

NO: R180

COUNCIL DATE: July 23, 2018

REGULAR COUNCIL

TO: **Mayor & Council** DATE: **July 18, 2018**
FROM: **General Manager, Planning & Development** FILE: **3900-20-18020**
SUBJECT: **2018 Surrey Official Community Plan - Housekeeping Amendments**

RECOMMENDATION

The Planning & Development Department recommends that Council:

- 1) Receive this report as information;
- 2) Amend Surrey Official Community Plan Bylaw, 2013, No. 18020, as documented in Appendix "I" of this report; and
- 3) Authorize the City Clerk to bring forward the necessary amending bylaws for the required Readings and to set a date for the related Public Hearing.

INTENT

The intent of this report is to make minor text amendments, adjustments to Land Use Designations to accommodate development adjacent to Frequent Transit Networks in Secondary Plan Areas, minor adjustments to three Development Permit Areas, and map changes associated with two adjustments approved by the Agricultural Land Commission (ALC) to the Agricultural Land Reserve (ALR) boundary.

BACKGROUND

The Official Community Plan is a high level policy document used to guide the growth and evolution of Surrey over a 40-year time frame. To ensure the document remains relevant and current, its content requires periodical adjustments.

DISCUSSION

The following sections describe amendments that are recommended for the Official Community Plan.

Secondary Plans Adjacent to Frequent Transit Networks

Surrey's OCP encourages transit supportive densities within Urban Centres and Frequent Transit Development Areas (FTDAs). These areas are intended as priority locations to accommodate concentrated growth in higher density forms of development. The FTDAs are located at appropriate locations along TransLink's Frequent Transit Network (FTN). The FTN is a network of corridors where transit service runs at least every 15 minutes in both directions throughout the day and into the evening, every day of the week.

Densities within Urban Centres and FTDAs are calculated on a gross site basis; in all other areas densities are calculated on a net site area. The gross density calculation approach allows for provision of additional connecting roads, lanes, and walkways without impacting the overall density on a site. These increased connections support a finer-grained road network that improves connectivity to the transit stops located within the FTDAs and Urban Centres.

There are some instances, where Secondary Plans are located along FTNs, but fall outside of identified Urban Centres and FTDAs. These Secondary Plan areas support the FTDA, by prescribing transit supportive densities using a gross density approach. In order to provide consistency between these plan areas and the OCP, staff recommend text amendments to the Land Uses and Densities section of the OCP to:

- Include Secondary Land Use Plans adjacent to FTNs as areas where density is calculated on the gross site area, only when the gross density calculation is indicated by the Secondary Land Use Plan; and
- Expand the 2.0 Floor Area Ratio (FAR) density provision in the Multiple Residential Land Use Designation to include Secondary Plan along FTNs where sites have been identified for increased density.

These amendments are detailed in Appendix "I".

Building Form and Character Development Permit Areas

Building Form and Character Development Permit Guidelines help ensure high standards are achieved in the design quality of the built environment. As the diversity of housing types increase in Surrey, staff recommend updates to these Development Permit areas to clarify design requirements for different building types including low, medium and high rise forms. This includes defining these forms by number of stories as well as clarifying minimum building separation distance.

These amendments are outlined in Appendix "I".

Sensitive Ecosystem Development Permit Guidelines

The Sensitive Ecosystem Development Permit Guidelines support development while ensuring green infrastructure and streamside areas remain largely natural and undisturbed. Several amendments to these Development Permit areas are proposed to help provide clarification about setbacks and variances as listed below:

- Guidelines for citing and location of roadways, driveways and parking areas have been provided to reduce encroachment into the protection area;

- Minimum building setbacks adjacent to streamside areas have been outlined as 4.5 metres for rear yards and 3 metres for side yards, to ensure there is sufficient useable space between the buildings and the edge of the sensitive ecosystem protection area;
- Additional guidelines have been provided to clarify requirements for the protection zone with a streamside area versus a green infrastructure area. Streamside protection areas require maintenance access to ensure the City can properly manage and maintain these watercourses. This maintenance access is not required for strictly green infrastructure areas; and
- A requirement to provide rationale for streamside protection variance requests has been added to assist staff with review and process requests as well as to provide Council with additional information when evaluating a variance request.

These amendments are outlined in Appendix “I”.

Amendments Related to Development Applications

To ensure all amendments approved in association with development applications are captured and up-to-date, the following figures are proposed to be updated:

- Figure 3: Land Use Designations (see Appendix “I” Attachment “A”); and
- Figure 42: Major Employment Areas (see Appendix “I” Attachment “F”) to ensure consistency with previous Land Use designation amendments approved to Figure 3: Land Use Designations for individual development applications.

Amendments Related to ALR Boundary Adjustments

Two ALR boundary adjustments were approved by the ALC as listed below:

- December 7, 2017 - ALR exclusion for seven properties (16531, 16441, 16425, and 16530 - Old McLellan Road, 5695- 168 Street, 1624- 57A Avenue, and 16732- 57 Avenue); and
- July 26, 2016, ALR land inclusion for the northern portion of property 19103 – 8 Avenue and ALR exclusion for properties 6480 and 6456 – 152 Street.

To ensure the ALR boundary shown on the various OCP maps is consistent with the ALC decisions and BC Land Title records, the following figures are proposed to be updated:

- Figure 34: Greenways Network (see Appendix “I” Attachment “C”);
- Figure 36: EMS Green Infrastructure Network (GIN) (see Appendix “I” Attachment “D”);
- Figure 37: Fish Watercourse Classifications (see Appendix “I” Attachment “E”);
- Figure 43: Agricultural Lands (see Appendix “I” Attachment “G”);

- Figure 65: Steep Slope Hazard Lands Development Permit Area (see Appendix “I” Attachment “H”);
- Figure 67: Green Infrastructure Development Permit Area (see Appendix “I” Attachment “I”);
- Figure 68: Streamside Development Permit Area (see Appendix “I” Attachment “J”); and
- Figure 69: Farming Protection Development Permit Area (see Appendix “I” Attachment “K”).

Grammatical Corrections

The following grammatical and wording corrections in Theme B: Centres, Corridors and Neighbourhoods are proposed:

- The wording referring to Surrey’s finer grained road network in Figure 23: Finer Grained Road Network (see Appendix “I” Attachment “B”);
- The spelling of the Fraser River Estuary; and
- The spelling of Old McLellan Road.

These changes are described in Appendix “I”.

SUSTAINABILITY CONSIDERATIONS

The 2018 Surrey Official Community Plan – Housekeeping Amendments supports the Sustainability Charter 2.0. Specifically, these amendments will support the following Strategic Directives (SD) and Desired Outcomes (DO) that support the proposals in this report, such as:

Built Environment and Neighbourhoods

SD2: Prioritize redevelopment of existing urban areas over greenfield development.

Economic Prosperity and Livelihoods

DO4: Surrey’s economy is diversified with a mix of service, industrial, agricultural and innovation-based businesses.

Infrastructure

DO3: Infrastructure systems are designed to protect human health, preserve environmental integrity and be adaptable to climate change impacts.

