
TO: City Clerk, Legislative Services Division

FROM: Chief Development Approvals Officer, Planning & Development Department

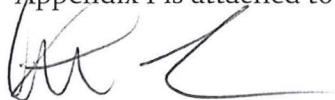
DATE: March 10, 2025 **FILE:** 7924-0241-00

RE: Agenda Item B.3, March 10, 2025 Regular Council – Land Use Development Application No. 7924-0241-00 Replacement Page for Appendix I of the Planning Report

Development Application No. 7924-0241-00 is on the agenda for consideration by Council at the March 10, 2025 Regular Council – Land Use meeting under Item B.3.

After finalizing the Planning report for the March 10, 2025 Regular Council – Land Use agenda, the applicant provided a corrected site plan, with graphics that align correctly with the underlying base map.

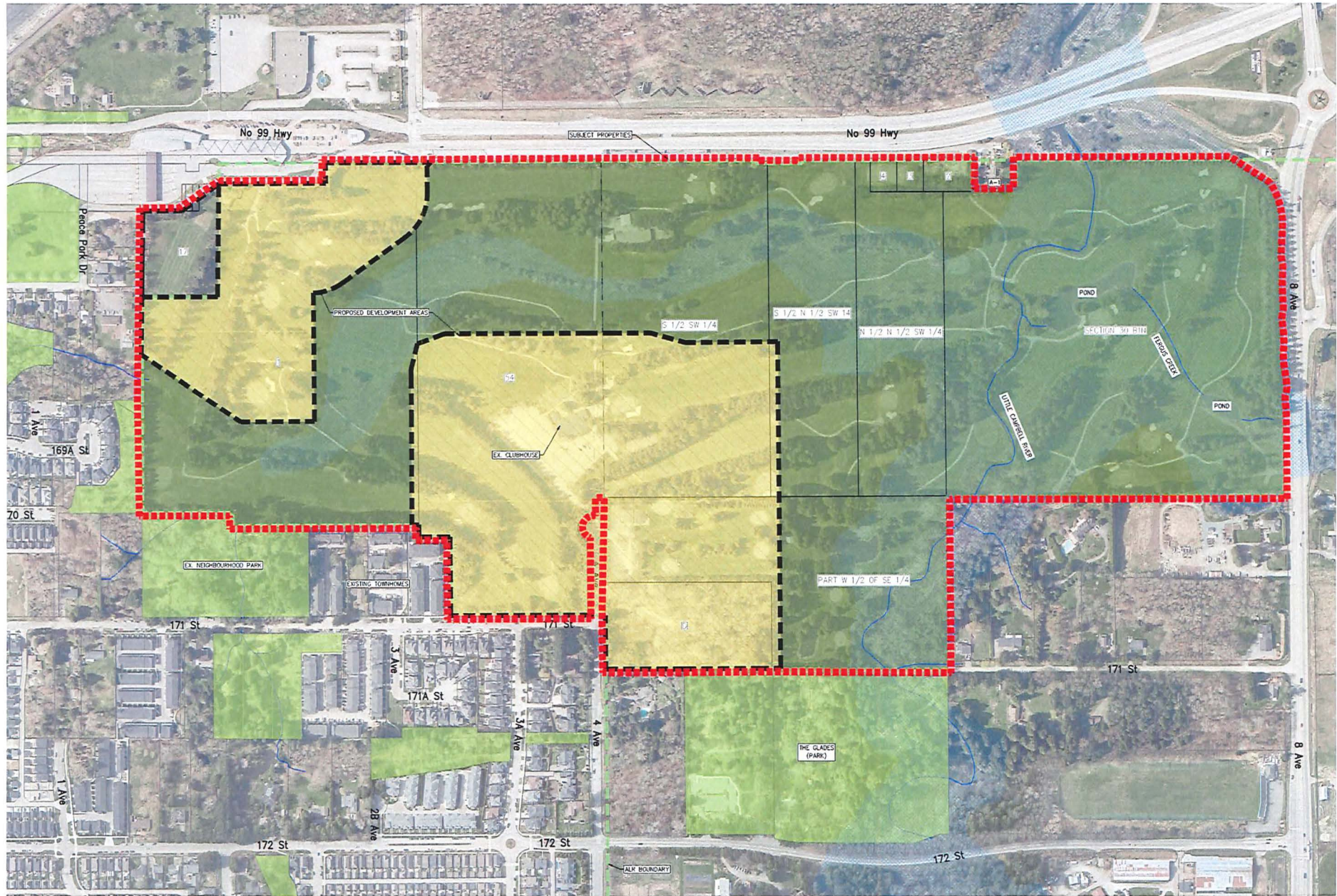
The third page of Appendix I has been updated to reflect this change. The replacement page for Appendix I is attached to this memorandum.



Shawn Low
Chief Development Approvals Officer
Planning & Development Department

c.c. - City Manager
- City Clerk

Attachments - 7924-0241-00 – Replacement page 3 of Appendix I



ALR EXCLUSION PLAN DEVELOPMENT AREAS



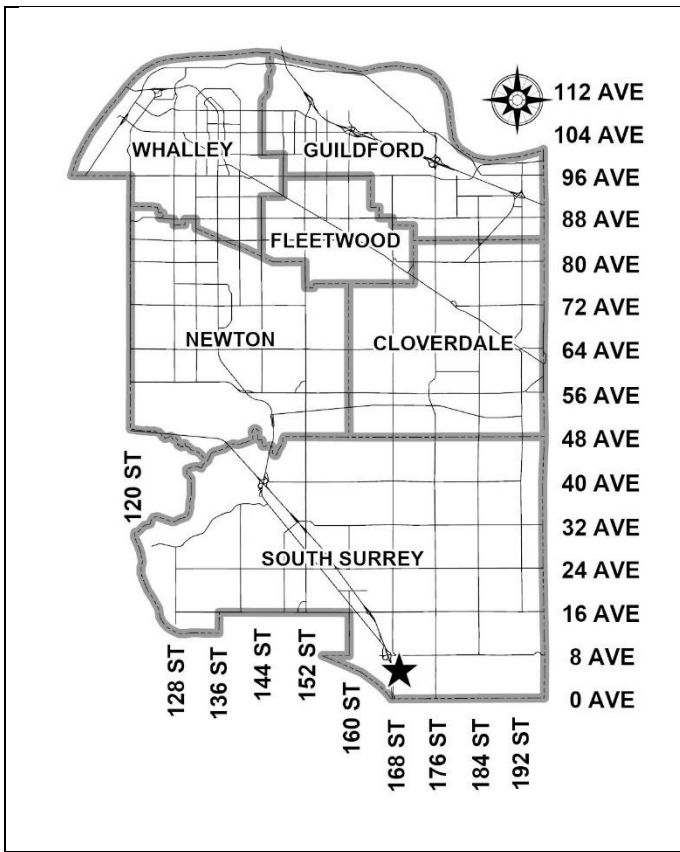
NOTE: ALL DIMENSIONS AND AREAS TO BE CONFIRMED BY LEGAL SURVEY

TOTAL SITE AREA	= 62.26ha
TOTAL PARK AREA	= 40.34ha
DEVELOPMENT AREA	= 20.47ha
PROPOSED ALR EXCLUSION	= 19.75ha

**City of Surrey
PLANNING & DEVELOPMENT REPORT**

Application No.: 7924-0241-00

Planning Report Date: March 10, 2025



PROPOSAL:

- **ALR Exclusion** for a portion of the site under Section 29 of the *ALC Act*.

