

City of Surrey
PLANNING & DEVELOPMENT REPORT

File: 7907-0308-00

Planning Report Date: November 5, 2007

PROPOSAL:

- **OCP Amendment** from Agricultural to Urban and Commercial
- **Rezoning** from A-1 to RF-9, RF-12, RF-G, RM-15 and CG-2

in order to permit the development of a variety of uses, including commercial development, a 70-unit townhouse project and 183 single family small lots.

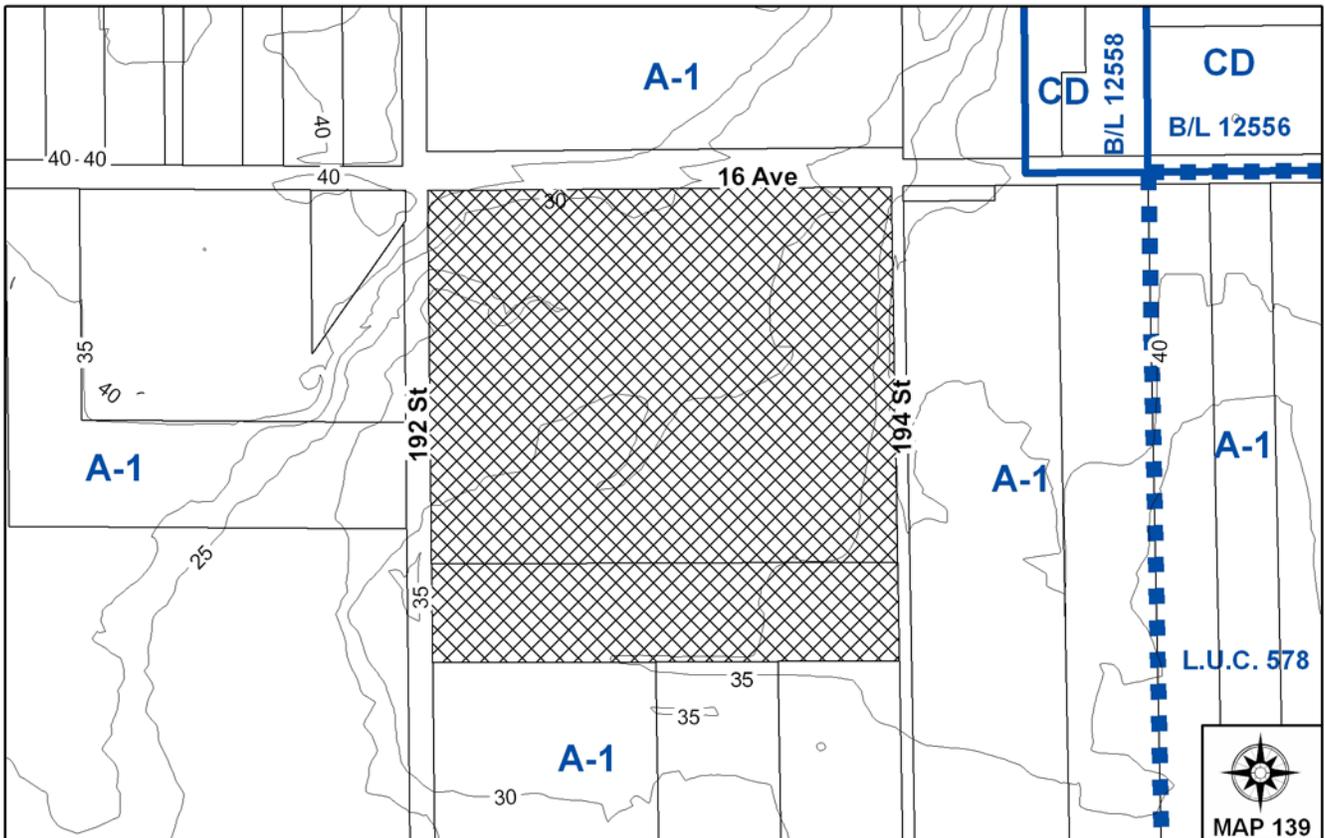
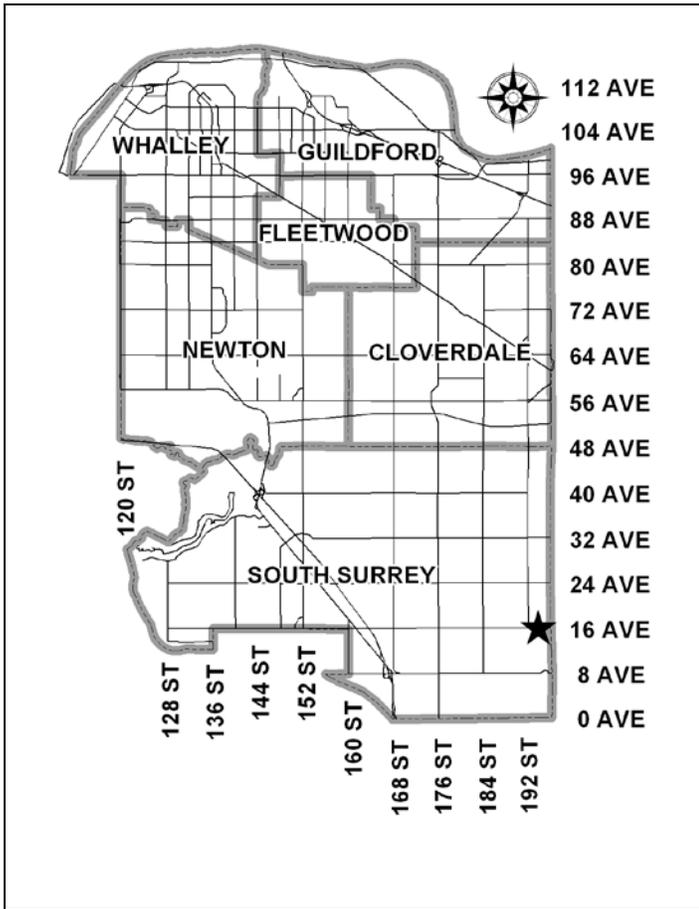
LOCATION: 19356 - 16 Avenue
 1417 - 194 Street