Public Safety

DO 1: Residents are safe and have a strong sense of security in all neighbourhoods and throughout the city

CONCLUSION

Based on the above discussion, and to ensure Surrey's Official Community Plan remains up to-date, it is recommended that Council:

- a) Approve proposed amendments to Surrey's OCP as documented in Appendix "I" of this report, and
- b) Authorize the City Clerk to bring forward the necessary amending bylaws for the required Readings and to set a date for the related Public Hearing.

Original signed by
Jean Lamontagne
General Manager, Planning & Development

PH/CS/ar

Attachment:

Appendix I Proposed Amendments to Surrey Official Community Plan Bylaw, 2013, No. 18020

- Attachment A – Figure 3: General Land Use Designations
- Attachment B – Figure 23: Finer Grained Road Network
- Attachment C – Figure 34: Greenways Network
- Attachment D – Figure 36: EMS Green Infrastructure Network (GIN)
- Attachment E – Figure 37: Fish Watercourse Classifications
- Attachment F – Figure 42: Major Employment Areas
- Attachment G – Figure 43: Agricultural Lands
- Attachment H – Figure 65: Steep Slope Hazard Lands Development Permit Area
- Attachment I – Figure 67: Green Infrastructure Development Permit Area
- Attachment J – Figure 68: Streamside Development Permit Area
- Attachment K – Figure 69: Farming Protection Development Permit Area

Surrey Official Community Plan Bylaw, 2013, No. 18020

The following proposed amendments to PlanSurrey 2013: Official Community Plan are presented and highlighted in the order the sections appear in the document:

Land Uses and Densities Section

1. Page 34, Densities, as follows:
 - a) first paragraph, after the words "(see Figure 9)" by adding "and where specifically noted in approved Secondary Plans,"; and
 - b) at the end of the first paragraph, after the words "gross site area" adding "; and".
2. Page 35, by deleting "Figure 3: General Land Use Designations" and replacing it with a new "Figure 3: General Land Use Designation" shown as Attachment "A".
3. Page 47, Multiple Residential Land Use Designation, Densities, second bullet, after the words "Urban Centres" add "and where specifically noted in Secondary Plan Areas (Figure 4) for sites adjacent to a Frequent Transit Network".

Policies Section

4. Page 98, Theme B: Centres, Corridors and Neighbourhoods, B4 Healthy Neighbourhoods, by deleting "Figure 23: Finer Grain Road Network" and replacing it with a new "Figure 23: Finer Grained Road Network" shown as Attachment "B".
5. Page 100, Theme B: Centres, Corridors and Neighbourhoods, B5 Memorable Features, Views and Viewpoints, Policy B5.6, last bullet, by deleting the word "Rover" and replacing it with "River".
6. Page 102, Theme B: Centres, Corridors and Neighbourhoods, B5 Memorable Features, Natural Heritage, Policy B5.15, third and fourth bullets, by deleting the word "McClelland" and replacing it with "McLelland".
7. Page 138, Theme C: Infrastructure and Facilities, C3 Parks and Greenways, Greenways, by deleting "Figure 34: Greenways Network" and replacing it with a new "Figure 34: Greenways Network" shown as Attachment "C".
8. Page 150, Theme D: Ecosystems, D1 Green Infrastructure and Ecosystem Management, Green Infrastructure Network by deleting "Figure 36: EMS Green Infrastructure Network (GIN)" and replacing it with and new "Figure 36: EMS Green Infrastructure Network (GIN)" shown as Attachment "D".
9. Page 151, Theme D: Ecosystems, D1 Green Infrastructure and Ecosystem Management, Green Infrastructure Network by deleting "Figure 37: Fish Watercourse Classifications" and replacing it with a new "Figure 37: Fish Watercourse Classifications" shown as Attachment "E".
10. Page 175, Theme E: Economy, E1 Employment Lands, Mixed Employment Uses, by deleting "Figure 42" Major Employment Areas" and replacing it with a new "Figure 42: major Employment Areas" shown as Attachment "F".

11. Page 183, Theme E: Economy, E3 Agriculture, by adjusting the Agricultural designation in “Figure 43: Agricultural Lands” from “land outside the Agricultural Land Reserve” to “land in the Agricultural Land Reserve” shown as Attachment “G”.

Implementation Section

12. Page 289, II(d) Implementation Instruments, Development Permits, by deleting “Figure 65: Steep Slope Hazard Lands Development Permit Area” and replacing it with a new “Figure 65: Steep Slope Hazard Lands Development Permit Area” shown as Attachment “H”.
13. Page 294, II(d) Implementation Instruments, Development Permits, by deleting “Figure 67: Green Infrastructure Development Permit Area” and replacing it with a new “Figure 67: Green Infrastructure Development Permit Area” shown as Attachment “I”.
14. Page 295, II(d) Implementation Instruments, Development Permits, by deleting “Figure 68: Streamside Development Permit Area” and replacing it with a new “Figure 68: Streamside Development Permit Area” shown as Attachment “J”.
15. Page 297, II(d) Implementation Instruments, Development Permits, by deleting “Figure 69: Farming Protection Development Permit Area” and replacing it with a new “Figure 69: Farming Protection Development Permit Area” shown as Attachment “K”.

Implementation: Development Permit Areas and Guidelines (Form and Character)

13. Page 309, DP1, Development Permit Guidelines: Form and Character, second paragraph, after the fourth bullet, add a new bullet “Low, Mid and High Rise Forms”.
14. Page 310, DP1.1 Common Guidelines: All Development Types, first paragraph, by adding a new last bullet as follows:
 - “ • Low-Rise (6 storeys or less), Mid-Rise (7-12 storeys) and High-Rise (more than 12 storeys)”.
15. Page 329, DP1.1 Common Guidelines, Building Form, Building Massing, after Guideline 131, by adding a new Guideline as follows:
 - “131.a **MID RISE FORMS:** Tower separations from corner-to-corner and face-to-face have no minimum distance.”.
16. Page 330, DP1.1 Common Guidelines, Building Form, Building Massing, after Guideline 135, by adding a new Guideline as follows:
 - “135.a **HIGH RISE FORMS:** Tower separation is a minimum of 30 m from corner-to-corner and a minimum of 50 m face-to-face.”

Implementation: Development Permit Areas and Guidelines (Sensitive Ecosystems)

17. Page 377, DP3, Development Permit Guidelines: Sensitive Ecosystems, C. Development Guidelines, First Column, Streamside, by deleting Guidelines “3a” and replacing it with a new Guideline “3a”, as follows:

“Overall Site: Building construction and site layout adjacent to a Streamside Area shall be done in such a way so as to minimize encroachments on the Streamside Protection Area. Locate buildings, roadways, parking areas and driveways away from the Streamside Protection Area and create functional yards. Setbacks adjacent to Streamside Protection Areas shall be no less than 4.5 m for rear yards and shall be targeted to 3.0 m for side yards.”

