

NO: **R152**

COUNCIL DATE: **SEPTEMBER 8, 2014**

REGULAR COUNCIL

TO: **Mayor & Council**

DATE: **September 8, 2014**

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

FILE: **6520-20 (South Campbell
Heights LAP)**

SUBJECT: **South Campbell Heights Special Study Area Planning**

RECOMMENDATIONS

The Planning and Development Department and the Engineering Department recommend that Council:

1. Receive this report as information;
2. Authorize staff to conduct background studies, including an environmental study, a market demand assessment and engineering servicing studies in advance of a Local Area Planning process for the South Campbell Heights Special Study Area as shown in Appendix I attached to this report;
3. Authorize staff to process Development Application No. 7913-0288-00 (rezoning from General Agriculture (A-1) Zone to Cemetery (PC) Zone to permit the development of a cemetery) to proceed in advance of the Local Area Plan process; and
4. Withhold consideration of development applications requiring an Official Community Plan amendment pending the completion and approval of a Local Area Plan and the resolution of the Special Study Area in the Metro Vancouver Regional Growth Strategy and the Official Community Plan.

INTENT

The purpose of this report is to seek Council direction on:

- initiation of background studies in advance of the preparation of a Local Area Plan for lands south of Campbell Heights as shown in Appendix I; and
- processing and consideration of development applications within this area prior to the completion of a Local Area Plan.

BACKGROUND

An area of land south of the Campbell Heights Local Area Plan (as outlined in Appendix I) of approximately 245 hectares (600 acres) is identified as a Special Study Area in both the Metro Vancouver Regional Growth Strategy ("RGS") and the draft new Official Community Plan ("OCP"). The Special Study Area indicates an area where future land planning is expected, potentially leading to changes from current land use designations. Several development applications and inquiries have recently been received for lands within this Special Study Area, prompting staff to seek the direction of Council regarding the timing and scope of a planning process for this area.

Area Description

The lands within the Special Study Area are characterized by a mix of agricultural fields and second-growth forests on gently-sloping lands on either side of the Little Campbell River, which flows within a shallow ravine from the northeast to the southwest through the area. Land uses in the area include several working farms, rural residential properties and hobby farms, a recreational vehicle park, small City-operated cemetery and the protected heritage Brooksdale Estate, operated as an environmental and education centre by the A Rocha Society. The area is bounded by the Campbell Heights Local Area Plan to the north, the Township of Langley to the east and the Agricultural Land Reserve ("ALR") to the south and west. The entire Special Study Area is designated Agricultural in the existing OCP, but is not within the ALR. The entire Special Study Area is also outside of the Greater Vancouver Sewerage & Drainage District's ("GVS&DD") Fraser Sewerage Area.

Existing Plans

In the draft new OCP, the entire area remains within the Agricultural designation, with a Special Study Area "overlay" as shown in Appendix II, indicating that further land use planning is anticipated. The draft new OCP bylaw is currently approved at third reading and is expected to be brought forward for final adoption in the Fall of 2014, following approval of Surrey's Regional Context Statement by the Metro Vancouver Board.

The subject area is designated Rural in the Metro Vancouver RGS, with a Special Study Area overlay as shown in Appendix III. The area is also outside of the urban containment boundary in the RGS. Resolution of the Special Study Area, the re-designation of lands in this area and the extension of the urban containment boundary would require a Type 3 minor amendment of the RGS. Such an amendment requires an affirmative weighted vote of 50% + 1 by the Metro Vancouver Board. Concurrent with this amendment, the GVS&DD Board would also be required to approve the expansion of the Fraser Sewerage Area to include this Special Study Area.

The Campbell Heights Local Area Plan was approved by Council in 1998. This plan identified a portion of the Special Study Area, south of the Campbell Heights plan and north of 16 Avenue, as "potential future residential" (see Appendix IV). In 2007 Council considered a development application (No. 7907-0308-00) within the Special Study Area for commercial and residential development on a portion of the area (see Appendix V). This application was deemed to be premature in the absence of a land use plan, and was denied by Council on November 5, 2007. In 2008, Council approved the Employment Lands Strategy, which recommended that this area, along with the rest of Campbell Heights, be reserved for employment uses such as industrial and business park uses, given the expected regional shortage of industrial lands.

Lands within the Special Study Area have also been identified as having non-urban potential. The Ecosystem Management Study (2008) and the Biodiversity Conservation Strategy (2014) identified lands with significant environmental values, including riparian areas along the Little Campbell River and several forested areas, as shown in Appendix VI. In addition, properties within the Special Study Area have been proposed for inclusion into the ALR in exchange for the exclusion of lands in other parts of the City, in accordance with Surrey's policies related to ALR exclusions. The Special Study Area is one of the few areas in Surrey that are outside of the ALR, but that have not been designated for urban development or protected as parkland, making this area a candidate for such ALR exchanges.

