



# City of Richmond

## Report to Committee

**To:** Planning Committee **Date:** November 22, 2021  
**From:** John Hopkins **File:** 01-0157-30-  
Director, Policy Planning RGST1/2021-Vol 01  
**Re:** **Response to Metro Vancouver's Referrals about Amendments to the Metro 2040 Regional Growth Strategy Proposed by the City of Surrey**

### Staff Recommendations

That staff be directed to convey to the Metro Vancouver Regional District Board the City of Richmond's comments on the three *Metro 2040* amendments proposed by the City of Surrey, as described in the Metro Vancouver requests of November 10, 2021, specifically that the City of Richmond:

- a) Has no objections to the proposal to amend the land use designation of 5510 – 180 Street from "Industrial" to "Mixed Employment" to accommodate a new Cloverdale Hospital;
- b) Has no objections to the proposal to amend the land use designation of 228 – 175A Street from "Mixed Employment" to "General Urban" to accommodate a mixed use development; and
- c) Objects to the proposed amendments for the area corresponding to the Revised Stage 1 South Campbell Heights Land Use Plan, in particular the extension of the Urban Containment Boundary.

John Hopkins, MCIP, RPP  
 Director, Policy Planning  
 (604-276-4279)

Att. 3

<b>REPORT CONCURRENCE</b>	
<b>CONCURRENCE OF GENERAL MANAGER</b> 	
<b>SENIOR STAFF REPORT REVIEW</b>	<b>INITIALS:</b> 
<b>APPROVED BY CAO</b> 	

## Staff Report

### Origin

As requested by the City of Surrey, the Metro Vancouver Regional District Board has initiated the process to amend the Regional Growth Strategy (Metro Vancouver 2040: Shaping our Future, *Metro 2040*) for three sites:

- 1) 5510 – 180 Street, to accommodate a new Cloverdale Hospital;
- 2) 228 – 175A Street, to accommodate a mixed use development; and
- 3) The area corresponding to the Revised Stage 1 South Campbell Heights Land Use Plan, which proposes “Business Employment,” “Cemetery,” and “Conservation” land use designations in Surrey’s Official Community Plan.

As a member municipality, the City of Richmond has been invited to provide written comments on the proposed amendments to the Regional Growth Strategy (Attachment 1). In each case, comments are required by January 7, 2022, in time to be incorporated into a staff report for the January 28, 2022 Metro Vancouver Regional District Board meeting.

This report supports Council’s Strategic Plan 2018-2022 Strategy #5 Sound Financial Management:

*5.4 Work cooperatively and respectfully with all levels of government and stakeholders while advocating for the best interests of Richmond.*

### Findings of Fact

All of the proposed amendments are Type 3 minor amendments to *Metro 2040*, which require that an amendment bylaw be passed by the MVRD Board by a 50%+1 weighted vote. For more information on regional growth strategy amendment procedures, please refer to Sections 6.3 and 6.4 in *Metro 2040*.

Richmond’s interests in relation to these amendment requests are to:

1. Pursue City goals;
2. Enable efficient delivery of services, through City efforts and regional cooperation; and
3. Support shared regional goals.

### Analysis

#### 5510 – 180 Street – to accommodate a new Cloverdale Hospital

This 9 ha site is located just south of Highway 10, close to the historic centre of Cloverdale and midway between Newton and Langley City. It is next to Kwantlen Polytechnic University’s Tech Campus. The site is within Metro Vancouver’s Urban Containment Boundary but just outside the Cloverdale Municipal Town Centre. The proposed amendment would change the designation of part of the site from “Industrial” to “Mixed Employment” to accommodate a new Cloverdale Hospital and Cancer Centre.

The proposed hospital is an important regional facility, supports employment intensity similar to or higher than industrial uses, and fits with neighbouring industrial and institutional uses. Overall, this amendment enables Fraser Health to meet the needs of the region's residents, is a reasonable location for a hospital and will not otherwise affect Richmond.

No concerns were identified in relation to Richmond's regional planning interests: the proposed land use amendment does not affect Richmond's goals nor our ability to deliver services efficiently, and it enables the provision of essential regional services.

#### 228 – 175A Street – to accommodate a mixed-use development

This 2.5 ha site is located just north of the US border, on the west side of Highway 15 next to a residential area. It is flanked by a strip mall on the north and border-related retail to the south. It is currently within the Urban Containment Boundary and is designated "Mixed Employment" in *Metro 2040*. To accommodate residential uses and an assisted living facility as part of a proposed mixed use development, the City of Surrey is requesting that the *Metro 2040* land use designation be changed to "General Urban".

The proposed mixed use development maintains employment functions and intensifies commercial use within the Urban Containment Boundary, compared to neighbouring sites designated Mixed Employment. Overall, this small amendment intensifies land use within the Urban Containment Boundary, will have little impact on the regional commercial land market and transportation patterns, and is not likely to prompt similar amendment requests that could cumulatively have more significant impacts.