18. Page 382, DP3, Development Permit Guidelines: Sensitive Ecosystems, D. Submission Requirements – Ecosystem Development Plan, iii) Levels of Safeguarding, by deleting Guideline “29. Minimum Safeguarding” and replacing it with two new Guidelines “29.a Minimum Safeguarding” and “29.b Minimum Safeguarding” as follows:

<p>“29.a Minimum Safeguarding: registration of a combined Restrictive Covenant/Right-of-Way against the property to ensure safeguarding and maintenance of the Protection Area in perpetuity that shall include:</p> <ol style="list-style-type: none">1) identified “no disturbance” and “maintenance access” areas;2) provisions for post-construction on-going management of the Protection Area for a minimum of five years, including any required rehabilitation, restoration and/or conservation of any areas identified by the project-managing QEP;3) provisions for yearly monitoring and reporting; and identification of the Principal QEP responsible for providing yearly monitoring reports during the minimum five-year maintenance period; and4) a compensation plan and cost estimate for all items listed in this section. This will also be used to determine landscape bonding and security requirements for installation and maintenance purposes.	<p>29.b Minimum Safeguarding: registration of a Restrictive Covenant against the property to ensure safeguarding and maintenance of the Protection Area in perpetuity that shall include:</p> <ol style="list-style-type: none">1) identified “no disturbance” areas;2) provisions for post-construction on-going management of the Protection Area for a minimum of five years, including any required rehabilitation, restoration and/or conservation of any areas identified by the project-managing QEP;3) provisions for yearly monitoring and reporting; and identification of the Principal QEP responsible for providing yearly monitoring reports during the minimum five-year maintenance period; and4) a compensation plan and cost estimate for all items listed in this section. This will also be used to determine landscape bonding and security requirements for installation and maintenance purposes.”
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19. Page 386, DP3, Development Permit Guidelines: Sensitive Ecosystems, E. Submission Requirements – Impact Mitigation Plan, Guideline 52, by adding a new first bullet as follows:

“Overall Site: A detailed explanation why a variance is being sought and why the required Streamside Protection Area is not being met.”

Implementation: Development Permit Areas and Guidelines (Farming Protection)

20. Page 394, DP4, Development Permit Guidelines: Farming Protection, C. Setbacks and Buffers, Single Family Uses, Scenario: ALR Abutting a Yard, Guideline 25, third bullet, by deleting the words "5 m" and replacing them with "4.5 m".

Figure 3: General Land Use Designations

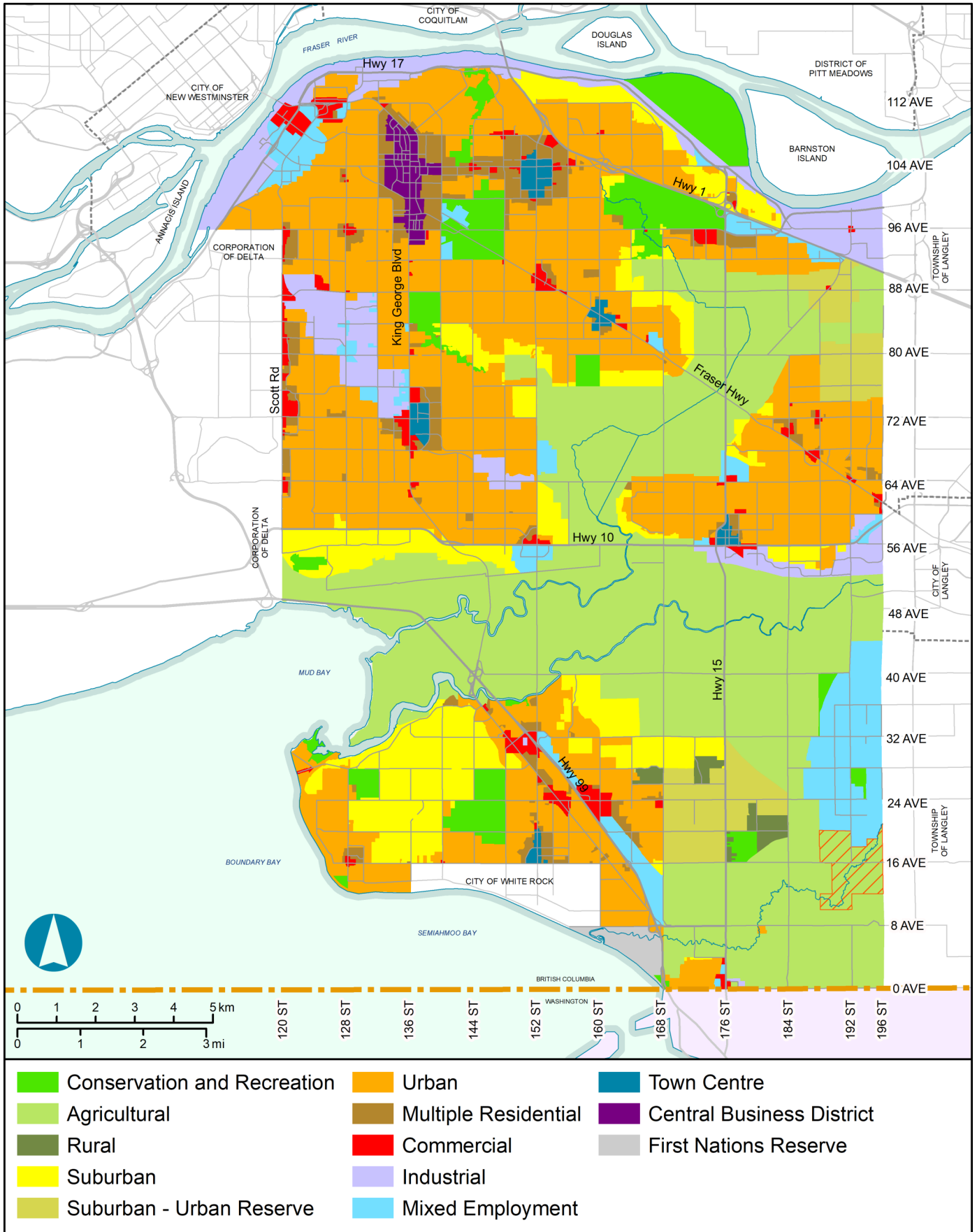
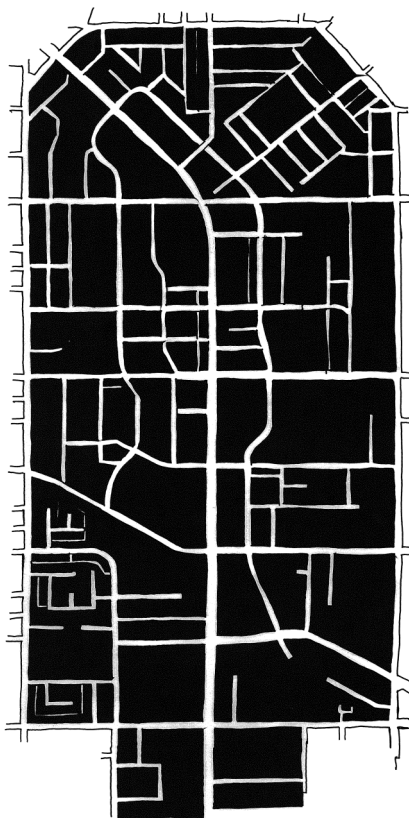