Recent Development and Permit Applications within the Special Study Area

Staff recently received several development applications and inquiries within the Special Study Area as shown in Appendix V. Application No. 7913-0288-00 proposes to rezone a property at 19082 - 16 Avenue from General Agriculture (A-1) Zone to Cemetery (PC) Zone to permit the development of a cemetery. This application does not require an amendment to the OCP.

There are also a number of permitted soil removal and deposition permits within the Special Study area. The most significant permit (09-017470-0-0) is for 19438 - 16 Avenue, where Council, as part of Corporate Report No. R204;2013, permitted the removal and deposition of 179,000 cubic metres of soil. Staff has recently received permit applications for the removal and/or deposition of soil at 19536 16 Avenue and 19474 16 Avenue, and will be bringing these applications forward to Council for their consideration once the applicants have submitted all the necessary supporting documentation.

DISCUSSION

The subject area has been designated as a Special Study Area in both the OCP and the RGS in anticipation of a land use planning process that may result in changes from the current Agricultural (OCP) and Rural (RGS) designations. Recent development applications and inquiries have prompted staff to seek direction from Council on initiating such a land use planning process. A Local Area Plan ("LAP") would provide certainty on which lands have potential for various types of development, and which lands may be protected as conservation areas or retained as agricultural lands. A LAP would also set the stage for an amendment of the OCP and the RGS, thus resolving the future of the Special Study Area.

One of the recent development applications (7913-0288-00) proposes a cemetery use. This use is consistent with current OCP and does not require an OCP or an RGS amendment. Therefore, staff is of the opinion that this application can proceed for Council's consideration of rezoning prior to the completion of a LAP process. This proposal is adjacent to an existing City cemetery (Hazelmere).

Other inquiries propose land uses that do not conform to the OCP (either the existing or the draft new OCP), or to the RGS, and are outside of the Fraser Sewerage Area. Staff is of the opinion that a land use plan and an amendment of the RGS should be approved prior to consideration of development applications that require an OCP amendment.

In advance of preparing a LAP for the area, it is appropriate that a number of studies be completed, including, but not limited to:

- environmental studies to determine environmental conservation opportunities, environmental constraints on development, and the impacts to the local groundwater resources from development. These studies are also to include an archeological review as the lands are within the Semiahmoo First Nation's traditional territory;
- a market demand assessment to determine the existing and future need for industrial and/or other employment lands, the timing of this need in relation to the absorption of existing industrial sites in Campbell Heights and elsewhere in the region; and
- servicing and transportation studies, including an Integrated Stormwater Management Plan (ISMP) to determine the capacity of existing engineering infrastructure, as well as to identify constraints and opportunities of this infrastructure to support the development of the Special Study Area.

A local area planning process will involve stakeholders, including the Little Campbell River Watershed Society, Semiahmoo Fish & Game Club, Semiahmoo First Nation and members of the public on an advisory committee, in addition to public meetings and communication. Staff will also consult with the Agriculture and Food Security Advisory Committee.

To initiate the planning process, it is recommended that Council direct staff to develop a Terms of Reference for relevant background studies in preparation for a future LAP process, including:

- an environmental study, including an assessment of riparian, aquatic and terrestrial habitat values, a vegetation and significant tree survey and cultural landscape assessment, a groundwater review and development impact assessment and an archeological assessment;
- a market assessment, including a review of industrial land availability and absorption rates within the Campbell Heights area, and an assessment of market demand for industrial, business and commercial land uses in the general area around the study area; and
- a servicing study, including an assessment of the capacity of existing engineering infrastructure, as well as to identify constraints and opportunities of this infrastructure to support the development of the Special Study Area.

If directed by Council, staff expects to forward a draft Terms of Reference to Council for approval in October 2014.

If Council initiates a LAP process, staff estimates the following timeline for completing the plan and development applications that conform to the plan:

Fall 2014

- Retain consultants to conduct background studies including an
 - environmental study;
 - market assessment; and
 - servicing studies, including an ISMP.

Spring 2015

- Complete background studies and incorporate findings into planning process;
- Seek Council approval to initiate a LAP process and select a community advisory committee; and
- Conduct an initial public open house and public engagement.

Fall 2015

- Complete a draft LAP including public and stakeholder consultation;
- Conduct a public meeting and seek Stage 1 Council approval;
- Initiate Stage 2 of the LAP, including a servicing and financing strategy.

Spring 2016

- Complete Stage 2 of the LAP;
- Initiate an OCP amendment, including resolution of the Special Study Area designation; and
- Initiate RGS and Fraser Sewerage Area amendment applications, including resolution of the Special Study Area designation.

Fall 2016

- Complete RGS and OCP amendment processes; and
- Rezoning applications consistent with LAP may be completed following OCP and RGS amendments.