LOCATION:

17081 and 17065 - 4 Avenue
184, 188, 190, 256, 356 (also addressed as 16900 - 4 Avenue),
452, 526, 550, 560, 574, 614
and 770 - No. 99 Highway

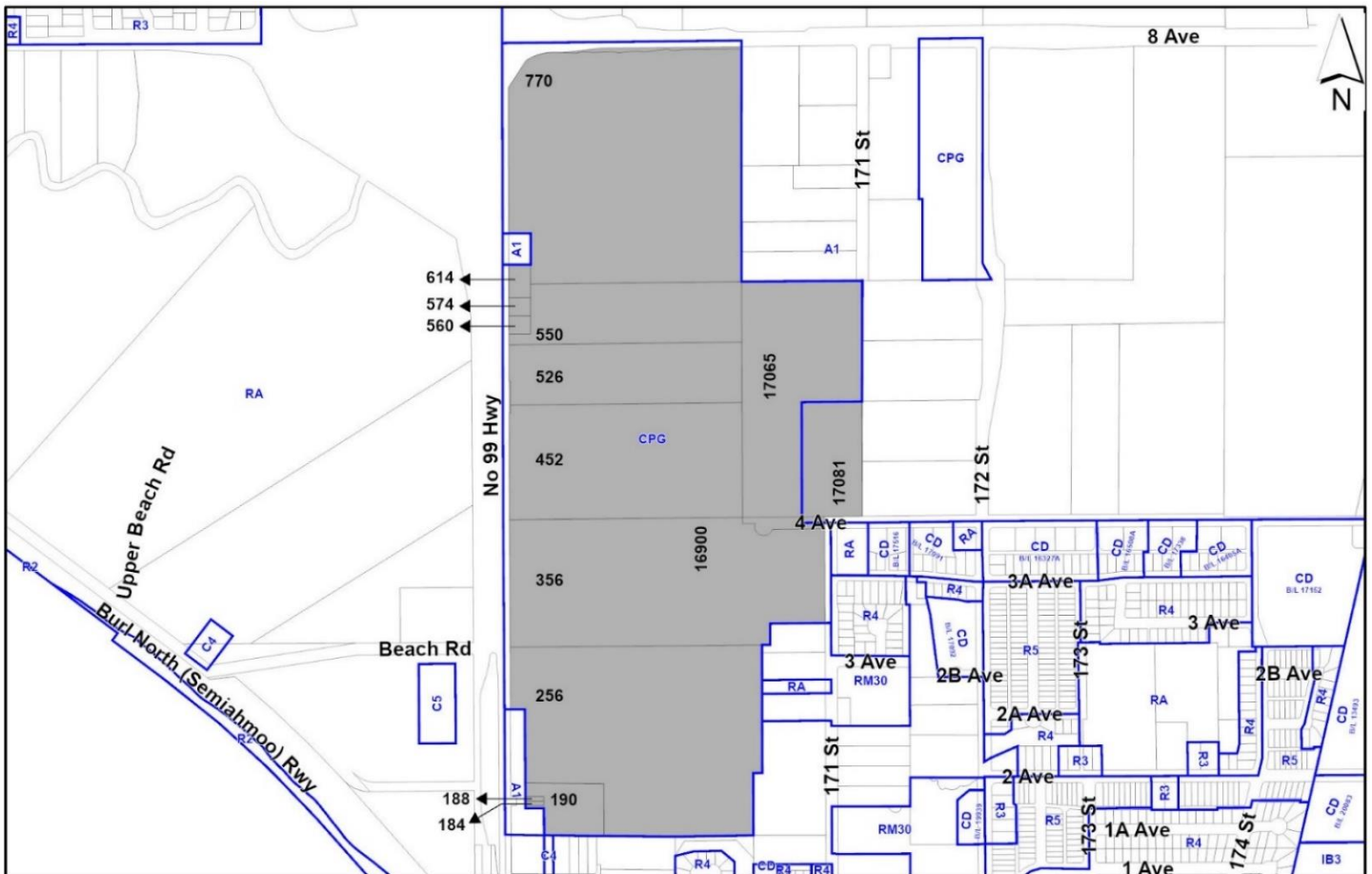
ZONING:

CPG and A-1

OCF

Agricultural and Urban

DESIGNATION:



RECOMMENDATION SUMMARY

- To schedule a Public Hearing in accordance with the Agricultural Land Reserve (ALR) General Regulation, and then to refer the exclusion application to the Agricultural Land Commission (ALC) with a recommendation of support.
- As part of the ALR exclusion process, the ALC requires that a Public Hearing be held by the local government, prior to an application being sent to the ALC for ALC review. Surrey's regulations around Public Hearings indicate that Public Hearings are associated with rezonings and Official Community Plan (OCP) amendments. Therefore, as the proposed ALR exclusion is not a rezoning or an OCP amendment, staff are seeking Council approval to hold a Public Hearing for the proposed ALR exclusion, following the same Public Hearing process that is used for rezonings and OCP amendments, including the same notification process.

DEVIATION FROM PLANS, POLICIES OR REGULATIONS

- The proposal does not comply with Council Policy No. O-51 ("Policy for Considering Applications for Exclusion of Land from the Agricultural Land Reserve").

RATIONALE OF RECOMMENDATION

- The *Agricultural Land Commission Act* allows for any owner of land within the Agricultural Land Reserve (ALR) to apply to the Agricultural Land Commission (ALC), through local government, to exclude their land from the ALR.
- The applicant is proposing to exclude approximately one-third (19.8 hectares) of the site for residential purposes, and leave two-thirds (40.3 hectares) of the site within the ALR. The applicant's intent is to convey the portion of the site not proposed for residential uses to the City as a 40.3 hectare park site. The proposed park site would stay within the ALR (Appendix I).
- The applicant contends that the site has never been farmed and has been a golf course ("The Hills at Portal Golf Club") for almost 100 years. The applicant contends that "golf courses were put into the ALR by directive not by use or analysis", when the ALR was established in 1972. The applicant advises that the vast majority of the subject site consists of Class 6 or Class 7 soils, which are the worst soils in the Canada Land Inventory Agricultural Classification System, and not well-suited for farming.
- The proposed ALR exclusion has merit given the public benefit in obtaining an approximately 40.3 hectare public park on lands with no known farming history.
- If the ALR exclusion application is successful, the applicant would then make a subsequent application to the City for the OCP amendment, rezoning, subdivision and Development Permit applications required for the proposed residential use and park site. This application would also require Metro Vancouver approval, as the site is outside of Metro Vancouver's Urban Containment Boundary, which would need to be amended to allow for sewer service.