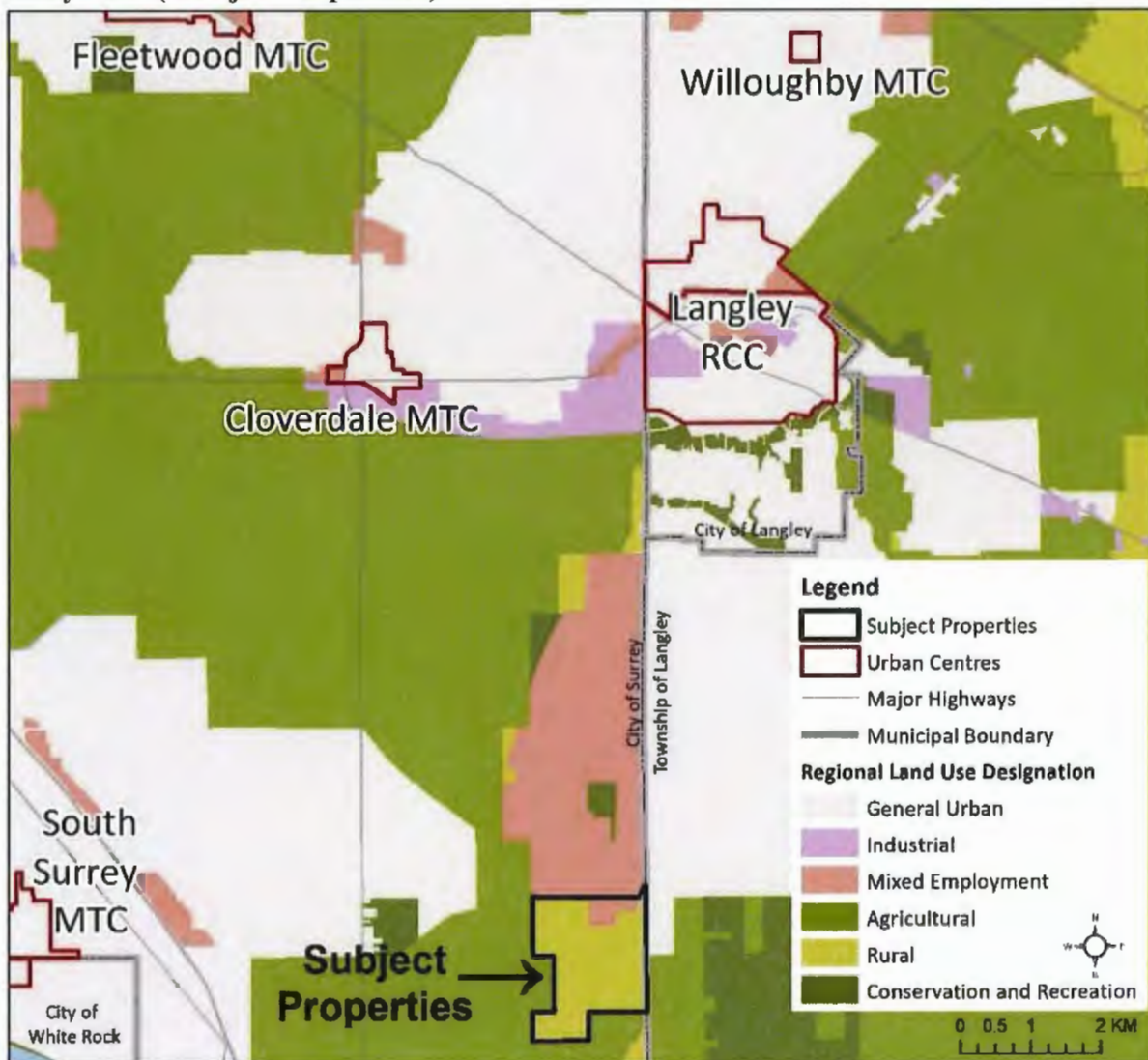
No concerns were identified in relation to Richmond's regional planning interests: the proposed land use amendment does not affect Richmond's goals nor our ability to deliver services efficiently, and it supports regional goals at least as well as the current designation.

#### South Campbell Heights – to accommodate industrial development

The City of Surrey is proposing Regional Growth Strategy amendments to accommodate their South Campbell Heights Land Use Plan, for a 235 ha predominantly rural area on the Surrey-Langley border (Figure 1). Before the 2011 Regional Growth Strategy was adopted, the City of Surrey expressed their intent to change land use and possibly the location of the Urban Containment Boundary in the area, so it was designated as a Special Study Area in the Regional Growth Strategy at that time. The Special Study Area designation does not imply acceptance by Metro Vancouver of whatever changes are proposed.

In 2014, Surrey began to plan for the area and in 2018, the City requested an amendment to the Regional Growth Strategy to accommodate a residential neighbourhood with a commercial core. That request was referred back by the Metro Vancouver Board because the proposed uses were inconsistent with *Metro 2040*. The request now under consideration is a revision prepared by Surrey following discussions with Metro Vancouver and "employment land stakeholders in Surrey".

**Figure 1: Regional Land Use Designations, Urban Containment Boundary and Special Study Area (“Subject Properties”)**



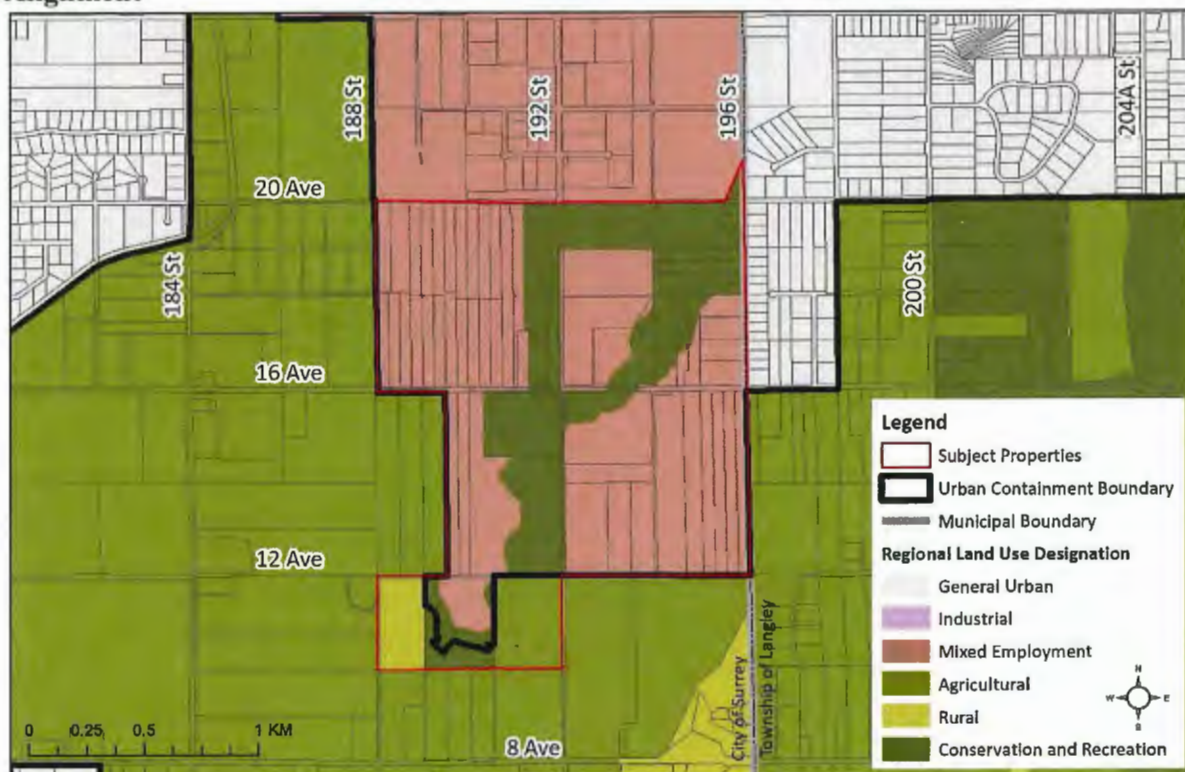
Source: Metro Vancouver Planning Department