SUSTAINABILITY CONSIDERATIONS

Planning for future land uses in the Special Study Area involves several significant environmental, social and economic sustainability considerations, including the following actions implementing the Sustainability Charter:

- EC2: Economic Development Strategy and Employment Land Strategy;
- EC11: Surrey's Employment Land Base;
- EN7: Implement Green Infrastructure;
- EN9: Sustainable Land Use Planning and Development Practices; and
- EN12: Enhancement and Protection of Natural Areas, Fish Habitat and Wildlife Habitat.

CONCLUSION

Based on the above discussion it is recommended that Council:

- Authorize staff to conduct background studies, including an environmental study, a market demand assessment and engineering servicing studies in advance of a Local Area Planning process for the South Campbell Heights Special Study Area as shown in Appendix I attached to this report;
- Authorize staff to process Development Application No. 7913-0288-00 (rezoning from General Agriculture (A-1) Zone to Cemetery (PC) Zone to permit the development of a cemetery) to proceed in advance of the LAP process; and

- Withhold consideration of development applications requiring an OCP amendment pending the completion and approval of a Local Area Plan and the resolution of the Special Study Area in the Metro Vancouver Regional Growth Strategy and the Official Community Plan.

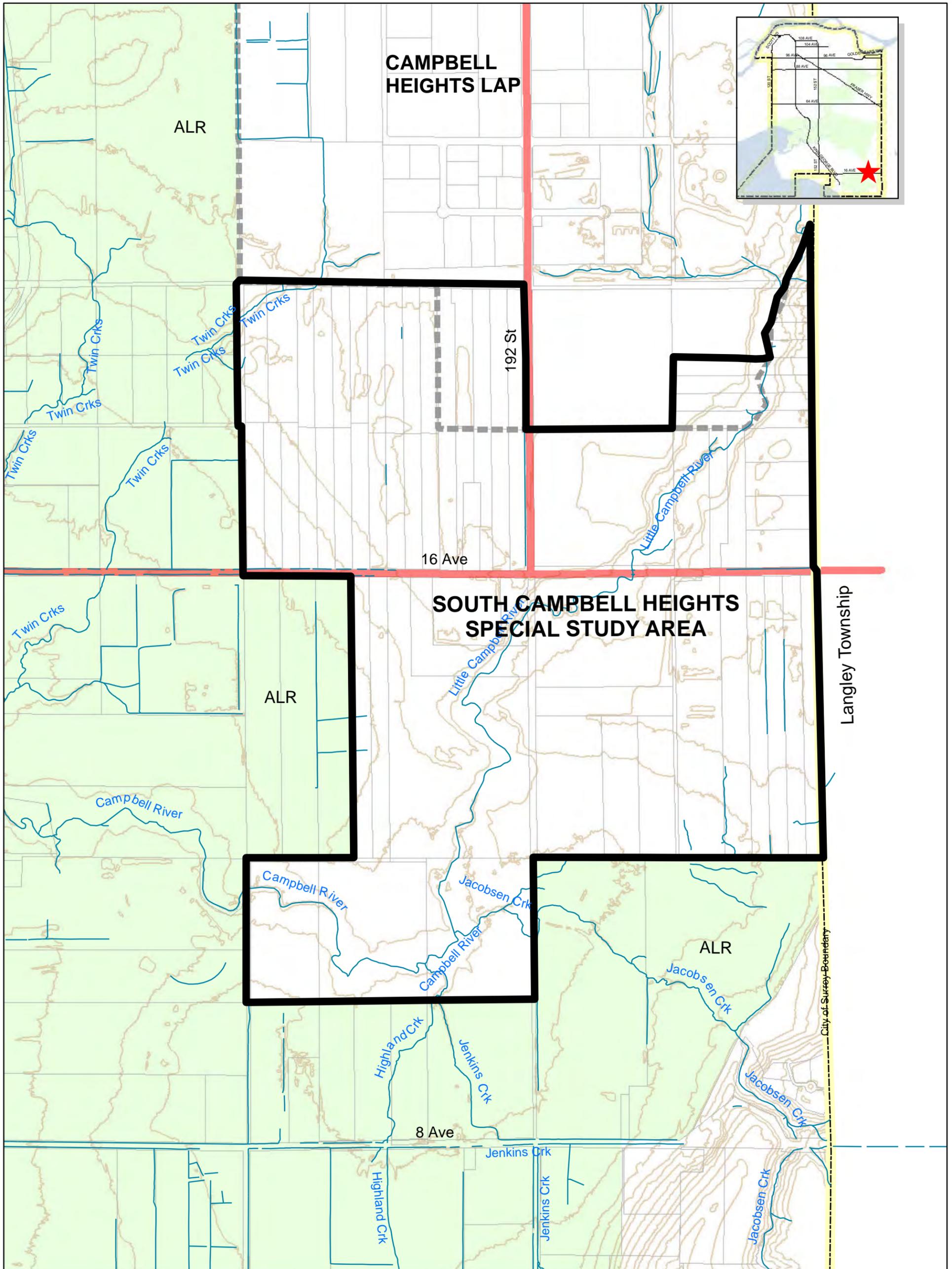
Original signed by
Jean Lamontagne
General Manager,
Planning and Development