RECOMMENDATION

The Planning & Development Department recommends that Council schedule a Public Hearing in accordance with the Agricultural Land Reserve (ALR) General Regulation, and then provide a resolution to refer the exclusion application to the Agricultural Land Commission (ALC) with a recommendation of support.

As part of the ALR exclusion process, the ALC requires that a Public Hearing be held by the local government, prior to an application being sent to the ALC for ALC review. Surrey's regulations around Public Hearings indicate that Public Hearings are associated with rezonings and Official Community Plan (OCP) amendments. Therefore, as the proposed ALR exclusion is not a rezoning or an OCP amendment, staff are seeking Council approval to hold a Public Hearing for the proposed ALR exclusion, following the same Public Hearing process that is used for rezonings and OCP amendments, including the same notification process.

SITE CONTEXT & BACKGROUND

Direction	Existing Use	OCP Designation	Existing Zone
Subject Site	Golf course	Agricultural, except for 0.9 hectares in the southwest corner which is Urban	CPG and A-1
North (Across 8 Avenue):	Acreage lots	Agricultural	A-1
East (Adjacent and across 171 Street):	Acreage lots Single family lots, townhouse complexes and City-owned park lot	Agricultural Urban	A-1 RA, R4, RM-30
South:	Single family lots and City-owned park lot	Urban	RA
West (Across Highway No. 99):	Semiahmoo First Nation Reserve and Pacific Border Crossing City-owned Peace Arch Park	First Nations Reserve Conservation and Recreation	N/A RA

Context & Background

- The subject site is comprised of 14 properties (184/188/190/256/356/452/526/550/560/574/614/770 Hwy 99, and 17065/17081 - 4 Avenue), (356 Hwy 99 is also addressed as 16900 - 4 Avenue), and also a portion of the 4 Avenue road allowance that is within the Agricultural Land Reserve (ALR), with a total area of approximately 62.3 hectares. The subject site is a public golf course, currently operating as "The Hills at Portal Golf Club" (formerly called "Peace Portal Golf Course"). There has been a golf course on this site since 1928 with no active farming on the site.

- The property is designated Agricultural in the Official Community Plan (OCP) and Agricultural in Metro Vancouver's Regional Growth Strategy (RGS), with the exception that the properties at 184/188/190 Highway 99 (approximately 0.9 hectares) in the southwest corner are designated Urban in the OCP and General Urban in the RGS.
- The subject site is zoned "Golf Course Zone (CPG)", with the exception of the parcel at 17081 – 4 Avenue, which is zoned "General Agriculture Zone (A-1)". The vast majority of the site is also located within Agricultural Land Reserve (ALR), except for the properties at 184/188/190 Highway 99, which are outside of the ALR.
- A small portion of the 4 Avenue road allowance (at the golf course entrance) is also included within the ALR exclusion, to make the boundary of the ALR more rational should the ALR exclusion be supported, so that there is not a "finger" of the ALR protruding into the subject site.
- The site has been a golf course for almost 100 years and as such predates the ALR, which was established in 1972. The course land was graded extensively in the past and is extensively treed along the fairways. The Little Campbell River flows through the site, and Fergus Creek connects to the Little Campbell River in the north portion of the site.
- The subject site is not classified as farmland under the BC Assessment Act.
- The subject site is adjacent to Highway 99 to the west, and across the highway is the Semiahmoo First Nation Reserve. To the north, across 8 Avenue, are acreage properties zoned A-1 and within the ALR. To the west of the northern portion of the site are various acreage properties, zoned A-1 and within the ALR. The City's Glades Park is also located adjacent to the subject site. To the west of the southern portion of the site are some townhouse sites, a single family lot and also a City-owned park space. To the south of the subject site is a City-owned greenbelt and some single family residential lots.

DEVELOPMENT PROPOSAL

Current Proposal

- The applicant is proposing to exclude approximately 19.8 hectares from the subject site for residential purposes, and to convey the remainder of the site (approximately 40.3 hectares) to the City as a park site (Appendix I). The proposed park site is proposed to remain within the Agricultural Land Reserve (ALR).
- The applicant contends that the portion of the subject site proposed to be excluded from the ALR is not suitable for or capable of supporting viable agricultural practices for the following reasons:
 - The applicant contends that the site has never been farmed and has been a golf course for almost 100 years. The applicant contends that "golf courses were put into the ALR by directive not by use or analysis", when the ALR was established in 1972.

- In terms of soil quality, the applicant indicates that the vast majority of the subject site consists of Class 6 or Class 7 soils, which are the worst soils in the Canada Land Inventory Agricultural Classification System.
- In addition, the applicant contends that there is much more public benefit to their proposal which would see provision of an approximately 40.3 hectare park conveyed to the City as a public amenity than the existing golf course use which benefits only golfers who pay the green fees.
- The subject application is focused solely on the proposed ALR exclusion. As such, the applicant is requesting that Council refer the exclusion application to the Agricultural Land Commission (ALC) for consideration.
- If the ALR exclusion application is successful, the applicant would then make a subsequent application to the City for the OCP amendment, rezoning and subdivision required for the proposed residential use and park site. This application would also require Metro Vancouver approval, as the site is outside of Metro Vancouver's Urban Containment Boundary, which would need to be amended to allow for sewer service.

Referrals

Engineering:	The Engineering Department will undertake a detailed review of the proposal should Agricultural Land Commission (ALC) support for exclusion from the Agricultural Land Reserve (ALR).
Parks, Recreation & Culture:	Should the area remaining in the ALR be conveyed to the City under this development, the Parks Division will steward the land for passive recreation and open parkland in a manner that is consistent with the legislation and regulations governing uses in the ALR. If the application advances, Parks will undertake the necessary reviews and work with the applicants to address any park requirements associated with the development proposal.
Ministry of Transportation & Infrastructure (MOTI):	Should the proposed ALR exclusion application be supported by the ALC, the project would subsequently be referred to MOTI.
Metro Vancouver:	Should the proposed ALR exclusion application be supported by the ALC, the project would subsequently be referred to Metro Vancouver.
Agricultural and Food Policy Committee (AFPC)	At AFPC's November 12, 2024 meeting, the committee recommended that Development Application No. 7924-0241-00 not be supported due to the absence of a benefit to agriculture.