The Regional Growth Strategy amendment proposes:

- Extending the Urban Containment Boundary by 224 hectares; and
- Redesignating:
  - 161 ha of land from Rural to Mixed Employment;
  - 56 ha of land from Rural to Conservation and Recreation;
  - 12 ha from Rural to Agricultural; and
  - 13 ha of land from Mixed Employment to Conservation and Recreation.

The net effect of these changes is shown in Figure 2. The changes proposed by the plan create a large area for employment, protect the ecological corridor adjacent to the Little Campbell River, and protect the existing agricultural area at the southern tip of the Special Study Area (“Subject Properties” in Figure 2), which has also been added to the Agricultural Land Reserve.

**Figure 2: Proposed Regional Land Use Designations and Urban Containment Boundary Alignment**



Source: Metro Vancouver Planning Department

The City of Surrey's rationale to expand the Urban Containment Boundary and provide employment land is that there is a demonstrated need for industrial land in the region. The City is proposing that much of the subject area be designated in the Regional Growth Strategy as "Mixed Employment" which allows for a wide range of employment based land uses.

Overall, significant concerns were identified in relation to Richmond's regional planning interests.

1. **Richmond goals.** The proposed land use amendment is a significant expansion of the Urban Containment Boundary that will allow the additional land to be used for industrial as well as office development. The first concern is the choice to expand the Urban Containment Boundary rather than focus on intensification of existing industrial land through new construction, infill and redevelopment. This choice undermines the efforts being made by Richmond and others to intensify industrial activities. Alternatives should be considered to accommodate industrial expansion through intensification rather than expanding the Urban Containment Boundary. The second concern is that the proposed "Mixed Employment" designation is too flexible, allowing offices and similar uses that are better directed to "compact, complete" centres.

2. **Efficient delivery of services.** Expansion of the Urban Containment Boundary and employment lands may require new regional sewer and water infrastructure, and will require new transit service. Given the relatively low-density use proposed, this does not permit cost-efficient service provision.
3. **Shared regional goals.** Metro Vancouver's staff report (contained in Attachment 3) provides more detail about the background and analyses the proposal vis-à-vis regional goals. Implications not already noted above include protection of ecologically valuable land; loss of rural land; a need for road network expansion; and anticipated impacts on the fragile local aquifer.

Staff note that it is challenging for the region to support intense industrial uses in locations employees can get to easily, while also providing cost-competitive, efficient sites with good access for goods movement. According to Metro Vancouver's Regional Industrial Lands Strategy (2020), a key issue is financial feasibility of intense industrial development as compared with competing regions elsewhere in North America that have sprawling industrial lands. Deeper regional collaboration on industrial intensification and on land use and transportation patterns that support an internationally-competitive economy are both urgent and critical.

### **Financial Impact**

None.

### **Conclusion**

To support Council's response to the referrals from the Metro Vancouver Regional District about three Type 3 Regional Growth Strategy amendment requests from the City of Surrey, staff have reviewed the amendment requests in consideration of the City of Richmond's interests. The results of the analysis are:

- No concerns were identified in relation to the amendment requests for 228 – 175A Street and 5510 – 180 Street.
- In relation to the South Campbell Heights area, Richmond's primary concern is the extension of the Urban Containment Boundary, which undermines efforts to accommodate and intensify industrial land in existing urban areas. A lack of clear emphasis on intensification of industrial land and the proposed designation as "Mixed Employment" rather than "Industrial" are important related concerns. Greater effort from Metro Vancouver is required to work with member municipalities such as Surrey to find alternatives and examine ways to better utilize existing employment and industrial lands within the Urban Containment Boundary.

November 22, 2021

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It is recommended that Council convey these conclusions to the Metro Vancouver Regional District before the January 7, 2022 deadline for comment.

A handwritten signature in blue ink that reads "Peter Whitelaw". The signature is written in a cursive style.

Peter Whitelaw, MCIP, RPP  
Planner 3  
(604-204-8639)

PW:cas

- Att. 1: Letter from Metro Vancouver dated November 10, 2021 and related Metro Vancouver staff report re. RGS amendment for 5510 – 180 Street in Surrey
- Att. 2: Letter from Metro Vancouver dated November 10, 2021 and related Metro Vancouver staff report re. RGS amendment for 228 – 175A Street in Surrey
- Att. 3: Letter from Metro Vancouver dated November 10, 2021 and related Metro Vancouver staff report re. RGS amendment for South Campbell Heights Land Use Plan area in Surrey

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Office of the Chair  
Tel. 604 432-6215 or via Email  
CAOAdministration@metrovancouver.org

File: CR-12-01  
Ref: RD 2021 Oct 29

Mayor Malcolm Brodie and Council  
City of Richmond  
6911 No. 3 Road  
Richmond, BC V6Y 2C1  
**VIA EMAIL: MBrodie@richmond.ca; mayorandcouncillors@richmond.ca**

Dear Mayor Brodie and Council:

***Metro Vancouver 2040: Shaping our Future Land Use Designation Amendment***  
**Request from the City of Surrey – Cloverdale Hospital Site**

On July 30, 2021, the City of Surrey submitted a request to Metro Vancouver to amend *Metro 2040: Shaping our Future (Metro 2040)*, the regional growth strategy, for an approximately 9-hectare site located at 5510 – 180 Street, Surrey, to change the regional land use designation from “Industrial” to “Mixed Employment” to allow for the development of the new Cloverdale Hospital and Cancer Centre.