Original signed by
Gerry McKinnon
Acting General Manager, Engineering

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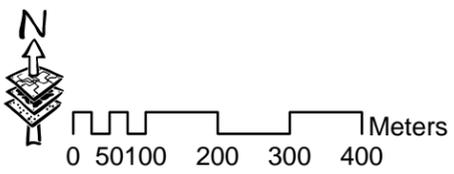
Attachments:

- Appendix I Map of Special Study Area
- Appendix II Official Community Plan designation
- Appendix III Regional Growth Strategy designation
- Appendix IV Campbell Heights Local Area Plan land use designations
- Appendix V Development and permit applications within the Special Study Area
- Appendix VI Environmentally sensitive areas identified



SOUTH CAMPBELL HEIGHTS SPECIAL STUDY AREA

Context Map



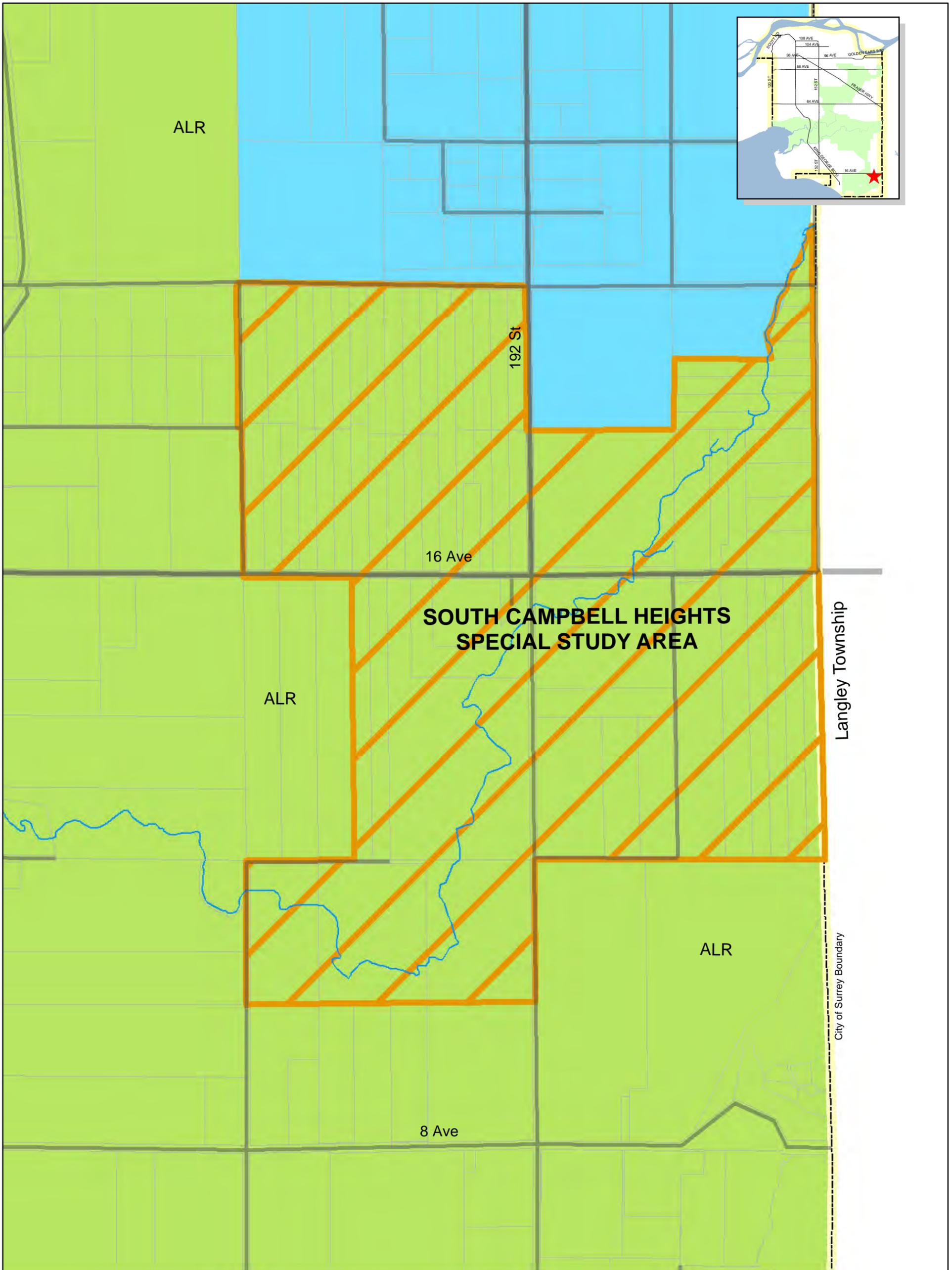
Legend

-  South Campbell Heights Study Area
-  Campbell Heights LAP Boundary
-  Surrey City Boundary
-  ALR
-  Arterial Roads
-  Lots
-  Open Stream/Channel
-  Contours - 5 metre