POLICY & BY-LAW CONSIDERATIONS

- When considering a proposal to remove agricultural land from the ALR, there are a number of policies and/or regulations at the regional, provincial, and municipal level that are specifically designed to protect the supply of agricultural land. These are discussed below:

Agricultural Land Commission (ALC) Act

- As noted above, the subject property is located within the Agricultural Land Reserve (ALR).
- The Agricultural Land Commission (ALC) is intended to preserve agricultural land as well as actively engage farmers and ranchers to collaboratively encourage and support the long-term viability of agricultural businesses throughout British Columbia.
- *The Agricultural Land Commission Act* indicates that exclusion applications may only be submitted by the Province, local governments, First Nation governments, and other prescribed bodies who own the land under application pursuant to s. 29(1)(a) of the *ALC Act*. However, local governments and First Nation governments may also make exclusion applications for land they do not own within their jurisdiction pursuant to s. 29(1)(b) and (c) of the *ALC Act*. The latter scenario is applicable, as the subject site is not owned by the City.
- According to Section 29(4) of the *ALC Act*, the local government is required to provide a resolution in order to allow the application to proceed to the ALC for consideration if the land is currently zoned for "Agricultural" use and/or where an amendment to an Official Community Plan or official development plan is required. The subject property is zoned "Golf Course Zone" (CPG) under Zoning By-law No. 12000 and is designated "Agricultural" in the OCP. The local government is also required to hold a Public Hearing prior to making a decision on whether or not to refer the exclusion to the ALC.
- Should an application to exclude land from the ALR be referred to the ALC for consideration by a local government, the ALC may do one of the following:
 - Refuse permission to have land excluded from the ALR;
 - Grant permission to have land excluded from the ALR; or
 - Permit a non-farm use, or non-adhering residential use, soil or fill use, or subdivision of land.

Metro Vancouver

- The subject site is designated Agricultural in the Metro Vancouver *Regional Growth Strategy* (RGS) and is located outside of the Urban Containment Boundary. The purpose for the Urban Containment Boundary is to establish a stable, long-term regionally defined area where urban development can take place and strengthen the protection of agricultural lands, among other areas. The Agricultural designation in the RGS is intended to help reinforce provincial and/or local government objectives to protect the agricultural land base within the region.
- Amendments to the Urban Containment Boundary and the Agricultural designation of the RGS must come from the affected municipal government and will require an affirmative two-thirds weighted vote of the Metro Vancouver Board as well as a regional public hearing. As a result, this step would only occur after a Council-authorized referral of the subject exclusion application is made to the ALC, and after the ALC has granted the applicant's request to exclude a portion of the subject site from the ALR, and only after a subsequent application for OCP amendment, rezoning and subdivision receives support from Council with a resolution to refer the project to Metro Vancouver.

Surrey's Official Community Plan

- The subject property is designated Agricultural in the Official Community Plan (OCP).
- Surrey's OCP outlines various policies to be considered with respect to agricultural lands inside and outside the ALR. Relevant policies for lands within the ALR include:
 - Maintain the integrity of the ALR and its existing boundaries;
 - Protect and support the continued designation and use of agricultural land for agricultural purposes regardless of soil types and capabilities; and
 - Encourage locating non-soil based agricultural structures on less productive soils, where feasible, in order to fully utilize prime soil resources.
- If the exclusion application is supported by the Agricultural Land Commission (ALC), the applicant has indicated they will pursue residential uses on the excluded lands that will require an OCP Amendment to a land-use designation that supports residential development.

City Policy No. O-51 (Policy for Considering Applications for Exclusion of Land from the Agricultural Land Reserve)

- On May 17, 2004, City Council adopted Resolution R04-1316, supporting the policy for the establishment of criteria to be used in the evaluation of applications for exclusion of land from the Agricultural Land Reserve (ALR). This is City Policy No. O-51 (Policy for Considering Applications for Exclusion of Land from the Agricultural Land Reserve).
- Policy No. O-51 is not meant to encourage removal of land from the ALR but rather to be considered in the policy framework for dealing with exclusion applications. As such, Policy No. O-51 makes the following statements:
 - If the land has a Soil Capability Rating of Class 1, 2, 3 or 4, the exclusion application will generally not be supported;
 - If the land has a Soil Capability Rating of Class 4, 5, 6 or 7, it still may lend itself to non-soil bound agriculture, especially if it is surrounded by other agricultural uses and the exclusion application will generally not be supported; and
 - If the land proposed for exclusion is to be zoned for a use that can be accommodated on alternative sites in the City, the application will generally not be supported.
- Policy No. O-51 includes a discussion on compensation for land being excluded from the ALR. The compensation for land being excluded from the ALR is inclusion of land into the ALR with an area that is at least twice as large as the land being excluded (i.e. a 2:1 ratio). For those situations where a 2:1 ratio is not achievable, the ratio may be reduced to as low as 1:1 if the land included in the ALR is supplemented by other means to mitigate the impact of the exclusion and/or increase the overall agricultural capability of land remaining within the ALR. Any land proposed to be included within the ALR boundary as compensation for land excluded from the ALR must be acceptable to the ALC.
- In support of the proposed ALR exclusion application, the applicant has provided a written response which outlines how the applicant believes the proposed exclusion application

complies with the criteria identified in City Policy No. O-51 ("Policy for Considering Applications for Exclusion of Land from the Agricultural Land Reserve"). A summary of the applicant's rationale is provided in the table below (followed by staff's comments in *italics*):

Section 4.0 of City Policy No. O-51	
Policy Statement	Comments and Review
<p>4.1 Soil Capability</p> <ul style="list-style-type: none"> • If the land proposed for exclusion has a Soil Capability Rating of or is improvable to a Soil Capability Rating of Class 1, 2 or 3, or, in the case of farms providing for grazing, to Class 4, the exclusion application will not generally be supported. • A site with a Soil Capability Rating of Class 4 to 7 and which is not suitable to support the growing of crops or use by farm animals for grazing, may still lend itself to non-soil bound agricultural use, especially if it is surrounded by other agricultural uses. In such instances, exclusion will generally not be supported. 	<p>Applicant's Rationale:</p> <p>Based on agricultural capability mapping obtained from the ALC's website, much of the golf course lands are identified as Class 6 with topography limitations. The topographic constrains are evident through the golf course even in areas where mapping suggests better agricultural capability ratings.</p>