OWNER: 0787627 B.C. Ltd.

ZONING: A-1

OCP DESIGNATION: Agricultural

LAP DESIGNATION: Suburban Residential (5 acre)



RECOMMENDATION SUMMARY

- Deny the proposed Official Community Plan amendment and rezoning.
- Refund the Rezoning, Subdivision and Development Permit fees to the applicant.
- Establish a moratorium on all development applications (OCP Amendments and Rezoning) including the initiation of new area plans in South-East Surrey until the next Major Review of the OCP is completed.

RECOMMENDATION

The Planning & Development Department recommends that Council:

1. deny the proposed OCP amendment and rezoning application.
2. authorize a refund of the Rezoning, Development Permit and Subdivision application fees to the applicant.
3. establish a moratorium on all land development applications (OCP Amendments and Rezoning) including the initiation of new area plans in South-East Surrey until this area is evaluated through the completion of the next Major Review of the Official Community Plan.

PLAN AND POLICY COMPLIANCE

OCP Designation: Current Official Community Plan (OCP) designation is Agricultural. The proposal requires a Major OCP amendment from Agricultural to Urban.

LAP Designation: The South-East Local Area Plan (LAP) designation is Suburban Residential (5 Acre). The proposal is seeking an amendment to the LAP to Single-Family Residential, Townhouse, and Commercial.