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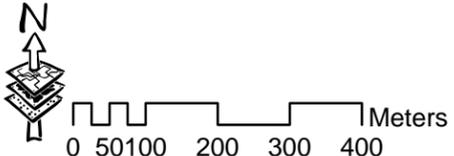
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SOUTH CAMPBELL HEIGHTS SPECIAL STUDY AREA

Draft OCP Designation



Legend

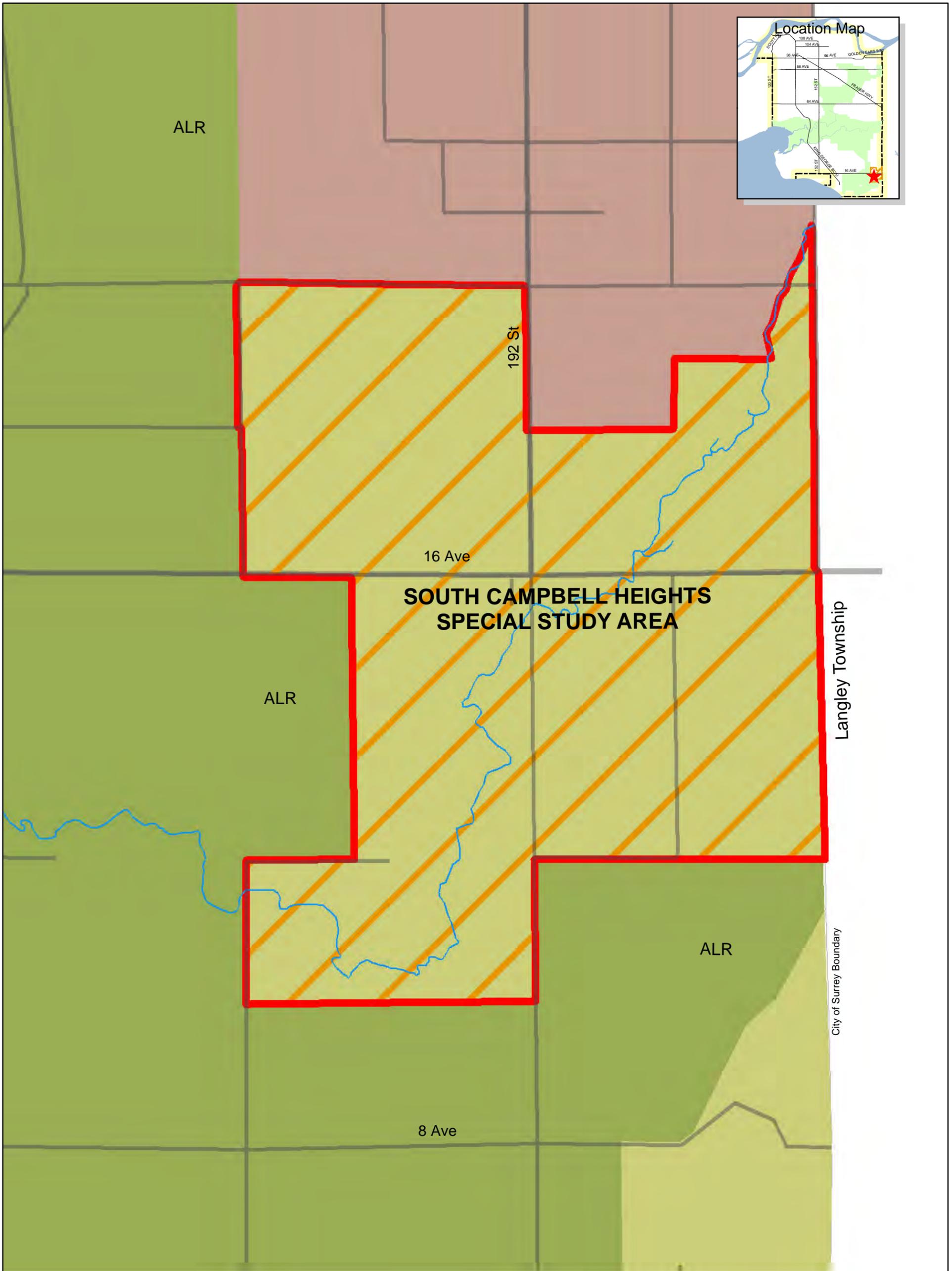
-  Special Study Area*
-  Major Roads
-  Agricultural
-  Mixed Employment
-  Surrey City Boundary

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*Area subject to a future land use plan study. Current land use designation applies in the interim.