At its October 29, 2021 regular meeting, the Board of Directors of Metro Vancouver Regional District (Metro Vancouver) adopted the following resolution:

*That the MVRD Board:*

- a) initiate the regional growth strategy amendment process for the City of Surrey’s requested regional land use designation amendment for the Cloverdale Hospital Site located at 5510 180 Street, amending approximately 9 hectares of land designated ‘Industrial’ to ‘Mixed Employment’;*
- b) give first, second, and third readings to “Metro Vancouver Regional District Regional Growth Strategy Amendment Bylaw No. 1327, 2021”; and*
- c) direct staff to notify affected local governments as per section 6.4.2 of Metro Vancouver 2040: Shaping our Future.*

As required by both the *Local Government Act* and *Metro 2040*, the regional growth strategy amendment process requires a minimum 30-day notification period to allow all affected local governments and members of the public to provide comment on the proposed amendment. Following the comment period, the MVRD Board will review all comments received, and consider adoption of the amendment bylaw.

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The proposed amendment is a Type 3 minor amendment to *Metro 2040*, which requires that an amendment bylaw be passed by the MVRD Board by a 50%+1 weighted vote. For more information on regional growth strategy amendment procedures, please refer to Sections 6.3 and 6.4 in *Metro 2040*. A Metro Vancouver staff report providing background information and an assessment of the proposed amendment, regarding its consistency with *Metro 2040*, is enclosed.

You are invited to provide written comments on the proposed amendment. Please provide your comments **by January 7, 2022**.

If you have any questions with respect to the proposed amendment, please contact Sean Galloway, Director, Regional Planning and Electoral Area Services, by phone at 604-451-6616 or by email at [Sean.Galloway@metrovancover.org](mailto:Sean.Galloway@metrovancover.org).

Yours sincerely,



Sav Dhaliwal  
Chair, Metro Vancouver Board

SD/JWD/hm

cc: Jerry W. Dobrovlny, Commissioner/Chief Administrative Officer, Metro Vancouver  
Neal Carley, General Manager, Parks and Environment, Metro Vancouver  
Heather McNell, General Manager, Regional Planning and Housing Services, Metro Vancouver  
George Duncan, Chief Administrative Officer, City of Richmond  
John Hopkins, Director of Policy Planning, City of Richmond

Encl: Report dated September 17, 2021, titled "*Metro Vancouver 2040: Shaping our Future Land Use Designation Amendment Request from the City of Surrey – Cloverdale Hospital Site*" (Doc# 47471242)



To: Regional Planning Committee

From: Eric Aderneck, Senior Planner, Regional Planning and Housing Services

Date: September 17, 2021 Meeting Date: October 8, 2021

Subject: ***Metro Vancouver 2040: Shaping our Future* Land Use Designation Amendment Request from the City of Surrey – Cloverdale Hospital Site**

**RECOMMENDATION**

That the MVRD Board:

- a) initiate the regional growth strategy amendment process for the City of Surrey’s requested regional land use designation amendment for the Cloverdale Hospital Site located at 5510 180 Street, amending approximately 9 hectares of land designated ‘Industrial’ to ‘Mixed Employment’;
- b) give first, second, and third readings to “Metro Vancouver Regional District Regional Growth Strategy Amendment Bylaw No. 1327, 2021”; and
- c) direct staff to notify affected local governments as per section 6.4.2 of *Metro Vancouver 2040: Shaping our Future*.

**EXECUTIVE SUMMARY**

The City of Surrey is requesting a Type 3 minor amendment to *Metro 2040*, the regional growth strategy, for an approximately 9-hectare site at 5510 180 Street. The proposed amendment would redesignate the regional land use designation on a portion of the site from ‘Industrial’ to ‘Mixed Employment’ to allow for the proposed Cloverdale Hospital and Cancer Centre, immediately south of the existing Kwantlen Polytechnic University Cloverdale Campus. The proposed amendment has been considered in relation to *Metro 2040’s* goals, strategies, and policies. The analysis demonstrates that on balance, this proposed amendment is supportable and aligned with many of *Metro 2040’s* goals and strategies. Overall, the proposed amendment allows the hospital use, which is consistent with the surrounding neighbourhood context and ensures employment generating uses in close proximity to a Municipal Town Centre and future enhanced transit service area.

**PURPOSE**

To provide the Regional Planning Committee and the MVRD Board with the opportunity to consider the City of Surrey’s request to amend *Metro Vancouver 2040: Shaping our Future (Metro 2040)* to accommodate the development of the new Cloverdale Hospital and Cancer Centre.

**BACKGROUND**

*Metro 2040* includes provisions for member jurisdictions to request amendments to regional land use designations. On July 12, 2021, City of Surrey Council gave 1<sup>st</sup> and 2<sup>nd</sup> reading of *Official Community Plan Amendment Bylaw, 2013, No. 18020, Amendment Bylaw, 2021, No. 20417*. The amendment is to allow for the development of the new Cloverdale Hospital and Cancer Centre on the site. A

municipal public hearing was held on July 26, 2021, and at the same meeting City Council gave the Official Community Plan Amendment (OCP) Bylaw 3<sup>rd</sup> reading, and passed the following resolution:

*That Council authorize staff to refer the application to Metro Vancouver for consideration of the following upon the application receiving Third Reading: to amend the Metro Vancouver Regional Growth Strategy (RGS) designation for a portion of the site from Industrial to Mixed Employment.*

The City of Surrey Council’s consideration of the final adoption of the OCP bylaw can be scheduled following the MVRD Board’s decision on the requested *Metro 2040* amendment.