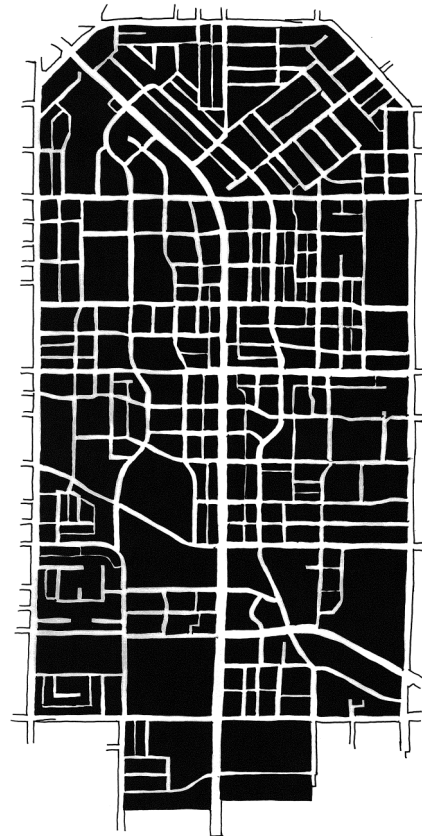
Figure 23: Finer Grained Road Network

As Surrey continues to evolve and grow into a large metropolitan centre, it slowly transforms from a landscape of large tracks of agricultural and suburban land into a dense urban environment. A significant part of this transformation involves creating a finer grained road network, particularly within Surrey's City Centre or downtown core. Supporting this finer grained network is vitally important to creating a livable city where walking and cycling are viable and convenient forms of transportation. Large blocks of un-interrupted land serve as barriers to comfortable and direct pedestrian and cycle circulation, and encourage inefficient vehicle movements by supporting the use of a few large arterial roads for a majority of vehicle circulation. A finer grained network allows for more even distribution of traffic throughout smaller local roads and allows for pedestrians and cyclists to move about with significantly more options and conveniences.

The proposed street network for Surrey's City Centre (shown below) illustrates the increase in choice available to all transportation modes when a finer grained network is utilized, allowing for a more diverse and healthy community fabric of services, commercial ventures and amenity opportunities. This type of road network will also be supported in other areas of the city, where possible.



**Existing
City Centre Road Network**



**Proposed
City Centre Finer Grained Network**

Figure 34: Greenways Network

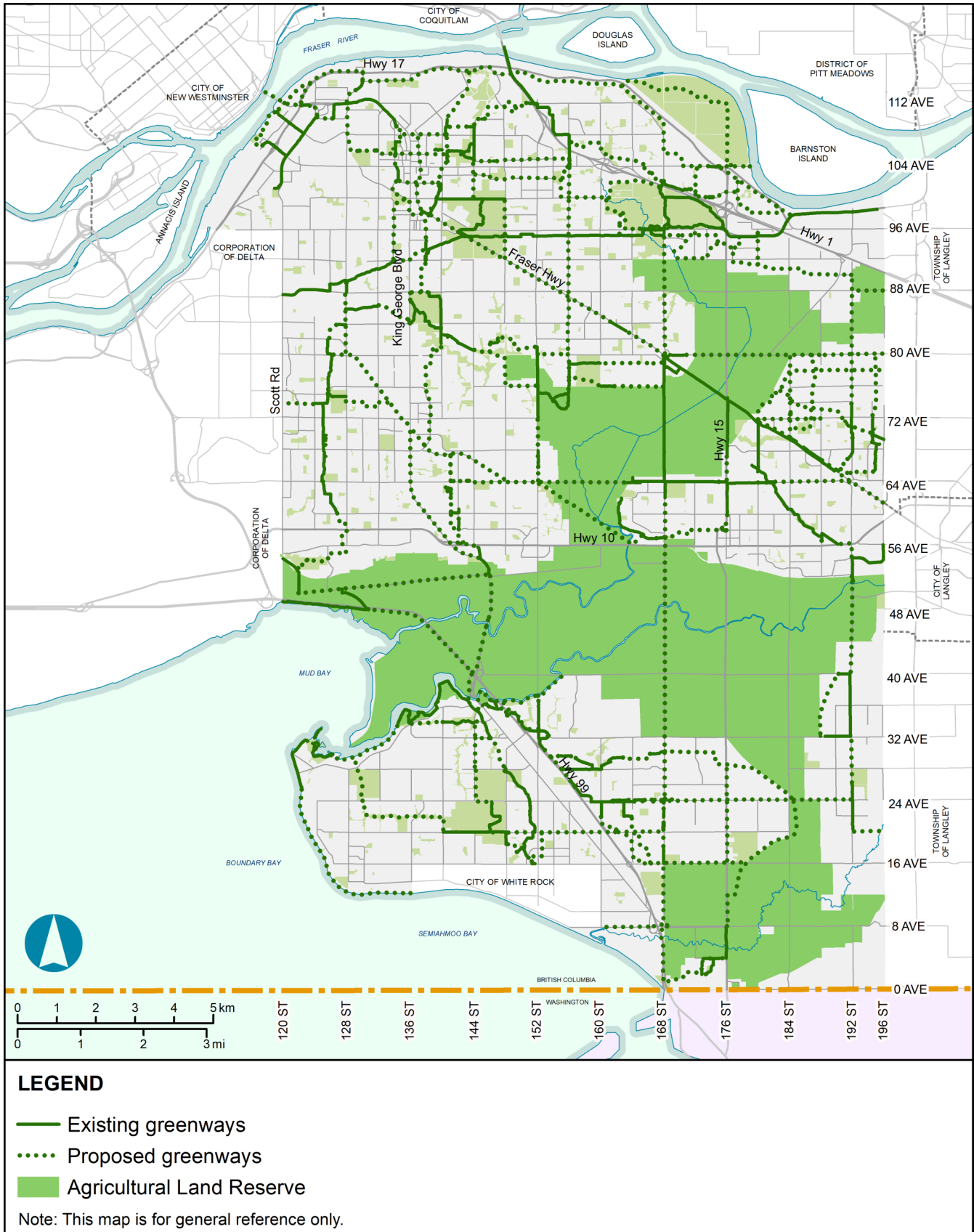


Figure 36: EMS Green Infrastructure Network (GIN)