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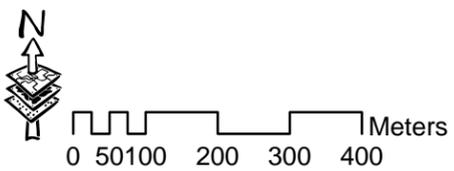


**SOUTH CAMPBELL HEIGHTS
SPECIAL STUDY AREA**
RGS Land Use Designations

Legend

- South Campbell Heights Study Area
- Urban Containment Boundary
- Mixed Employment
- Agricultural
- Rural
- Special Study Area*
- Major Roads

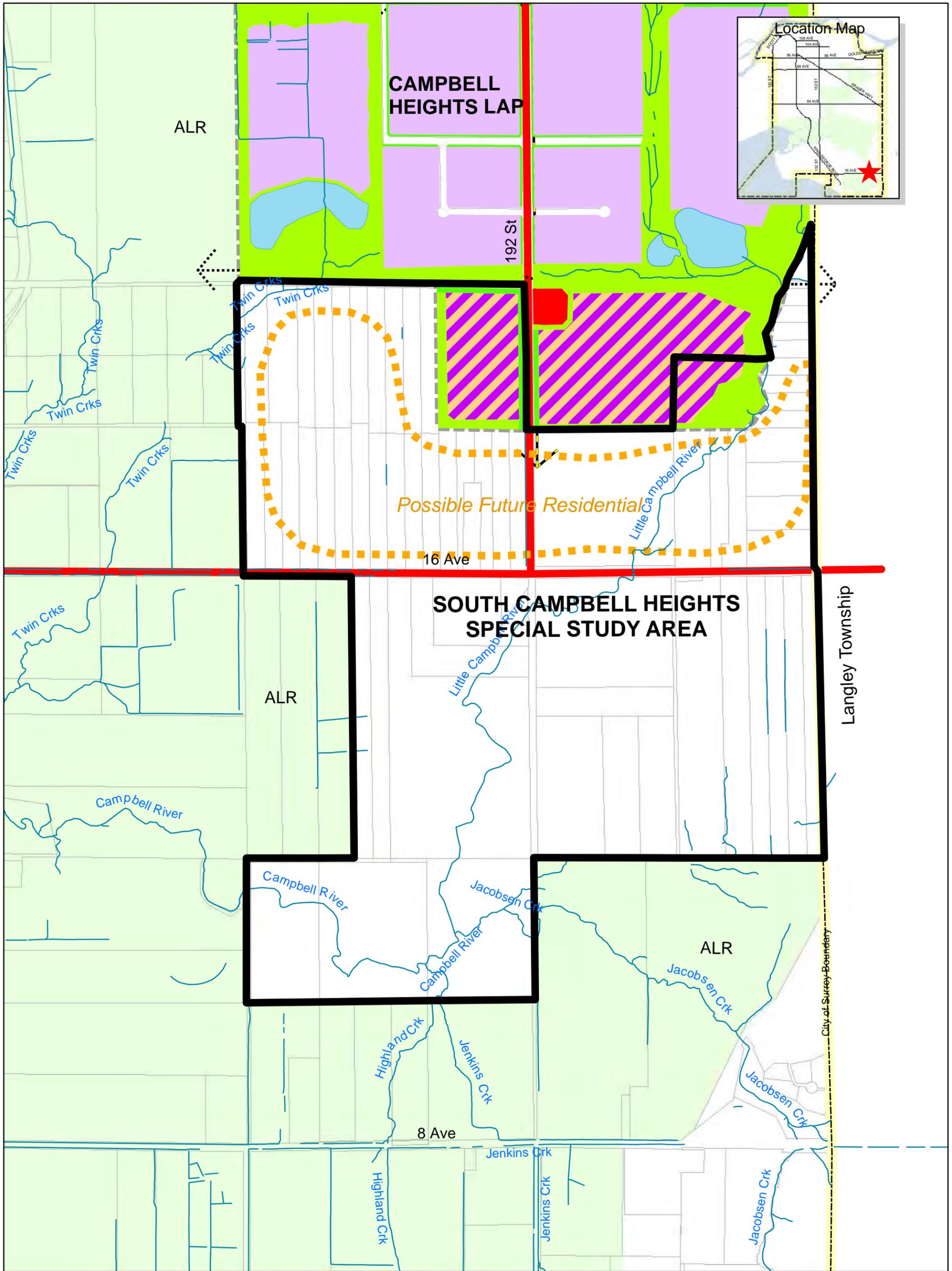
*Area subject to a future land use plan study.
Current land use designation applies in the interim.