On July 30, 2021, Metro Vancouver received the written request from the City to consider a *Metro 2040* amendment for the Cloverdale Hospital site (Attachment 1 and Reference 1). The proposed amendment seeks to redesignate an approximately 9-hectare site within the Urban Containment Boundary (UCB) from an ‘Industrial’ regional land use designation to ‘Mixed Employment’. This constitutes a Type 3 minor amendment requiring an amendment bylaw that receives an affirmative 50%+1 weighted vote of the MVRD Board at each reading; there is no requirement for a regional public hearing.

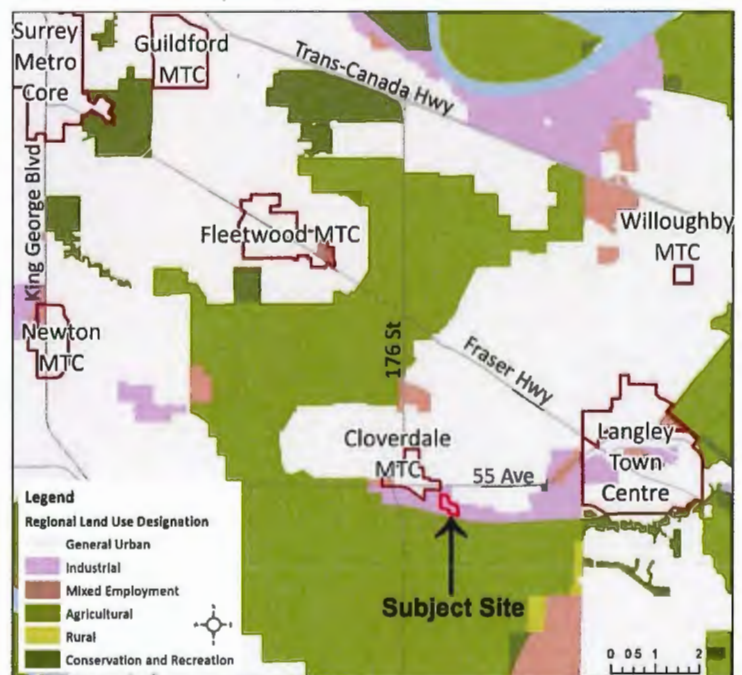
#### **SITE CONTEXT AND SURROUNDING USE**

The subject site is located at 5510 180 Street, and consists of 9 hectares of the southern, vacant part of the Kwantlen Polytechnic University (KPU) Cloverdale Campus property (Figure 1). The site is currently owned by KPU, which is in the process of subdividing the larger property to sell the southern portion to the Fraser Health Authority as the site for the new hospital complex. The northern portion of the lot will continue to be owned and occupied by KPU, and no change in land use designation is proposed for that portion of the lands.

As surrounding context, lands to the west are developed as industrial uses, to the east are currently vacant (designated Industrial), and to the north-east have older single detached houses (designated General Urban).

The site is located immediately south of the KPU campus and north of existing BC Rail and CP Rail lines, on the east side of 180 Ave. These lands are within the City of Surrey’s Cloverdale Area Plan, however are not within the boundaries of the regional growth strategy’s identified Cloverdale Municipal Town Centre.

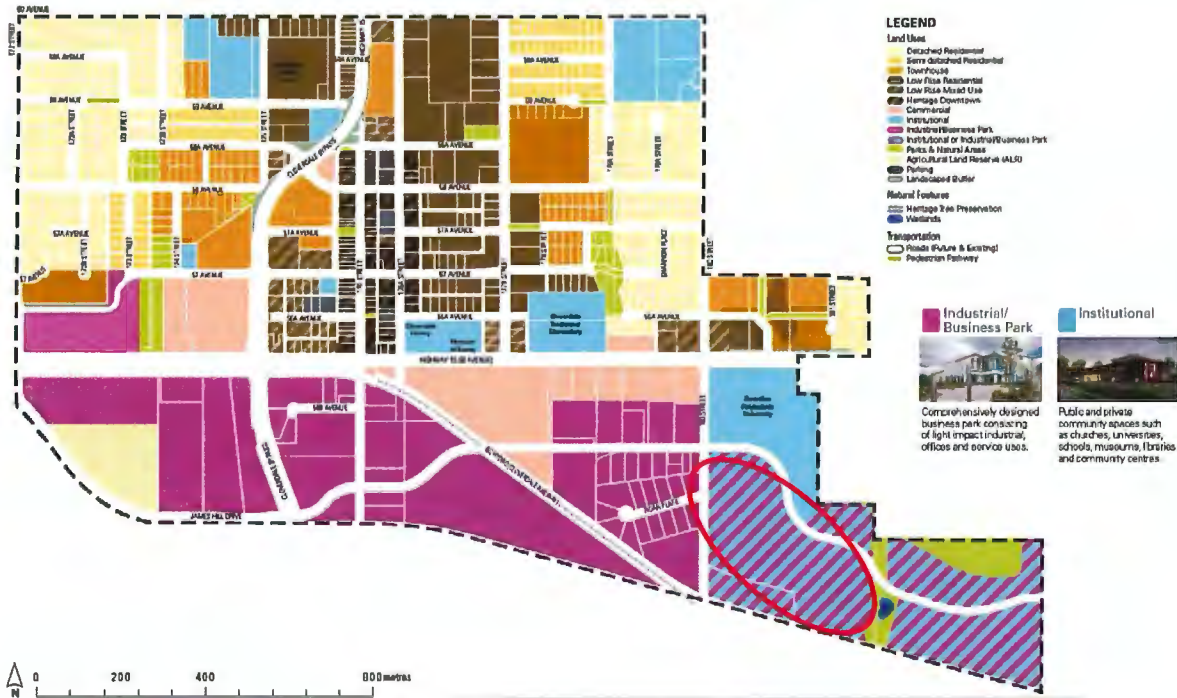
**Figure 1 - Context for Proposed Amendment**



As stated in the Cloverdale Town Centre Plan, completed in 2019, Cloverdale is the historical centre of Surrey (Figure 2). The plan area is centred on the crossroads of Highway 10 (56 Avenue) and Highway 15 (176 Street), and multiple railway lines, and includes a mix of commercial, industrial, and residential uses surrounding the downtown core. The Cloverdale Town Centre Plan encompasses 297 hectares and includes an estimated 5,126 residents, 2,250 housing units, and 3,573 jobs. The Cloverdale Centre is becoming increasingly urban through redevelopment, with many vacant and underutilized sites being redeveloped with mixed-use apartments and townhouses. The plan supports future growth, including new housing, commercial, and amenity spaces.

