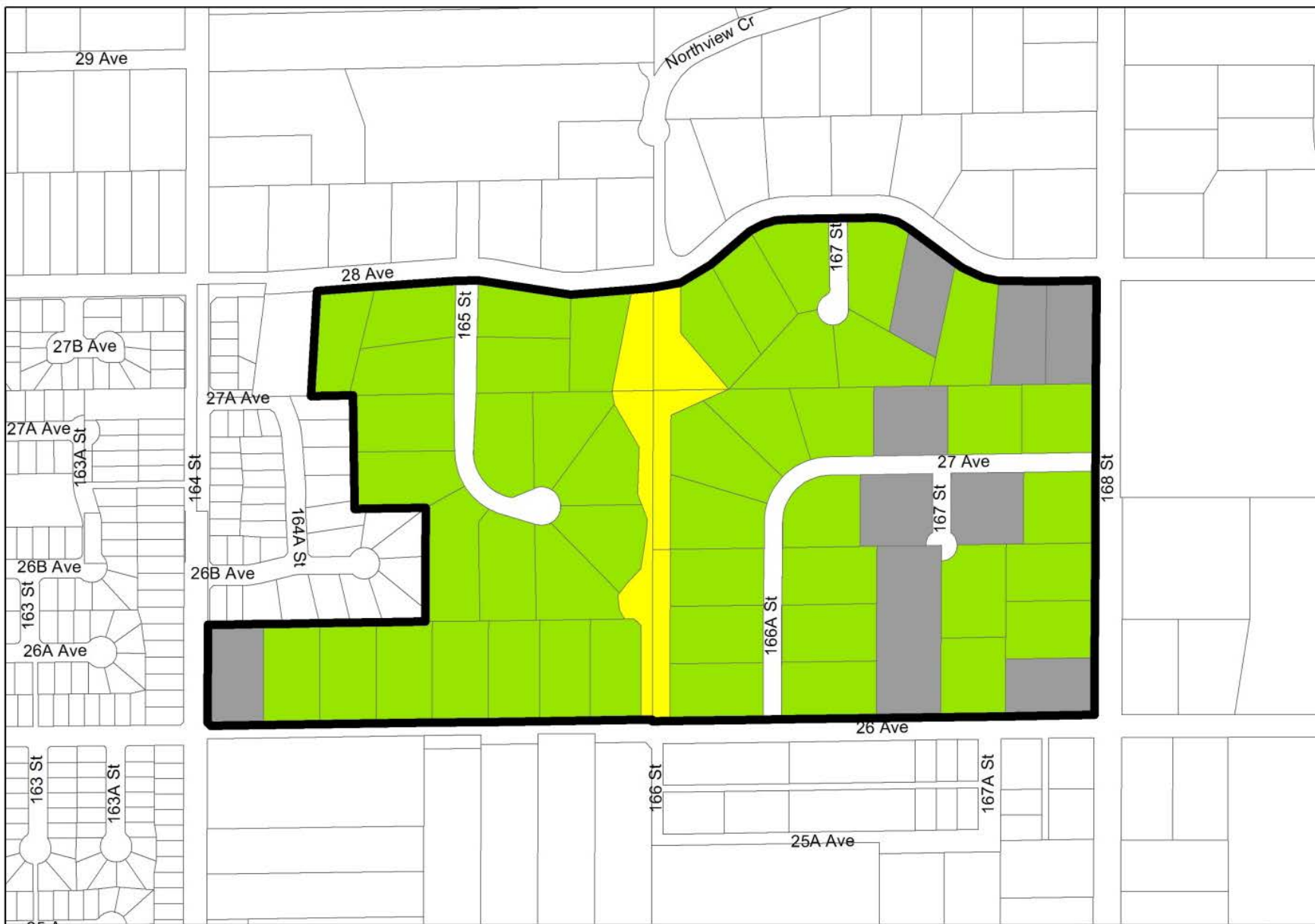
Proposed amendment from Suburban-Urban Reserve to Rural



Proposed Grandview Heights General Land Use Plan Amendments

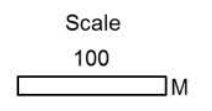


Neighbourhood Petition Results Map



"GRANDVIEW ACRES" PETITION RESPONSES

- Yes
- No Response
- City Owned Park
- Boundary



Neighbourhood Survey Form



**Proposed OCP Re-Designation from
"Suburban-Urban Reserve" to "Rural"**

RESIDENT SURVEY

At the January 12, 2015 Regular Council – Public Hearing meeting, a delegation was made to Council requesting that City staff facilitate the process to amend the Official Community Plan (OCP) by re-designating the area shown on the map below, which includes your property, from "Suburban-Urban Reserve" to "Rural". We want to know whether you support this proposed amendment or not. The results of this survey will be included in a report for consideration by Surrey City Council on the proposed OCP amendment.

Do you support the proposed OCP amendment, to re-designate from "Suburban-Urban Reserve" to "Rural"? Please check (✓) one:

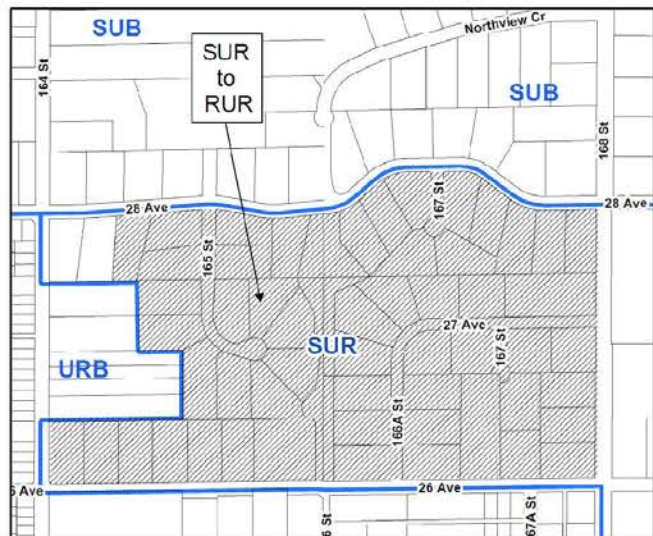
- Yes, I support the proposed OCP amendment.**
 No, I do not support the proposed OCP amendment.

Name: _____
 Phone: _____
 E-mail: _____

Property Address: _____
 Mailing Address: _____
(if different from Property Address)

After completing this form, please place it in the Comment Box at this Neighbourhood Information Meeting, or submit it by **Wednesday, April 8, 2015** via:

E-mail: hkamatakahara@surrey.ca;
 Fax: Attn: Heather Kamitakahara, 604-591-2507; or
 Mail: Attn: Heather Kamitakahara, City of Surrey, Planning & Development Department,
 13450 – 104 Avenue, Surrey BC, V3T 1V8



Neighbourhood Survey Results Map



"GRANDVIEW ACRES" SURVEY RESPONSES

Yes

No

No Response

City Owned Park

Boundary

Scale
100
M