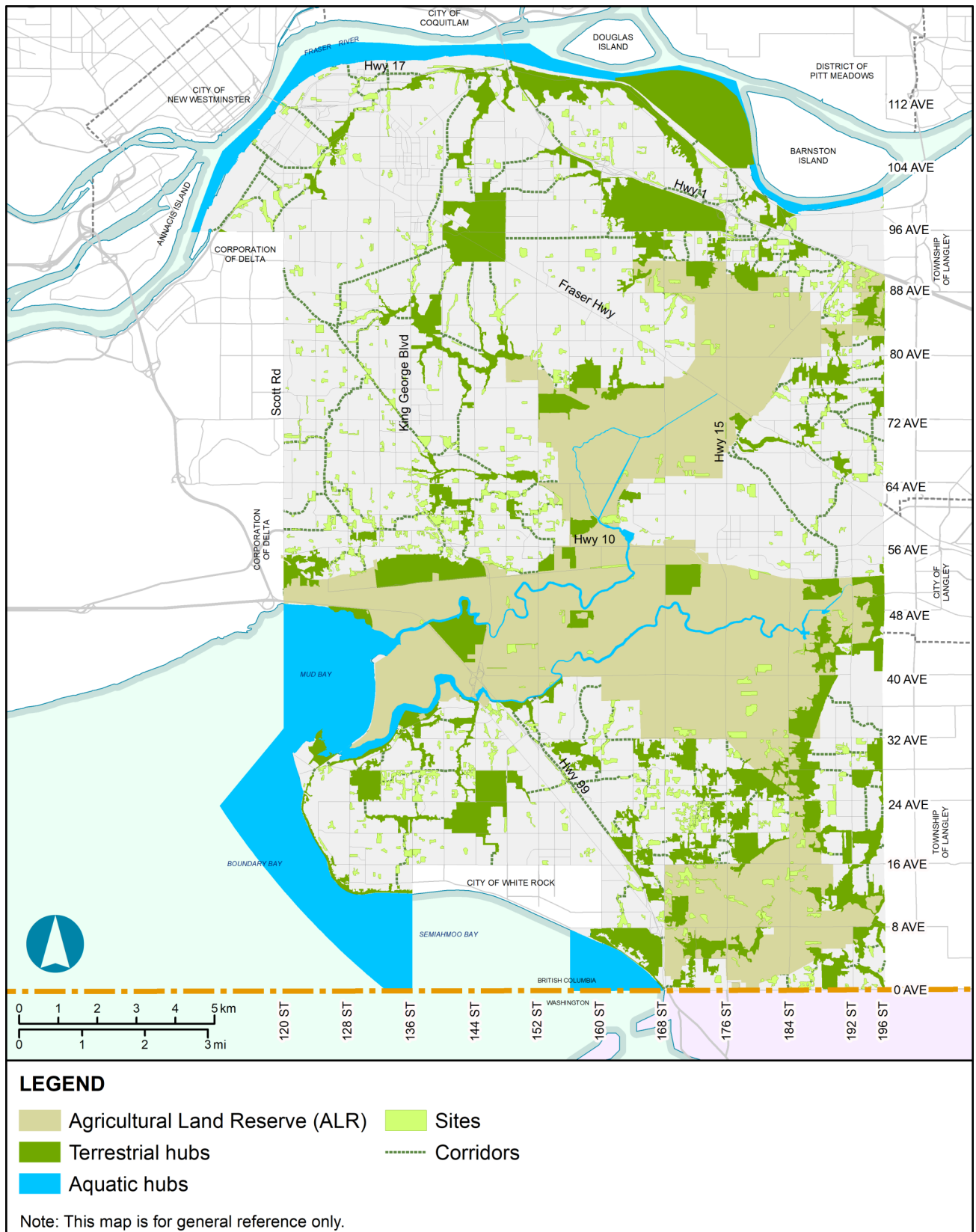
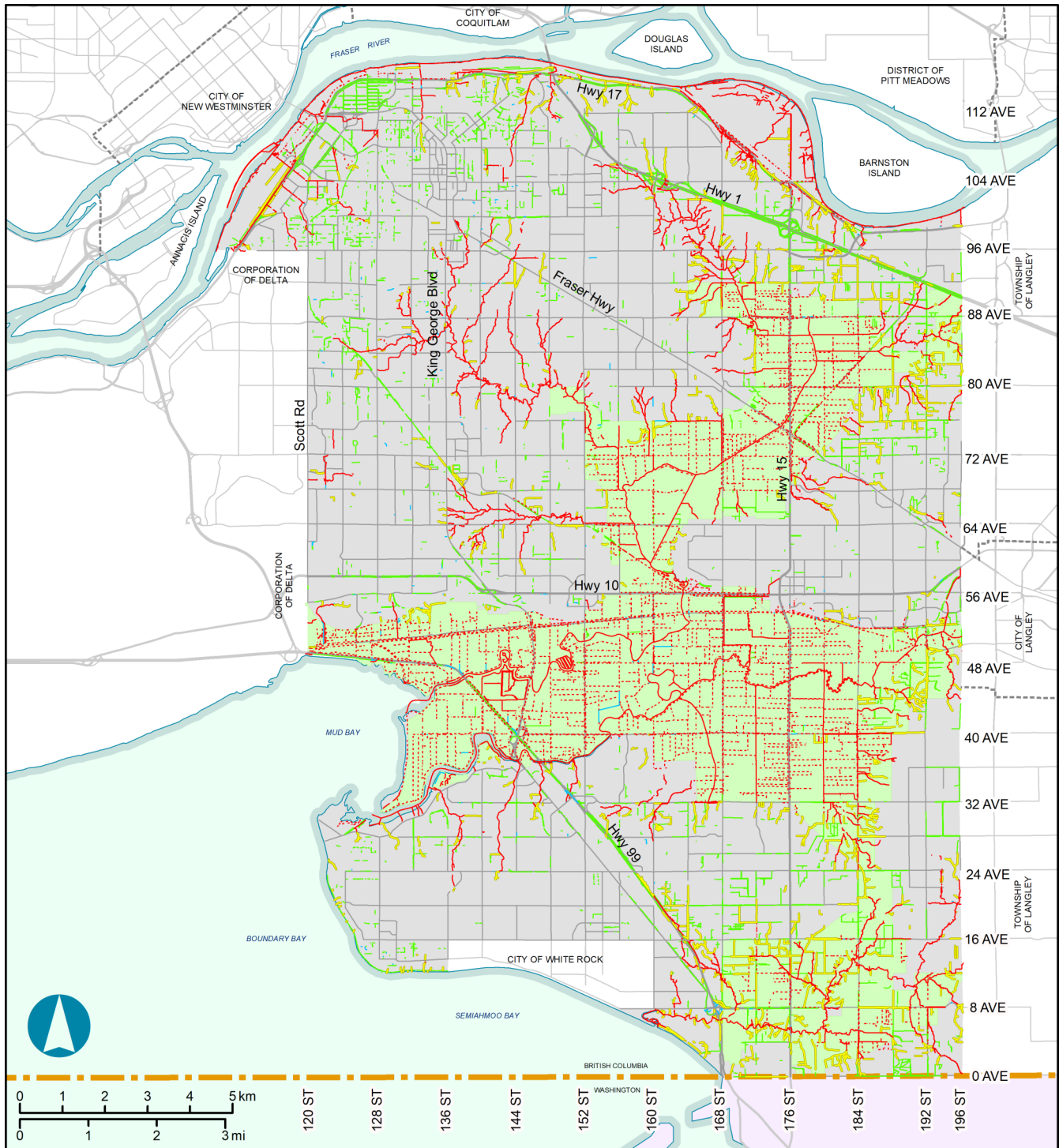


Figure 37: Fish Watercourse Classifications



LEGEND

- Class A *Inhabited by salmonids year round.*
- - - Class AO *Inhabited by salmonids during winter.*
- Class B *No fish presence. Significant food/nutrient value.*
- Class C *No fish presence. Insignificant food/nutrient value.*
- Unknown
- Agricultural Land Reserve (ALR)

Note: This map is for general reference only.