The City of Surrey’s OCP change seeks to redesignate the site from ‘Industrial’ to ‘Mixed Employment’. In the Cloverdale Town Centre Plan, the site is currently designated as ‘Industrial / Business Park or Institutional’, which will be maintained.<sup>1</sup>

**Figure 2 - Cloverdale Town Centre Plan (the subject site is circled in red)**



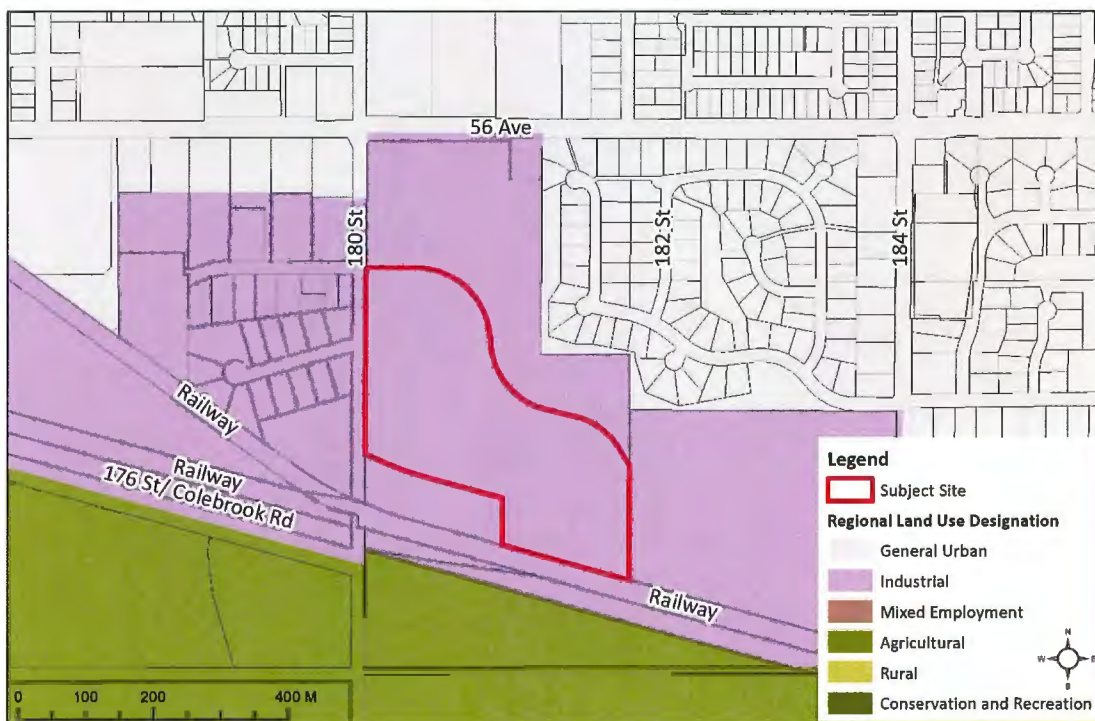
**PROPOSED REGIONAL LAND USE DESIGNATION AMENDMENT**

The new Surrey Hospital and Cancer Centre facility will comprise approximately 71,000 square metres of floor space, provide 168 beds, an emergency centre, a cancer centre, and a child care centre, and employ over 1,900 people.

<sup>1</sup> Separately, KPU has applied to the City of Surrey to subdivide the larger property into two parcels in order to allow for the sale of the southern part to Fraser Health Authority. That application includes providing a road dedication through the centre of the site to make the existing private driveway a public road (55 Ave / James Hill Drive), plus other statutory rights-of-way.

The current regional growth strategy designation of 'Industrial' is intended for heavy and light industrial activities, and appropriate accessory uses (Figure 3). The proposed hospital use is not consistent with the current designation and an amendment to the regional growth strategy is required. The site and surrounding lands are within the Urban Containment Boundary.

**Figure 3 - Current Regional Growth Strategy Land Use Designations**



### REGIONAL PLANNING ANALYSIS

The City of Surrey's proposed amendment has been assessed in relation to the applicable *Metro 2040* goals and policies, noting that the regional growth strategy is currently being reviewed for an update. The intent of the assessment is not to duplicate that of the municipal planning process, but rather to identify any potential regional planning implications and the regional significance of the proposed land use changes in consideration of the regional growth strategy.

#### Goal 1: Create a Compact Urban Area

Metro Vancouver and its member jurisdictions have committed to focusing growth within the UCB and more specifically within Urban Centres. The City is encouraged to use edge planning and other land use and design policies to denote that further urban development is not intended south of Clearbrook Road and the railway lines beyond the UCB.

The site is within the Surrey Cloverdale Town Centre Plan, but not within the Regional Cloverdale Municipal Town Centre's boundary in *Metro 2040*. Co-locating the new hospital and associated facilities with the existing KPU post-secondary institution and in the Cloverdale Municipal Town Centre would be consistent with the growth management principles of *Metro 2040*, helping to create

a compact urban area with a mix of uses and employment opportunities and support regional transportation objectives. To better align these plans, a separate and subsequent process should be considered by the City of Surrey to adjust the boundary of the regional Municipal Town Centre to include the KPU and hospital site; this change could be reflected in the next update of its Regional Context Statement. The adjustment would also allow the site to be better aligned with TransLink's transit service, which uses the locations of Urban Centres and Frequent Transit Development Areas as inputs into service planning decisions. This alignment would allow for the growth of the Urban Centre to better support local planning objectives and regional growth targets. The significance of the proposed hospital development also raises the possibility of other inter-municipal corridor and area planning efforts along Highway 10 (56 Avenue), between two Urban Centres (i.e. Cloverdale Municipal Town Centre and Langley Regional City Centre).