PROJECT EVALUATION

Background and Project Description

- The subject properties at 19356- 16 Avenue and 1417- 194 comprise a total area of approximately 15 Ha (37 Acres) and are zoned "General Agriculture Zone (A-1)" and designated "Agricultural" in the OCP but are outside of the Agricultural Land Reserve (ALR). The site is traversed by the Little Campbell River.
- On September 17, 2007, Hub Engineering Ltd. submitted an application on behalf of the property owners for a Major OCP Amendment, Rezoning, Development Permit, and Subdivision on the subject properties to allow development of 70 townhouse units, 183 single-family small lots under various zones, and a neighborhood commercial centre. A schematic plan of the proposal is attached to this report (Appendix VI). Detailed information on the proposal, including site and architectural plans have not been prepared and submitted by the applicant.
- The subject development application represents a major departure from the existing plan designation, is considered precedent setting, and has significant implications on the future of the City in terms of sustainability, municipal servicing and overall land use planning.

- Given the magnitude and nature of these issues and concerns, staff do not recommend that the applicant proceed with the normal detailed application review process and steps, which would require substantial amount of technical studies and consultant work. As a result, staff has completed an evaluation of the proposal for Council consideration as part of the OCP Amendment application, including a discussion of the broader issues and implications of this application. Detailed technical information and stakeholder agency and referral comments have not been provided in this analysis; rather, higher-level policy issues and larger implications are discussed as a basis for this preliminary assessment. It is noted that staff will seek direction by Council through this approach in such cases where applications represent a serious departure to the plan or policy framework.

Evaluation- Policy Issues

The proposal has been evaluated on the basis of the following issues:

- Official Community Plan (OCP), South-East Surrey Local Area Plan (LAP) and Land Use Context;
- Engineering Servicing Constraints;
- Previous Development Proposals/NCP Requests in South-East Surrey;
- 2007 OCP Review; and
- Major OCP Amendment Procedure Requirements.

Official Community Plan (OCP) South-East Surrey Local Area Plan and Land Use Context

- The OCP designates the subject site as Agricultural. However, the site is not in the Agricultural Land Reserve (ALR) (Appendix II).
- The subject properties are part of a large contiguous area in South-East Surrey LAP that is designated "Suburban Residential (5 Acre)" and are comprised of mostly large acreages and agricultural holdings. The area is remote from existing developed areas and has limited municipal services. (Appendix III)
- The South-East Surrey area extends south from Campbell Heights and is immediately west of the Langley border. The area represents a pocket of Agricultural-designated land in Surrey that is outside of the Agricultural Land Reserve (ALR). While this area is developed to rural standards and is agricultural in character, it serves as a long-term reserve of lands with potential for uses other than agricultural. Therefore, it is appropriate to maintain the Agricultural designation for this area in the foreseeable future as a "holding" designation. Any redevelopment proposal to more intense urban uses is not supportable.

Engineering Servicing Constraints

- A preliminary review of possible future engineering servicing in part of the South-East Surrey area was undertaken by the Engineering Department in 2006 for a request for a new Neighbourhood Concept Plan (NCP) in Hazelmere. The request was denied by Council, and is discussed below in more detail.

- In general, the proposal for development in the South-East Surrey area is remote from existing services. The extensions of infrastructure is dependent on other approved NCP areas being developed first. It also requires approval from the GVS&DD for additional sewer service. If development is allowed to proceed in this area, there is a need to shift existing priorities for conducting major engineering work in the City.