Figure 42: Major Employment Areas

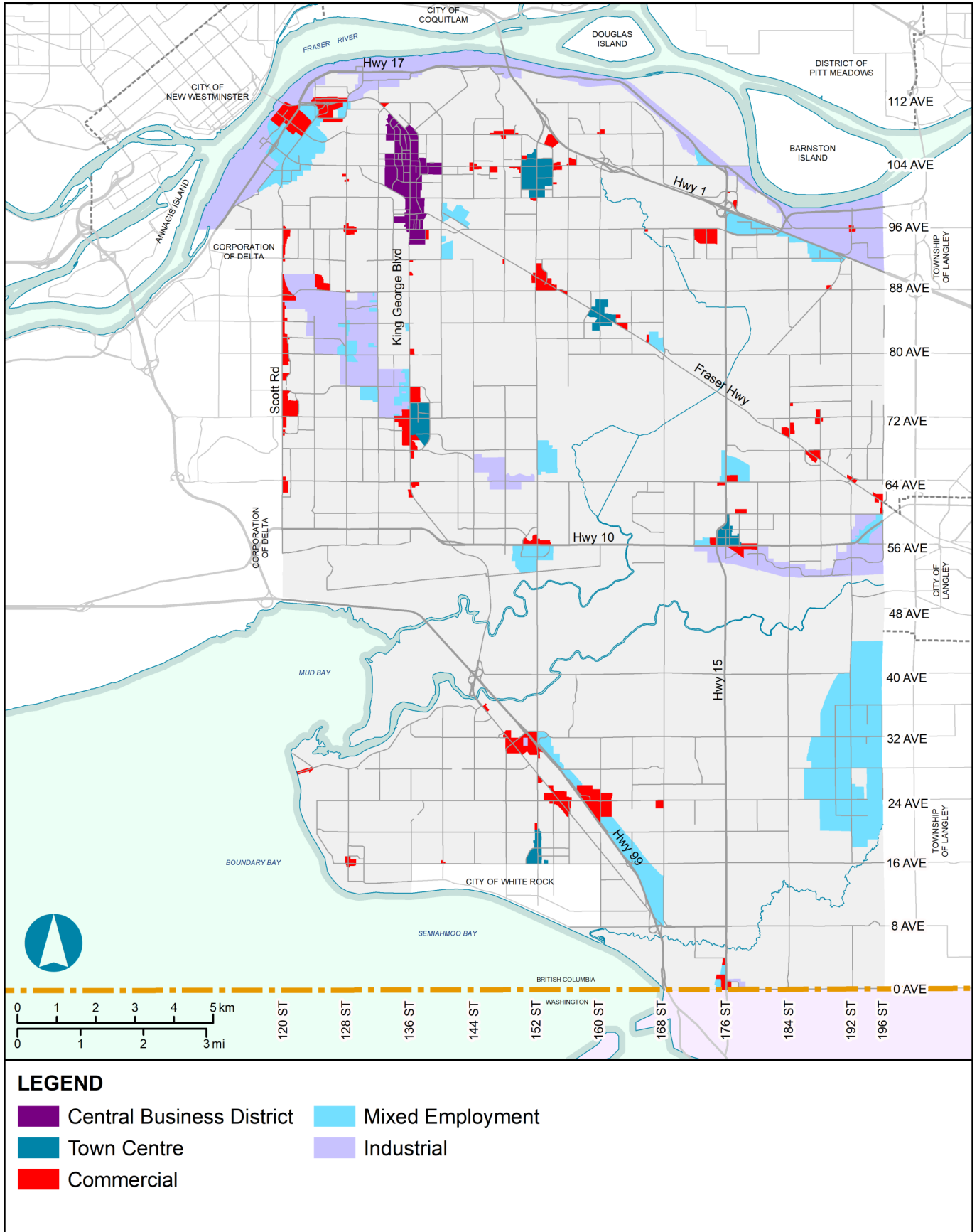
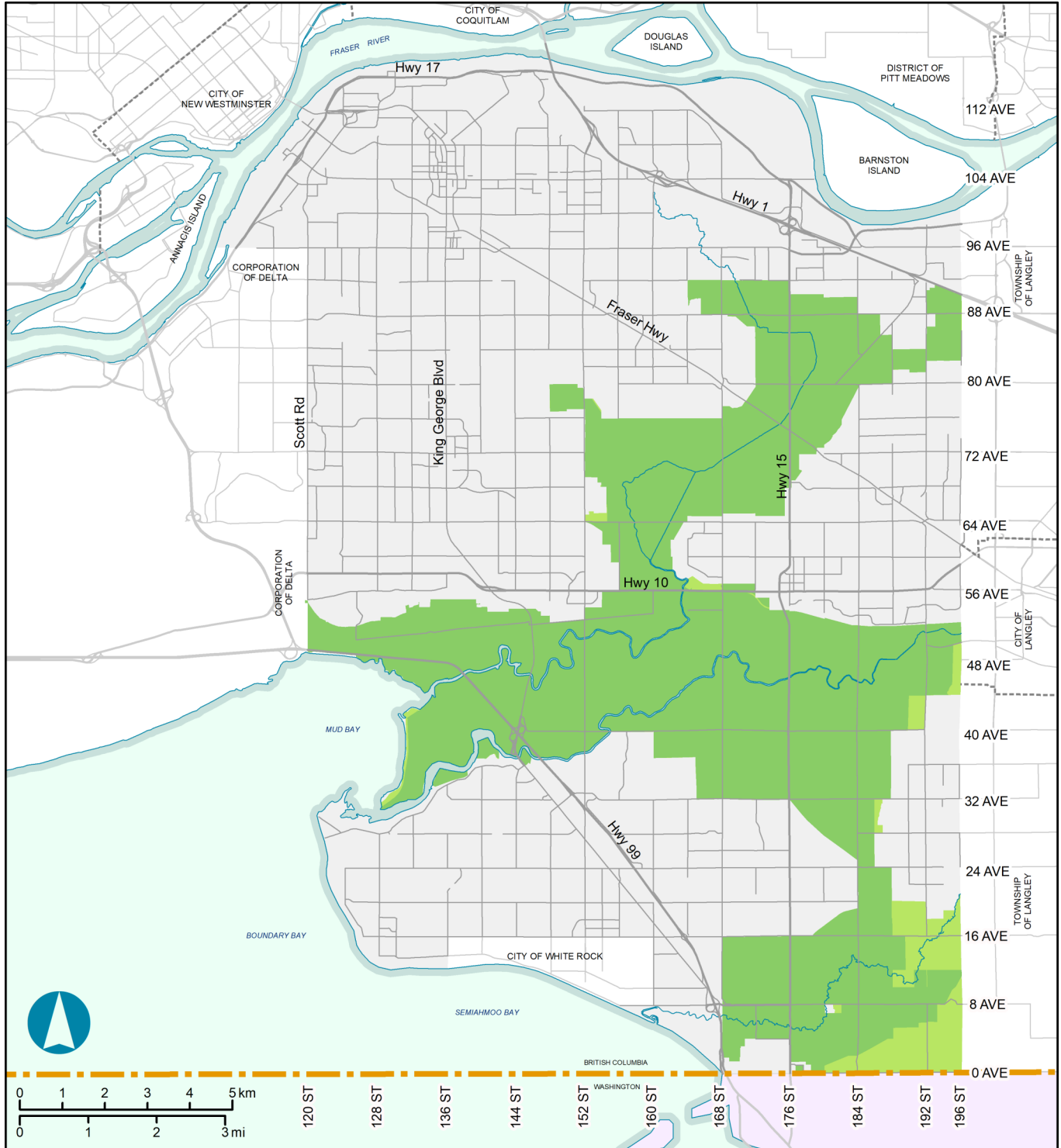