### **Goal 2: Support a Sustainable Regional Economy**

*Metro 2040* commits to protecting the region's supply of Industrial land. This strategy contains two regional land use designations ('Industrial' and 'Mixed Employment'), which are both intended to support employment-generating uses to ensure the needs of the regional economy are met. Neither land use designation permits residential uses.

The City of Surrey's 2014 Regional Context Statement includes the following statement about industrial land protection:

*2.2.4(b)(i) INDUSTRIAL PROTECTION As populations increase within all areas of the Lower Mainland, pressures increase to accommodate residential construction on lands designated for commercial or industrial purposes. Surrey has a significant portion of the Region's available industrial base and in order to ensure land exists in the future for well-paying employment opportunities, existing industrial land needs to be retained for future industrial development. Policies within Surrey's OCP supporting the protection of industrial land include: E1.1, E1.2 and E1.11.*

While a hospital is not an Industrial land use, it is a major employer, accommodating a significant number of jobs and providing medical services to both the City of Surrey and the wider region, and with associated trip generating implications. A redesignation of the site to 'Mixed Employment' would allow the hospital use given that 'Mixed Employment' allows for "industrial, commercial, and other employment-related uses." This project is a unique major institutional use and the land use designation change does not support nor imply other possible additional amendments to adjacent Industrial lands.

The amendment to a 'Mixed Employment' regional land use designation supports the proposed hospital use and allows various forms of employment uses, which further maintains the character of larger scaled building forms in the area.

### **Goal 5: Support Sustainable Transportation Choices**

The strategies under this goal encourage the coordination of land use and transportation to encourage transit, multiple-occupancy vehicles, cycling and walking, and support the safe and efficient movement of vehicles for passengers, goods and services. Land use changes can and often

significantly influence travel patterns. As identified in the proposal, these transportation matters are to be addressed by the City through the development plan at a future stage of design. The review of the development by the City should consider transportation-demand management strategies, including such things as: investing in and enhancing the surrounding transportation network; encouraging transit usage by employees and visitors; facilitating goods movement access to the site and surrounding area; adding bicycle infrastructure and facilities on site; enhancing pedestrian infrastructure and connections; right-sizing the amount of on-site parking; and the pricing of parking.

In addition, the development of the hospital site and changes to the associated road network should be done in a manner that does not restrict truck access or goods movement potential to the surrounding industrial land and existing KPU Campus and the possible future development of the lands to the east. Furthermore, the design of the interface between existing surrounding industrial and rail activities, and the proposed future hospital should reduce possible conflicts.

### **REGIONAL GROWTH STRATEGY AMENDMENT PROCESS AND NEXT STEPS**

As per the *Regional Growth Strategy Procedures Bylaw No. 1148, 2011*, Metro Vancouver staff prepared a report to the Regional Planning Advisory Committee (RPAC) for information and comment at its meeting of September 17, 2021. No comments were provided by RPAC members at that meeting.

If the amendment bylaw (Attachment 2) receives 1<sup>st</sup>, 2<sup>nd</sup>, and 3<sup>rd</sup> readings by the MVRD Board, it will be referred to affected local governments and other agencies, as well as posted on the Metro Vancouver website for a minimum of 30 days for the opportunity to provide comment. Any comments received would be summarized and included in the report advancing the bylaw to the MVRD Board for consideration of final adoption. Should the initial readings of the amendment bylaw be given, staff will report back to the MVRD Board at a meeting in early 2022 with a summary of any comments received on the proposed amendment, and the amendment bylaw for consideration of final reading. The City's updated Regional Context Statement will also be provided to the Board for consideration of acceptance at the same time as final adoption of the proposed amendment.

### **ALTERNATIVES**

1. That the MVRD Board:
  - a) initiate the regional growth strategy amendment process for the City of Surrey's requested regional land use designation amendment for the Cloverdale Hospital Site located at 5510 180 Street, amending approximately 9 hectares of land designated 'Industrial' to 'Mixed Employment';
  - b) give first, second, and third readings to "Metro Vancouver Regional District Regional Growth Strategy Amendment Bylaw No. 1327, 2021"; and
  - c) direct staff to notify affected local governments as per section 6.4.2 of *Metro Vancouver 2040: Shaping our Future*.
  
2. That the MVRD Board decline the proposed amendment for the Cloverdale Hospital Site and notify the City of Surrey of the decision.

### **FINANCIAL IMPLICATIONS**

If the MVRD Board chooses Alternative 1, notification will be given to all affected local governments as laid out in the *Local Government Act* and *Regional Growth Strategy Implementation Guideline #2: Amendments to the Regional Growth Strategy*.

If the MVRD Board chooses Alternative 2, the City of Surrey will be notified of the Board's decision. A dispute resolution process may take place as described in the *Local Government Act*. The cost of this dispute resolution is prescribed based on the proportion of assessed land values. Metro Vancouver would be responsible for most of the associated costs.

### **SUMMARY / CONCLUSION**

The City of Surrey has requested that the MVRD Board consider a Type 3 minor amendment to *Metro 2040* for the approximately 9-hectare Cloverdale Hospital Site, located immediately south of Kwantlen Polytechnic University Cloverdale Campus. The amendment proposes to change the regional land use designation of the site from 'Industrial' to 'Mixed Employment' in order to allow the development of the new Cloverdale Hospital and Cancer Centre by the Fraser Health Authority.

Staff note that if the development of the hospital site proceeds, changes to the associated road network should be done in a manner that does not restrict truck access or goods movement potential to the surrounding industrial land and existing KPU Campus, and the possible future development of the lands to the east.

Overall, the proposed amendment allows the hospital use, which is consistent with the surrounding neighbourhood context and ensures employment generating uses in close proximity to a Municipal Town Centre and future enhanced transit service area. Based on this, staff recommend Alternative 1, to initiate the proposed amendment to *Metro 2040* for the City of Surrey Cloverdale Hospital Site.