<p>4.2 Proposed Use</p> <ul style="list-style-type: none">• If an application for ALR exclusion is intended for uses that will result in a departure from the sustainable development principles in the OCP and will encourage speculative pressures on ALR lands, such an application will generally not be supported.	<p>Applicant's Rationale:</p> <p>The key point to note is that with the diverse geography associated with the property in question, farming would never have been considered on the land, the area included has never been farmed and there is no extension of established farmlands in the area.</p> <p><i>Although the lands to the north of the subject site are located within the ALR, 8 Avenue constitutes a physical barrier from the subject site. With respect to the adjacent ALR lands to the west, the proposed exclusion is unique in the sense that it has been a golf course site for almost 100 years and therefore has unique aesthetic values that lends itself to a possible future park site. As such, staff do not anticipate that this exclusion application will result in increased pressure on surrounding ALR lands.</i></p>
---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------	--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------

<p>4.3 Alternative Site for the Proposed Use</p> <ul style="list-style-type: none"> • If the land proposed for exclusion from the ALR is to be zoned for a use that can be accommodated on alternative sites in the City that are not in the ALR, whether serviced or not serviced, and that are designated or potentially can be designated for the proposed use or uses, the application will generally not be supported. 	<p>Applicant's Rationale:</p> <p>The proposed use represents a net benefit to the City providing additional high value parkland and significant housing stock to help alleviate a housing shortage.</p> <p>The Peace Portal Golf Course predates any farming activity in the surrounding area and the land has never been farmed or considered as farmland by local zoning. The property was included in the ALR, at the time that the ALR was established, only because it was used as a golf course. Golf courses were put into the ALR by policy directive, not by use or analysis, and no one who objected to the inclusion at the time.</p> <p>If the 14 individual titles were replotted, (as permitted by the current ALC regulations and city zoning), the property would transform into a collection of large rural estates without any commercial farming viability and no public access or benefit.</p> <p><i>At the request of the applicant, the ALR exclusion is proceeding in advance of the accompanying rezoning application.</i></p> <p><i>The OCP states that the lands outside the ALR are sufficient to accommodate population and employment growth in the City.</i></p> <p><i>In terms of the proposed park use, the site has unique aesthetic and natural values that lends itself to a possible future park site.</i></p>
--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------	----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------

<p>4.4 Location of the Site</p> <ul style="list-style-type: none"> • If the land proposed for exclusion does not abut an existing non-agricultural area (e.g. Suburban, Urban, Commercial, Industrial or Business Park designation) and does not provide a logical and continuous extension of the existing development pattern of the adjacent non-ALR area, the application will generally not be supported. • Where an area proposed to be excluded from the ALR is not contained within permanent well-defined boundaries (i.e. roads, topographic or other natural features, etc.), the application for exclusion will generally not be supported. • If the site is isolated or separated from the rest of the ALR by a significant developed area or by a physical barrier and such isolation is detrimental to the economic viability of the agricultural pocket, exclusion may be considered. • If the cost to connect the isolated pocket with the rest of the ALR, or if the cost to overcome the barrier (e.g. transportation infrastructure) is minor in comparison to the potential gain in the productivity of the lands in the agricultural pocket, then the application will generally not be supported. 	<p>Applicant's Rationale:</p> <p>There are no adjacent active farming activities in the immediate area</p> <p>Current activities include:</p> <ul style="list-style-type: none"> • International border crossing activity associated with the Peace Arch border crossing • Various public parklands • High density townhouse residential and single family homes • Low density rural residential properties. <p><i>Staff note that should the exclusion application be supported by the ALC, the excluded portion of the subject site will form a logical and continuous extension of the existing residential non-ALR lands within the Douglas Neighbourhood Concept Plan (NCP) area.</i></p>
--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------	------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------

<p>4.5 Roads and Services</p> <ul style="list-style-type: none"> Local roads in agricultural areas are not generally intended to accommodate the movement of goods and people to and from non-agricultural areas. Allowing general traffic on local roads within agricultural areas often result in conflicts with farm vehicles. If the area proposed for exclusion from the ALR does not have primary vehicular access from an abutting arterial street or provincial road or requires the extension of services on a local agricultural road, the application will generally not be supported. 	<p>Applicant’s rationale:</p> <p>Relevant utilities are all within reasonable access and available nearby. The site is surrounded by municipal roads providing access to and from the site. The site is not used for agricultural purposes and therefore does not suffer from the same access issues Section 4.5 details. Detailed engineering analysis will be required to determine capacities and upgrades required to support the additional units proposed, which will be done by the applicant.</p> <p><i>Staff note that 172 Street, 176 Street (Highway No. 15) and o Avenue currently run through the ALR and already provide access to the Douglas neighbourhood from the rest of Surrey.</i></p>
<p>4.6 Interface Buffering</p> <ul style="list-style-type: none"> The OCP requires landscaping buffers along the boundary between the ALR and adjacent non-agricultural land-uses. Landscaping along the proposed ALR boundary on the land proposed to be excluded is to be provided with sufficient dimensions to clearly separate and minimize impacts between agricultural and non-agricultural uses. In general, applications for exclusion will not be supported unless the landscaping and other buffering features fully meet or exceed the buffering requirements set out in the OCP. 	<p>Applicant’s Rationale:</p> <p>Buffering is not required as there is no active farming activity on the adjacent lands.</p> <p><i>Should the proposed ALR exclusion application be supported by Council, the excluded areas would be largely be surrounded by the proposed City Park, which would not have active farming uses.</i></p>

<p>4.7 Impacts on Adjacent Agricultural Activities</p> <ul style="list-style-type: none"> • Agricultural areas within the City can be physically impacted by boundary changes and encroachment of urban development. The impact can go beyond the immediate abutting lands that remain within the ALR. Measures to mitigate impact may be necessary and could include farm lot or field reconfiguration, lot consolidation, road closures and exchanges, drainage improvements, landscaping, and buffering, etc. • Unless the impact upon the areas adjacent to the lands proposed to be excluded is fully mitigated, the application will generally not be supported. 	<p>Applicant's Rationale:</p> <p>There are no adjacent active farming activities in the immediate area. Current activities include:</p> <ul style="list-style-type: none"> • International border crossing activity associated with the Peace Arch border crossing • Various public parklands • High density townhouse residential and single family homes • Low density rural residential properties <p><i>Staff note that, should the ALC approve the ALR exclusion application, the portion of the subject site to be excluded from the ALR will still need to go through a detailed planning and review process. As part of any Development Permit application on the excluded portion of the subject site, the applicant may be required to provide a suitable agricultural buffer on the small portion of the site which would border the ALR (non-City park area).</i></p>
------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------	-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------

- As outlined in City Policy No. O-51, subject to satisfying the criteria in Sections 4.1 to 4.7 (as noted above), an application to exclude land from the ALR must also demonstrate that appropriate compensation will be provided that is satisfactory to Council and the ALC. The compensation to be provided is intended to ensure the overall productive capability of ALR lands in Surrey will be retained long-term. A summary of the compensation requirements under City Policy No. O-51 are identified in the following table with the applicant's response as well as staff's comments (in *italics*).