Previous Development Proposals/NCP Requests in South-East Surrey

- Corporate Report No. L010 (Appendix V) dealt with a request by a developer, BFW Developments Ltd. for initiation of a new NCP in the Hazelmere area, which is located within the South-East Surrey area south and west of the subject sites and is also outside of the ALR (Appendix II). The developer proposed Suburban ½ acre residential development. The report indicated that the request was premature, and Council denied the proposal on December 18, 2006.
- The request for initiation of a planning process in the Hazelmere proposal was considered to be contrary to the existing policy and plan framework, as NCPs are generally based on approved general land use plans that identify neighborhood units for the purpose of preparing detailed NCPs. Usually, the plan preparation process outlines phasing of City servicing and infrastructure and provides for logical progression of development in order to manage growth in an orderly and cost-effective manner. Opening too many development areas at one time can result in an inefficient use of City's resources.
- Corporate Report No. L010, as well as Corporate Report L008 (attachment to L010), were presented to Council as part of the Hazelmere proposal. The report raised significant concerns with this proposal and indicated that at present there is adequate capacity in the OCP to accommodate future residential growth in Surrey. The reports noted that the approved NCPs to date have identified a capacity of approximately 19,000 units, including many that are currently in various stages of approval, which are more than sufficient to meet the anticipated demand for residential growth expected in Surrey beyond 2014. In addition, the Grandview Heights areas, as well as the South Port Kells and Clayton General Land Use Plan, have also preserved a number of areas for future Suburban development.
- Overall, the NCP capacity in existing, imminent, and potential NCP areas exceeds growth targets outlined in the OCP and does not support the need to develop new residential areas, such as the current application, or introduce new NCPs outside of general land use plans, in areas presently designated for Agriculture in the OCP.
- It is also noted that, as documented in Corporate Report No. L008 (Appendix V), Council has previously authorized the commencement of three (3) new NCP processes after the approval of Stage 1 for Grandview Heights Area No. 2 NCP. The anticipated processes for these NCPs, as well as other priorities that Council has authorized, will fully commit the City's staff resources for some time. The significant amount of staff resources from Planning and Development, Engineering and Parks, Recreation and Culture Services Departments will have to be allocated to these initiatives, which does not provide clear benefits to the City in keeping with Council's priorities, and therefore, is not advisable.

2007 OCP Review

- The 2007 Annual Review of the Surrey OCP submitted to Council in September 2007 reinforces the notion that assuming the capacity of currently approved NCPs, as well as the capacity of general infill development and including proposed Grandview Heights Neighbourhood #2 and the development potential of the City Centre and Semiahmoo Town Centre, there is sufficient capacity for a minimum of 10 to 11 years of residential growth. This does not take into account the opening of future NCP areas in Clayton, Grandview Heights and South Port Kells.
- The City monitors development and development trends to assist in balancing market demand with housing supply. The objective is to maintain a minimum of a three to five year supply of residential development capacity in planned urban neighbourhoods. Section B, Policy 4.2 of the OCP stipulates that when residential growth capacity is less than five years, the City should begin planning for new capacity.
- The projected capacity for a minimum of 10 to 11 years of residential growth far exceeds the five year time frame stated in the OCP. The opening up of the South-East Surrey area for residential development at this time is therefore not justified.

Major OCP Amendment Procedures

- Section 7.3 of the OCP outlines procedures for OCP amendments. The procedure was established to ensure that the OCP remains relevant and continues to address emerging issues and public concerns, including different categories of amendments depending on various criteria, such as the type of proposal, acceptability based on existing plans, and overall community impact and benefits (Appendix IV).
- The proposal is considered a Type 3 or Major OCP Amendment, which fails to meet the attributes of a Minor OCP Amendment due to the fact that the proposal is not supported by existing plan designations, will incur significant community impact due to the lack of municipal servicing, and absence of planning and policy framework and community amenities, and would set undesirable precedent for the South-East Surrey area by allowing unplanned growth outside of the existing plans.
- Any Type 3/Major OCP Amendment proposals must be considered as part of the broader Annual OCP Review, and not as simply in conjunction with a rezoning application outside of the OCP review process.
- Section 7.5 of the OCP indicates that a Major Review of the OCP is to be undertaken every 5 years to ensure this document can be properly updated. The next Major Review of the Official Community Plan is tentatively targeted to be initiated in 2008 in order to be completed by 2009. This schedule will permit the OCP to be undertaken in coordination with the completion of significant strategies and initiatives currently in process, including but not limited to the following:
 - Metro Vancouver Regional Growth Strategies, including the regional context statement under the Livable Region Strategic Plan (LRSP), and the South of the Fraser Area Study (TransLink);
 - Surrey Employment Lands Strategy;

- Surrey Parks, Recreation & Culture Master Plan;
 - Surrey Transportation Plan update; and
 - Environmental Sensitive Areas (ESA) update.
- Similar to the 2006 request for initiation of a new NCP and suburban development in Hazelmere, the subject development proposal is considered speculative and premature, and will result in immediate and long-term uncertainty in the South-East Surrey area and encourage development that is uncoordinated and costly to service. Consideration of the proposal in isolation would preclude a larger discussion about the long-term role of the South-East Surrey area within in the broader OCP analysis, which may include the establishment of employment and workplace uses in this area in keeping with the City's long-term objectives to balance residential and employment growth.