Figure 43: Agricultural Lands



LEGEND



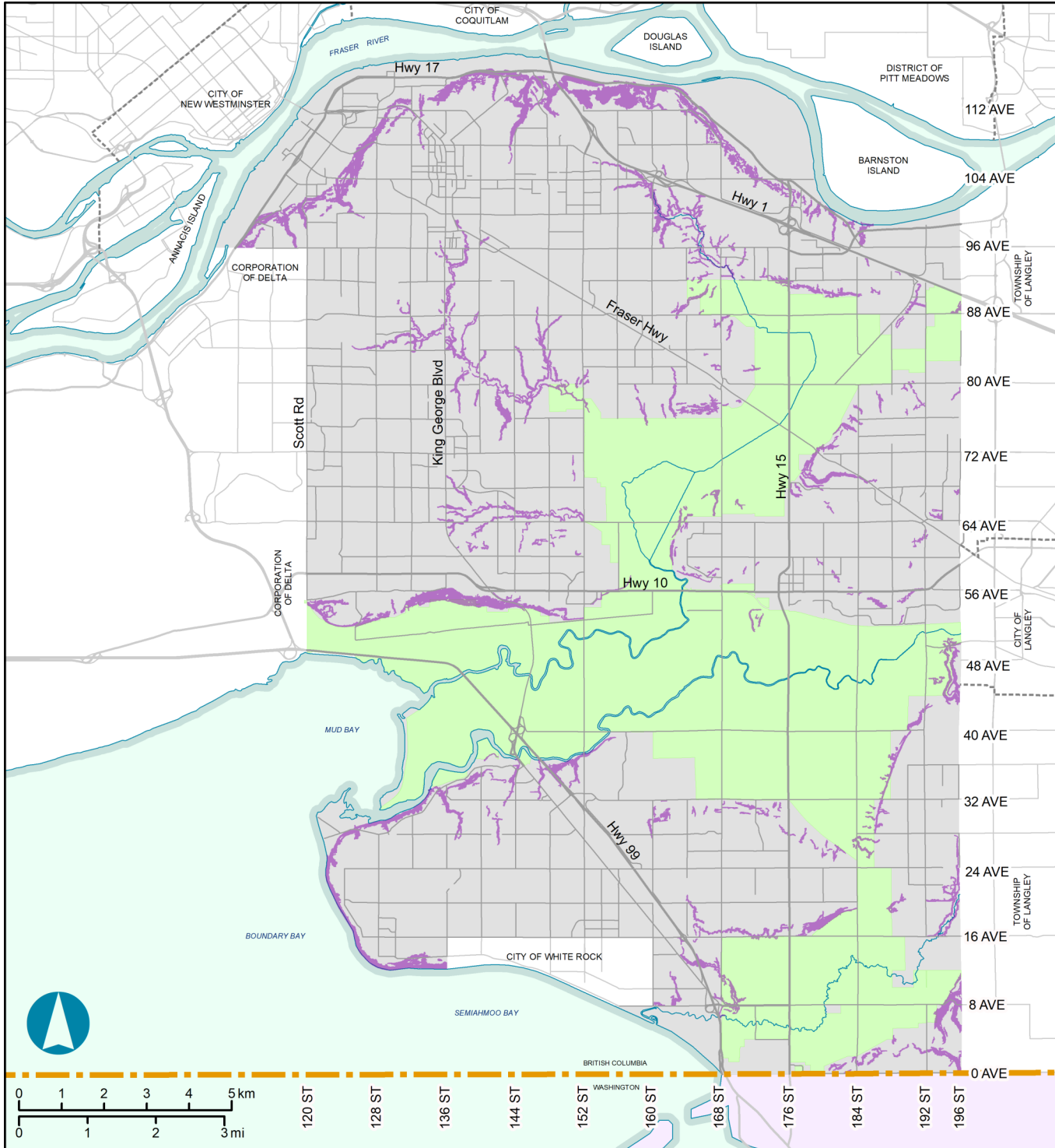


-  Agricultural designated land in the Agricultural Land Reserve
-  Agricultural designated land outside the Agricultural Land Reserve