Section 5.0 of City Policy No. O-51 (Compensation)	
Policy Statement	Comments and Review
<p>5.1 The inclusion of land into the ALR at no cost to the City and coincidentally with the exclusion from the ALR, with an area that is at least twice as large as the area of land being excluded.</p>	<p>Applicant's Rationale:</p> <p>The applicant advises that inclusion of land within the ALR as a 2:1 "swap" is not relevant as the proposal does not represent loss of agriculturally significant lands. The site has been an active golf course for approximately 100 years and has never been actively farmed.</p>
<p>5.2 The lands being included in the ALR must:</p> <ol style="list-style-type: none"> be within the City of Surrey; be designated Agricultural or Suburban in the OCP; abut the existing ALR boundary; provide a logical extension to the ALR; be zoned or supportable to be rezoned to an appropriate Agricultural Zone as specified in the Surrey Zoning By-law; 	<p><i>The applicant has indicated that they are not proposing to provide any land as compensation for the lands proposed to be excluded from the ALR. It is noted that should the proposal be supported, it would see a significant public benefit in terms of a large new public park site,</i></p>

<p>f. either be consolidated with existing lots in the ALR or form new lots within the ALR, provided that the new or consolidated lots have a minimum area of 5 hectares (12.4 acres); and</p> <p>g. be rated with a Soil Capability Rating equal to or exceeding that of the improvable soil capability rating of the site proposed for exclusion.</p> <p>5.3 Where a 2 to 1 ratio is not achievable, the inclusion of non-ALR land in the ALR may be reduced to as low as a 1 to 1 ratio if the land included in the ALR is supplemented by other means to mitigate the impact of the exclusion and to increase the agricultural capability of land remaining within the ALR. These means may include, but are not limited to:</p> <p>a. infrastructure works to improve drainage and irrigation;</p> <p>b. consolidation of parcels and the creation of more rationally sized and configured farm parcels or units;</p> <p>c. increased utilization of land through cancellation of rights-of-way, utility corridors or home sites;</p> <p>d. improvements to utilities such as potable water supply, etc.; and</p> <p>e. improvement to farm access.</p>	<p><i>which would provide conservation and recreational opportunities for the public.</i></p>
--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------	-----------------------------------------------------------------------------------------------

PUBLIC ENGAGEMENT

- Pre-notification is not required by the City for Agricultural Land Reserve (ALR) exclusion applications. Agricultural Land Commission (ALC) regulations require the applicant to post signs on the subject site advising of the exclusion application. Staff also advised the Semiahmoo First Nation of the proposal but did not receive any written feedback. Staff received photos of the installed signs on November 30, 2024.
- Staff received 39 responses (*staff comments in italics*) with respect to the proposal. Three (3) respondents were in favour of the proposal and wanted to ensure the future park site would be open to the public. One (1) respondent was neutral. Thirty-five (35) respondents were against the proposal. The concerns raised centred on the loss of the golf course, loss of trees/greenspace, increased density in the area, traffic concerns and school capacity.

(The applicant is currently seeking an ALR exclusion only. If the proposed exclusion is supported by the ALC, the project would need to come back to Surrey Council for the Official Community Plan (OCP) and rezoning approvals needed for the ultimate proposal. Metro Vancouver approvals would also be required.

The ultimate proposal includes a 40.3 hectare public City park, which would include retention of many trees and the watercourses within the park area. A public park would also provide significant benefits to Surrey residents for years to come. Infrastructure for the proposed residential component would be worked out through the Servicing Agreement process, should the proposal advance to that stage.)

Public Information Meeting

- The applicant held an open house (from 1-7pm) and a Public Information Meeting (from 4-7pm) on November 28, 2024, at The Hills at Portal Golf Club. Approximately 300 people in total attended the meetings, and approximately 50 people walked the grounds in the daylight hours. The applicant collected 137 comment forms. Seventy-seven (77) comment forms indicated non-support for the proposal, twenty-nine (29) comment forms indicated support for the proposal, and thirty-one (31) comment forms had questions about the future design.
- Various reasons mentioned by those indicating support include support for a public park accessible to all, and support for more housing in the area. Concerns mentioned by those who indicated non-support centered on the loss of the golf course, loss of trees/greenspace, increased density in the area, traffic concerns and school capacity.

PROJECT EVALUATION AND DISCUSSION

- As noted above, the applicant is seeking to exclude approximately 19.8 hectares from the subject site for residential purposes and is therefore requesting that Council refer the exclusion application to the Agricultural Land Commission (ALC). Should the proposed exclusion be supported by the ALC, the applicant is also proposing to convey the remainder of the site (approximately 40.3 hectares) to the City as a park site, through a subsequent subdivision, rezoning, Official Community Plan amendment and Development Permit application.
- Similar to the ALC, the City of Surrey recognizes the value of preserving agricultural lands. The Official Community Plan (OCP) contains policies to protect farmland as a resource for agriculture, a source of heritage and distinct landscape that defines communities. The OCP policies also seek to maintain the integrity of the ALR and its existing boundaries as well as enhance the viability of agriculture as a component of the City of Surrey's economy.
- Council has adopted City Policy No. O-51 ("Policy for Considering Applications for Exclusion of Land from the Agricultural Land Reserve") which provides criteria to evaluate applications that propose to exclude land from the ALR.
- Although the development application does not satisfy all of the criteria outlined in City Policy No. O-51, the applicant contends that the portion of the subject site proposed to be excluded from the Agricultural Land Reserve (ALR) is not suitable for or capable of supporting viable agricultural practices for the following reasons:
 - The applicant contends that the site has never been farmed and has been a golf course for almost 100 years. The applicant contends that "golf courses were put into the ALR by directive not by use or analysis", when the ALR was established in 1972.

- In terms of soil quality, the applicant indicates that the vast majority of the subject site consists of Class 6 or Class 7 soils, which are the worst soils in the Canada Land Inventory Agricultural Classification System.
- In addition, the applicant contends that there is much more public benefit to their proposal which would see provision of an approximately 40.3 hectare park conveyed to the City as a public amenity than the existing golf course use which benefits only golfers who pay the green fees, or an alternative scenario which could see the development of large "estate homes" on the parcels that comprise the golf course site.
- The applicant's position is that the unique characteristics of the subject site, and the proposal to provide an approximately 40.3 hectare park to the City, offer rationale for supporting the exclusion application for a portion of the site.
- Staff concur that the site is unique in terms of history, land use, topography and aesthetic values. The proposal, should it be supported, would see a significant public benefit in terms of a large new public park site, which would provide conservation and recreational opportunities for the public. In staff's assessment, it is on this basis that there is merit to consideration by the ALC for exclusion of this portion of land from the ALR.