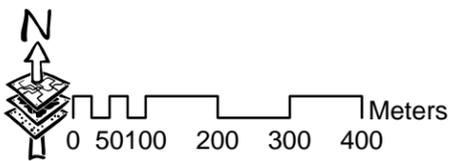
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SOUTH CAMPBELL HEIGHTS SPECIAL STUDY AREA
LAP Designation



Legend

- South Campbell Heights Study Area
- Possible Future Residential
- ARTERIAL_ROADS
- MULTIUSE-TRAIL
- PATHWAYS
- ALR
- Open Stream/Channel

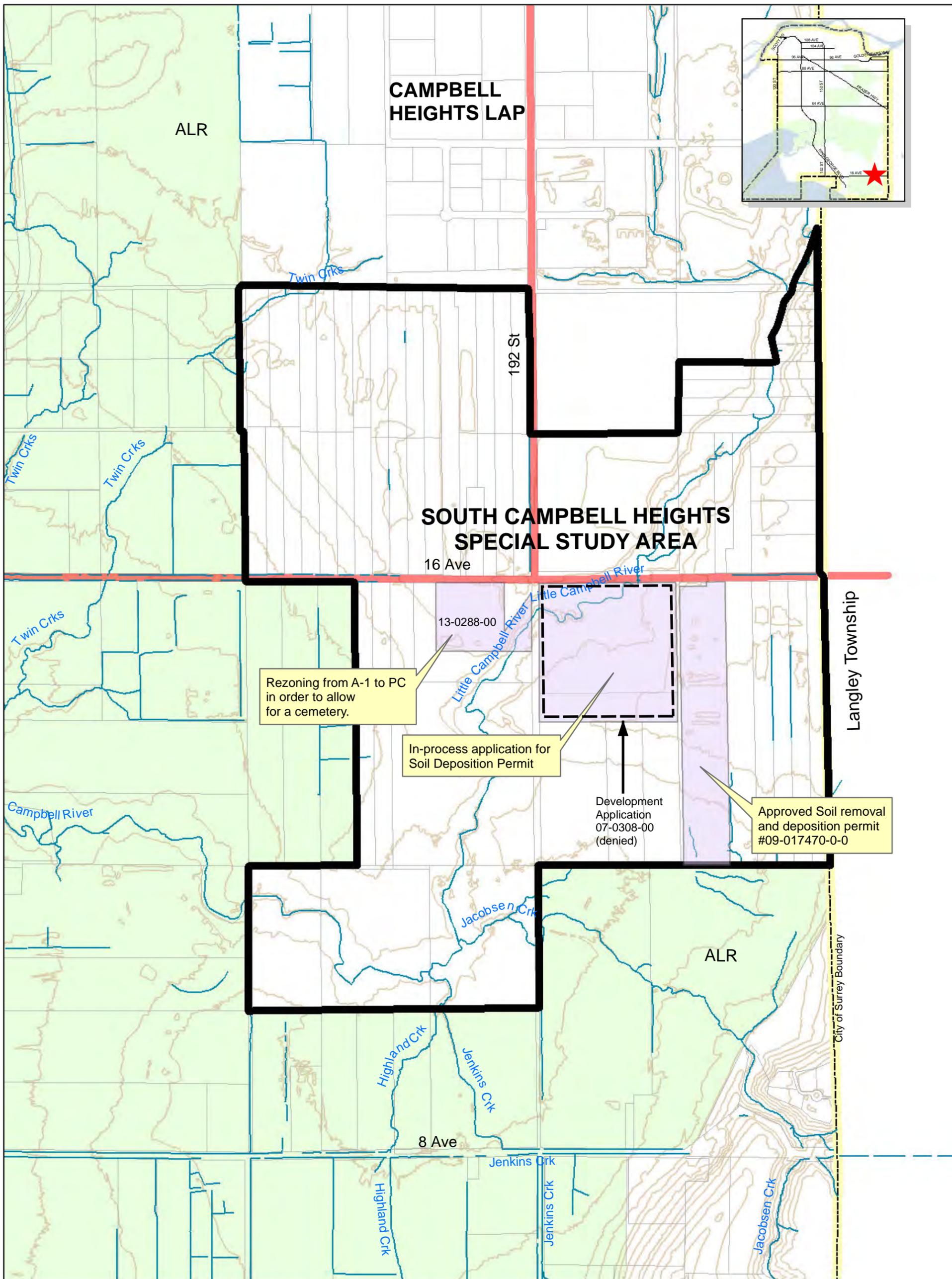
- Business Park
- Business Park (Office)
- Technology Park or Business Park
- Technology Park or Business Park (Office)
- Commercial

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- Business Park or Live/ Work in Cluster Housing Form
- City Park
- Open Space Corridors/Buffers
- Landscaping Strips
- Stormwater Management Facilities

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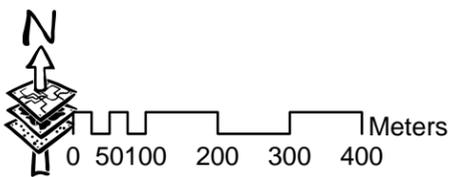