Figure 65: Steep Slope Hazard Lands Development Permit

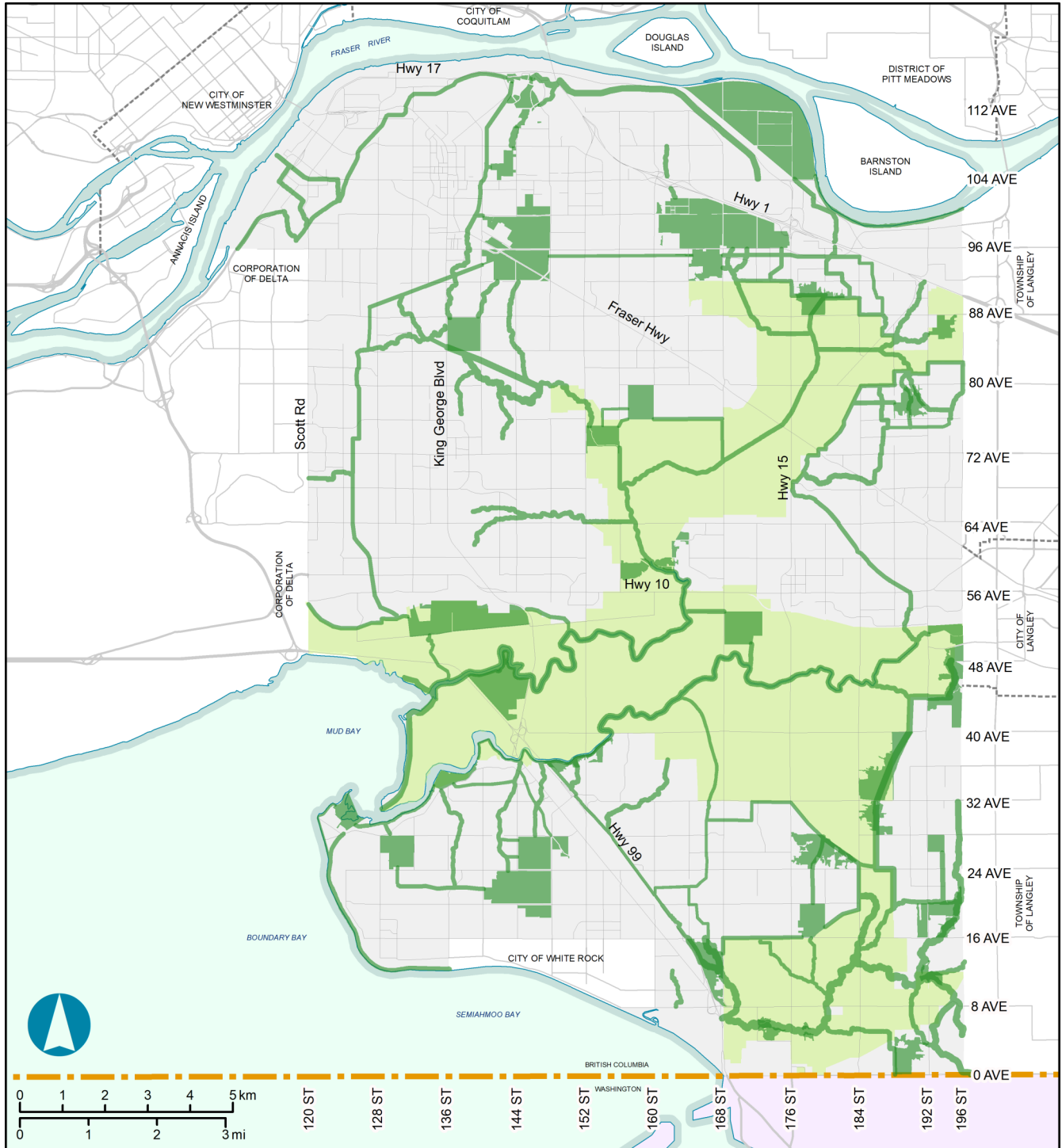


LEGEND

-  Steep slope hazard areas
-  Agricultural Land Reserve (ALR)

Note: This map is for general reference only.

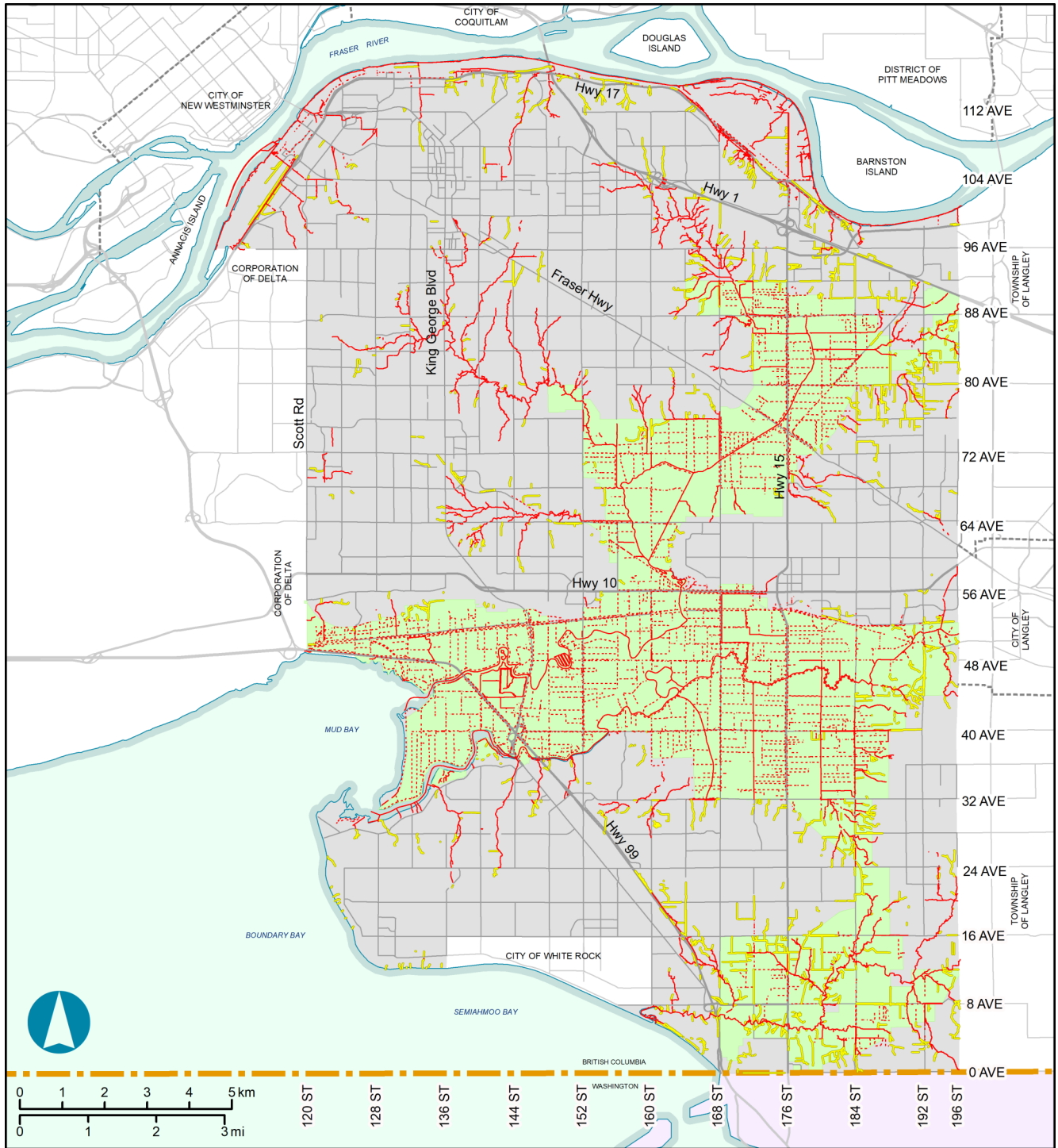
Figure 67: Green Infrastructure Development Permit Area



LEGEND

- Green Infrastructure Area
- Agricultural Land Reserve (ALR)

Figure 68: Streamside Development Permit Area



LEGEND

- Class A stream *Inhabited or potentially inhabited by salmonids year round.* Agricultural Land Reserve (ALR)
- - - Class AO stream *Inhabited or potentially inhabited by salmonids during winter.*
- Class B stream *No fish presence. Significant food/nutrient value.*

Note: This map is for general reference only.

Figure 69: Farming Protection Development Permit Area