CONCLUSION

- The Planning & Development Department recommends that Council authorize referral of the ALR exclusion application to the Agricultural Land Commission (ALC) with a recommendation of support.

INFORMATION ATTACHED TO THIS REPORT

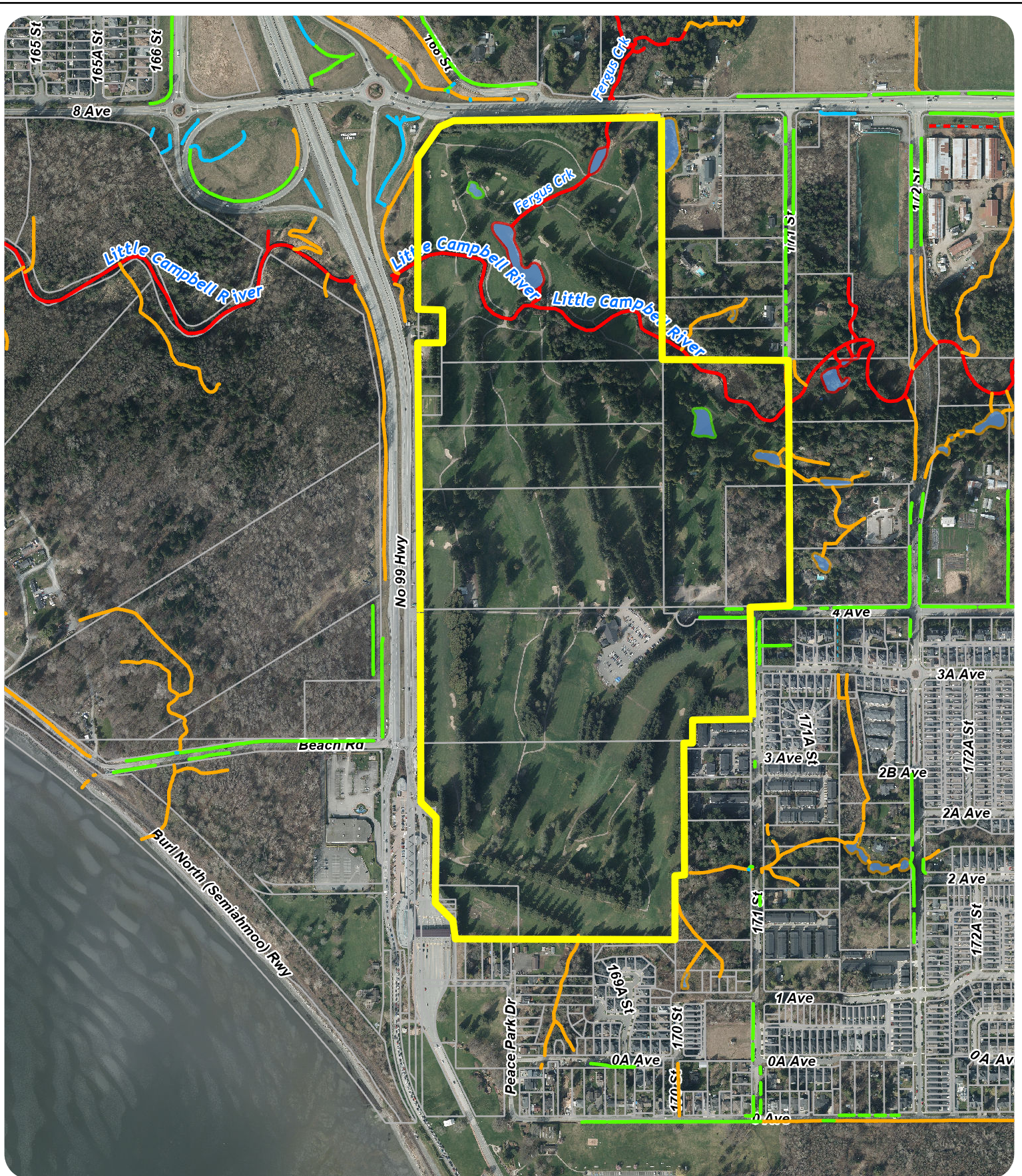
The following information is attached to this Report:

Appendix I. Site Location Map, Aerial Photo and Site Plan

approved by Shawn Low

Ron Gill
General Manager
Planning and Development

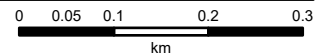
KB/cb



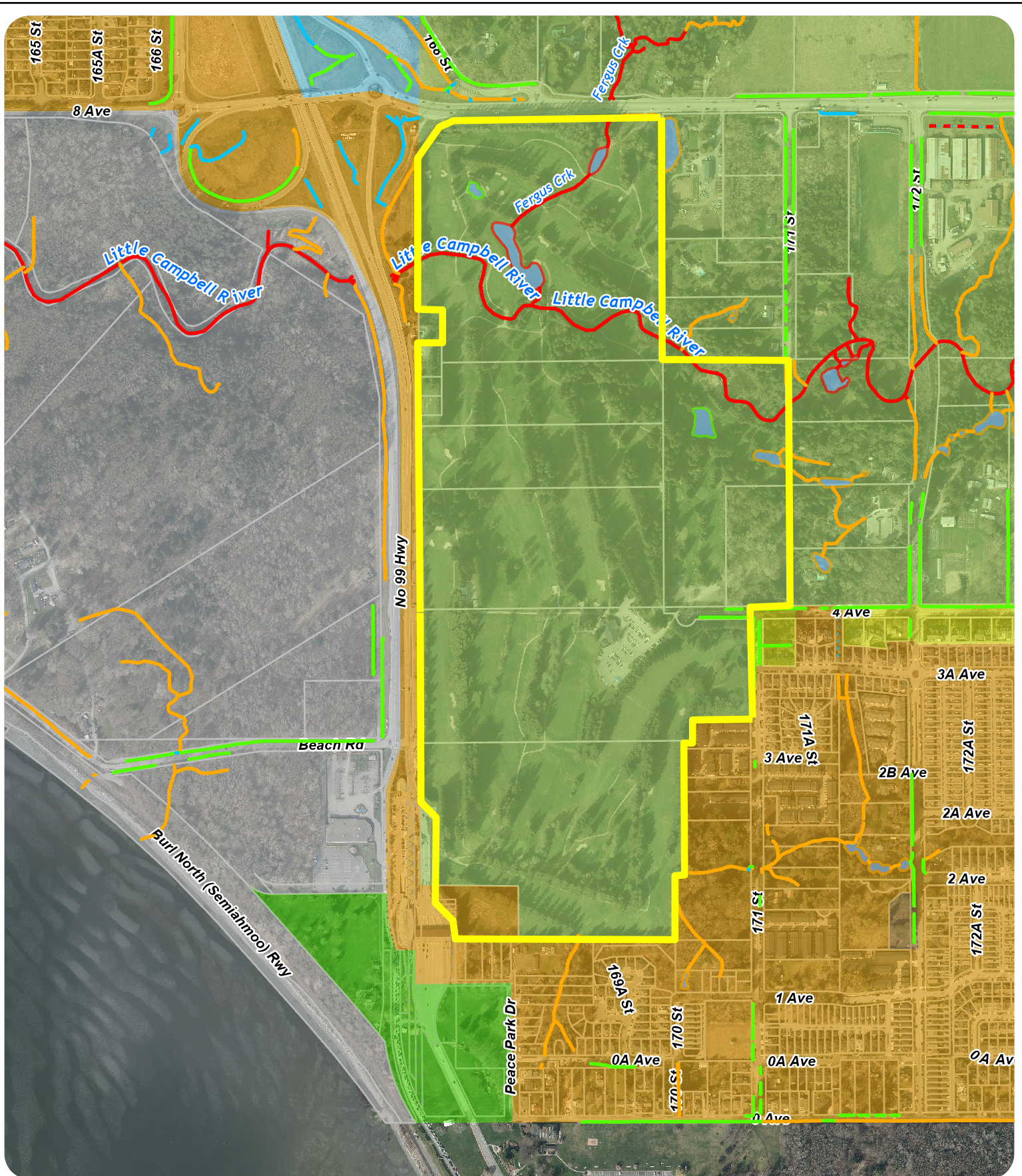
Enter Map Description

Scale: 1:8,000

The data provided is compiled from various sources and is NOT warranted as to its accuracy or sufficiency by the City of Surrey. This information is provided for information and convenience purposes only. Lot sizes, legal descriptions and encumbrances must be confirmed at the Land Title Office. Use and distribution of this map is subject to all copyright and disclaimer notices at cosmos.surrey.ca



Map created on: 2025-03-04



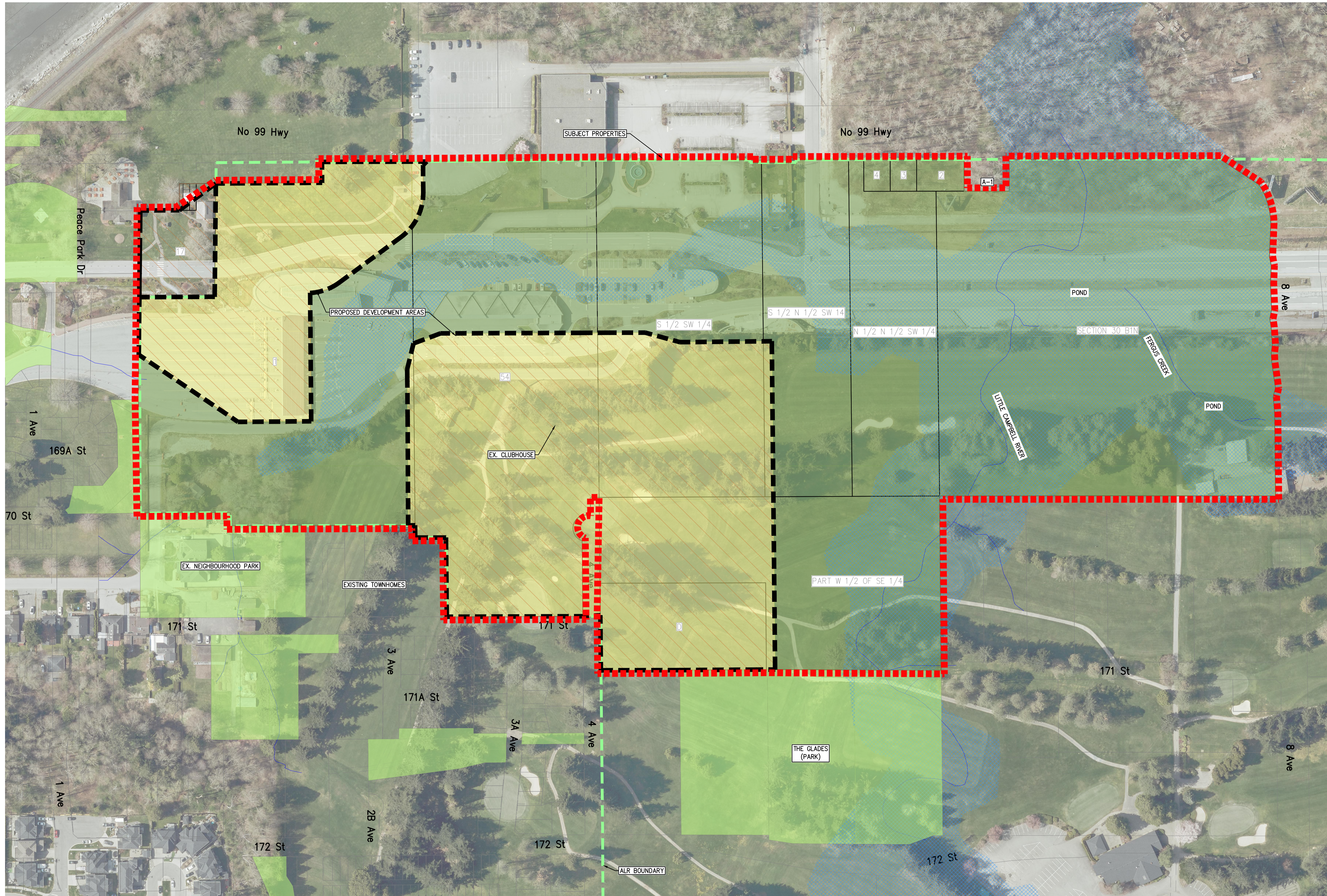
Enter Map Description

Scale: 1:8,000

The data provided is compiled from various sources and is NOT warranted as to its accuracy or sufficiency by the City of Surrey. This information is provided for information and convenience purposes only. Lot sizes, legal descriptions and encumbrances must be confirmed at the Land Title Office. Use and distribution of this map is subject to all copyright and disclaimer notices at cosmos.surrey.ca



Map created on: 2025-03-04



ALR EXCLUSION PLAN DEVELOPMENT AREAS

TOTAL SITE AREA	= 62.26ha
TOTAL PARK AREA	= 40.34ha
DEVELOPMENT AREA	= 20.47ha
PROPOSED ALR EXCLUSION	= 19.75ha

NOTE: ALL DIMENSIONS AND AREAS TO BE CONFIRMED BY LEGAL SURVEY

1:2000