CONCLUSION

Staff have conducted a general evaluation of this OCP Amendment proposal in South-East Surrey and recommend that it be denied for the following reasons:

- The proposal is considered highly speculative and premature, as it is contrary to adopted area plans, servicing strategies and infrastructure capital plans, and would generate a high-degree of land-use uncertainty in this area;
- The proposal in isolation would preclude completion of a coordinated analysis of the broader South-East Surrey area in the future in relation to larger City goals and objectives, which may include a priority on employment and workplace uses for this area;
- The NCP capacity in existing, imminent, and potential NCP areas exceeds growth targets outlined in the OCP and does not support the need to develop new residential areas outside of general land use plans in areas presently designated for Agriculture in the OCP;
- Development in the South-East Surrey area is not supported by the Engineering Department as the area is remote from existing services, requires lengthy and costly servicing extensions which are out of sequence with existing City capital plans and approved NCPs, and would necessitate a shift in priorities from other approved areas; and
- The proposal is considered a Major (Type 3) OCP Amendment, and must be dealt with in conjunction with the next Major Review of the OCP and in coordination with significant Surrey and regional studies currently under way.

In order to discourage such proposals in the future and avoid speculation and uncertainty in this area, staff also recommends that Council place a moratorium on future development proposals (OCP Amendments and Rezoning) or requests for initiation of neighborhood planning processes in the South-East Surrey area until the next Major Review of the Official Community Plan.

In keeping with the preliminary application review undertaken under this OCP Amendment application as documented in this report, staff recommend that the applicant be permitted to withdraw the Rezoning, Subdivision, and Development Permit applications, and that Council authorize a refund of the fees submitted for these applications.

INFORMATION ATTACHED TO THIS REPORT

Appendix I	Lot Owners, Action Summary and Project Data Sheets
Appendix II	OCP Map including the ALR Boundary
Appendix III	South East Surrey Plan
Appendix IV	OCP Amendment Procedures (Section 7.3)
Appendix V	Corporate Reports L008 and L010
Appendix VI	Schematic Development Plan

Jean Lamontagne
General Manager, Planning and Development

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SUBDIVISION DATA SHEET

Proposed Zoning: RF-9, RF-12, RF-G, RM-15 and CG-2

Requires Project Data	Proposed		
GROSS SITE AREA			
Acres	37.01 ac		
Hectares	14.98 ha		
NUMBER OF LOTS			
Existing	2		
Proposed	1 Commercial (3,752 sq.m.)	183 Single Family (87,550 sq.m.)	Multiple Housing Site Containing 70 Townhouses (21,297 sq.m.)
SIZE OF SINGLE FAMILY LOTS			
Range of lot widths (metres)	9 to 15 m		
Range of lot areas (square metres)	252 sq.m. to 681 sq.m		
DENSITY			
Lots/Hectare & Lots/Acre (Single Family)	5.8 upa/14.3 upha		
Lots/Hectare & Lots/Acre (Townhouse Site)	15 upa/37.4 upa		
SITE COVERAGE (in % of gross site area)			
Maximum Coverage of Principal & Accessory Building	50%		
Estimated Road, Lane & Driveway Coverage	10%		
Total Site Coverage	60%		
PARKLAND			
Area (square metres)	32,370 sq.m.		
% of Gross Site	21%		
Required			
PARKLAND			
5% money in lieu	NO		
TREE SURVEY/ASSESSMENT			
YES			
MODEL BUILDING SCHEME			
YES			
HERITAGE SITE Retention			
NO			
BOUNDARY HEALTH Approval			
NO			
DEV. VARIANCE PERMIT required			
Road Length/Standards	NO		
Works and Services	NO		
Building Retention	NO		
Others	NO		