SOUTH CAMPBELL HEIGHTS SPECIAL STUDY AREA

Development Applications

Legend

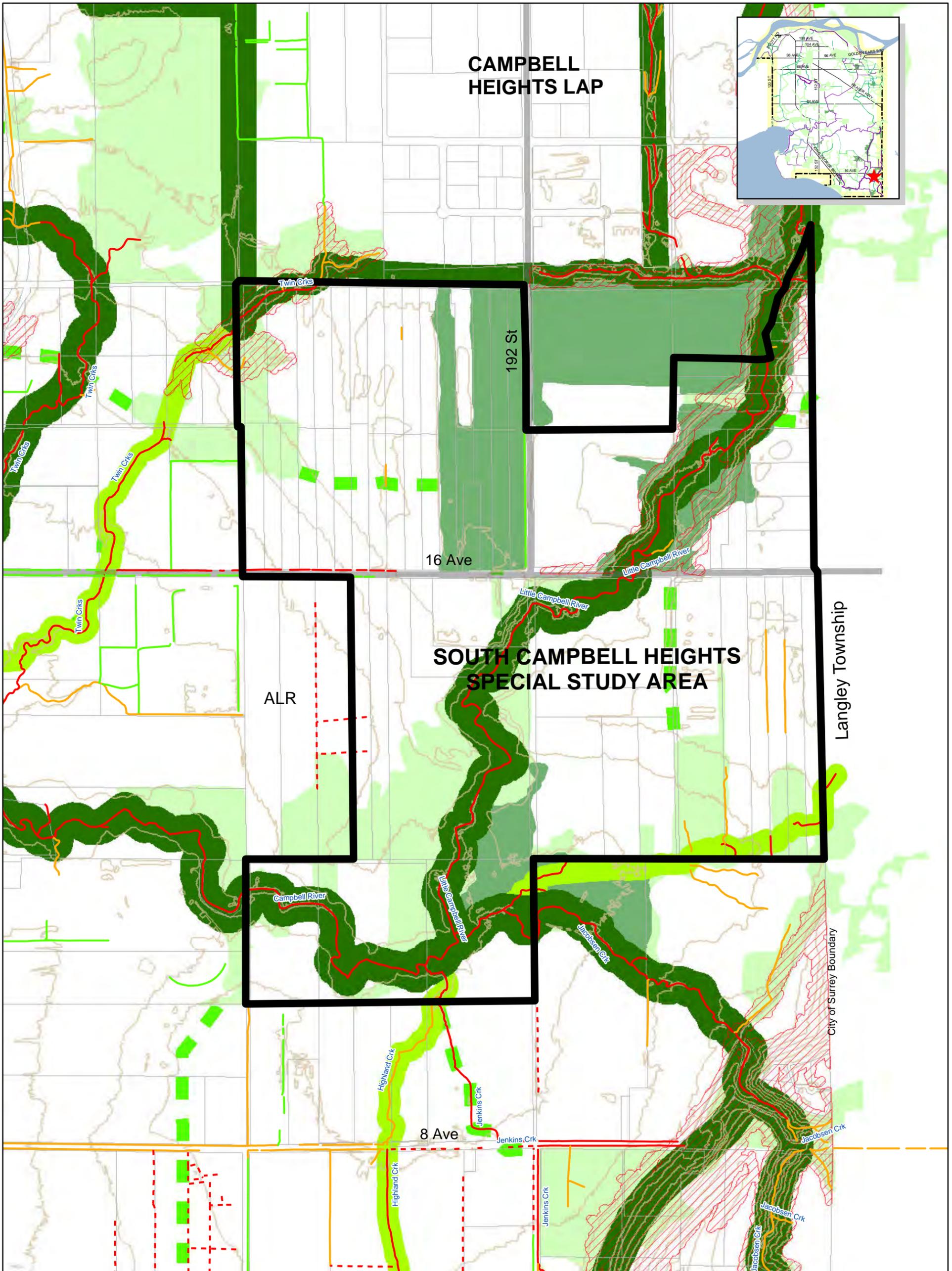
- South Campbell Heights Study Area
- Arterial Roads
- Active Development Applications
- Open Stream/Channel
- Surrey City Boundary
- Lots
- ALR
- Contours - 5 metre



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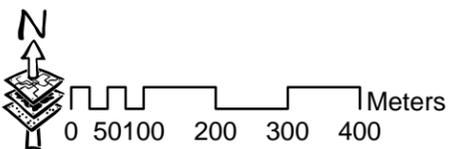


SOUTH CAMPBELL HEIGHTS SPECIAL STUDY AREA
Environmental Areas

Legend

-  South Campbell Heights Study Area
-  A Class Stream
-  AO Class Stream
-  B Class Ditch
-  C Class Ditch
-  Major Roads
-  BCS Regional Corridor
-  BCS Local Corridor
-  BCS Hubs
-  EMS Terrestrial Hub
-  EMS Potential Corridor
-  Steep Slope Hazards

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