### **Attachments**

1. Correspondence, dated July 30 2021, from City of Surrey, to Metro Vancouver Board re: City of Surrey Regional Growth Strategy Amendment Application (48005060)
2. Metro Vancouver Regional District Regional Growth Strategy Amendment Bylaw No. 1327, 2021

### **Reference**

[City of Surrey Report \(No. 7921-0139-00\), dated July 12, 2021](#)

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Office of the Chair  
Tel. 604 432-6215 or via Email  
CAOAdministration@metrovancover.org

NOV 10 2021

File: CR-12-01  
Ref: RD 2021 Oct 29

Mayor Malcolm Brodie and Council  
City of Richmond  
6911 No. 3 Road  
Richmond, BC V6Y 2C1  
**VIA EMAIL: MBrodie@richmond.ca; mayorandcouncillors@richmond.ca**

Dear Mayor Brodie and Council:

***Metro Vancouver 2040: Shaping our Future Land Use Designation Amendment***  
**Request from the City of Surrey – 228 175A Street**

On July 30, 2021, the City of Surrey submitted a request to Metro Vancouver to amend *Metro 2040: Shaping our Future (Metro 2040)*, the regional growth strategy, for an approximately 2.5 hectare site located at 228 175A Street in the Douglas area of south Surrey. The amendment would redesignate the site from the current regional land use designation of “Mixed Employment” to “General Urban” to allow for proposed medium-density residential and commercial uses and an assisted living facility.

At its October 29, 2021 regular meeting, the Board of Directors of the Metro Vancouver Regional District (Metro Vancouver) adopted the following resolutions:

*That the MVRD Board:*

- a) *initiate the regional growth strategy amendment process for the City of Surrey’s requested regional land use designation amendment from Mixed Employment to General Urban for the lands located at 228 175A Street;*
- b) *give first, second, and third readings to “Metro Vancouver Regional District Regional Growth Strategy Amendment Bylaw No. 1326, 2021”; and*
- c) *direct staff to notify affected local governments as per section 6.4.2 of Metro Vancouver 2040: Shaping our Future.*

As required by both the *Local Government Act* and *Metro 2040*, the regional growth strategy amendment process requires a minimum 30-day notification period to allow all affected local governments and members of the public to provide comment on the proposed amendment. Following the comment period, the MVRD Board will review all comments received, and consider adoption of the amendment bylaw.

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The proposed amendment is a Type 3 minor amendment to *Metro 2040*, which requires that an amendment bylaw be passed by the MVRD Board by a 50%+1 weighted vote. No regional public hearing is required. For more information on regional growth strategy amendment procedures, please refer to Sections 6.3 and 6.4 in *Metro 2040*. A Metro Vancouver staff report providing background information and an assessment of the proposed amendment, regarding its consistency with *Metro 2040*, is enclosed.

You are invited to provide written comments on the proposed amendment. Please provide your comments **by January 7, 2022**.

If you have any questions with respect to the proposed amendment, please contact Sean Galloway, Director, Regional Planning and Electoral Area Services, by phone at 604-451-6616 or by email at [Sean.Galloway@metrovancover.org](mailto:Sean.Galloway@metrovancover.org).

Yours sincerely,



Sav Dhaliwal  
Chair, Metro Vancouver Board

SD/JWD/hm

cc: Jerry W. Dobrovlny, Commissioner/Chief Administrative Officer, Metro Vancouver  
Neal Carley, General Manager, Parks and Environment, Metro Vancouver  
Heather McNell, General Manager, Regional Planning and Housing Services, Metro Vancouver  
George Duncan, Chief Administrative Officer, City of Richmond  
John Hopkins, Director of Policy Planning, City of Richmond

Encl: Report dated September 27, 2021, titled "*Metro Vancouver 2040: Shaping our Future Land Use Designation Amendment Request from the City of Surrey – 228 175A Street*" (Doc# 47816118)

48827225

**CNCL - 25**  
**(Special)**

---

To: Regional Planning Committee

From: Mark Seinen, Senior Planner, Regional Planning and Housing Services

Date: September 27, 2021 Meeting Date: October 8, 2021

Subject: ***Metro Vancouver 2040: Shaping our Future* Land Use Designation Amendment Request from the City of Surrey – 228 175A Street**

---

### RECOMMENDATION

That the MVRD Board:

- a) initiate the regional growth strategy amendment process for the City of Surrey's requested regional land use designation amendment from Mixed Employment to General Urban for the lands located at 228 175A Street;
  - b) give first, second, and third readings to "Metro Vancouver Regional District Regional Growth Strategy Amendment Bylaw No. 1326, 2021"; and
  - c) direct staff to notify affected local governments as per section 6.4.2 of *Metro Vancouver 2040: Shaping our Future*.
- 

### EXECUTIVE SUMMARY

The City of Surrey is requesting a Type 3 minor amendment to *Metro 2040*, the regional growth strategy, for an approximately 2.5 hectare site located at 228 175A Street in the Douglas area of south Surrey. The amendment would redesignate the site from the current regional land use designation of Mixed Employment to General Urban to allow for proposed medium-density residential and commercial uses and an assisted living facility.

The proposed amendment supports *Metro 2040* in several respects and provides needed jobs and housing. It is not anticipated to lead to further applications, as the site is surrounded by General Urban lands. Should the proposed amendment be approved by the MVRD Board, the City of Surrey is requested to mitigate transportation impacts through strategies such as noise reduction, continued active transportation investment, and Transportation Demand Management (TDM) programs.

### PURPOSE

To provide the Regional Planning Committee and the MVRD Board with the opportunity to consider the City of Surrey's request to amend *Metro Vancouver 2040: Shaping our Future (Metro 2040)* to accommodate the development of a mixed-use project consisting of 39 townhouse units, 77 apartment units, and a care facility.

### BACKGROUND

*Metro 2040* includes provisions for member jurisdictions to request amendments to regional land use designations. On July 30, 2021, Metro Vancouver received a written request from the City of Surrey to consider a *Metro 2040* amendment for the subject site (Attachment 1). The proposed amendment constitutes a Type 3 minor amendment requiring an amendment bylaw to *Metro 2040* that receives an affirmative 50%+1 weighted vote of the MVRD Board at each reading; there is no requirement for a regional public hearing. A Council decision on the final adoption of the Official Community Plan

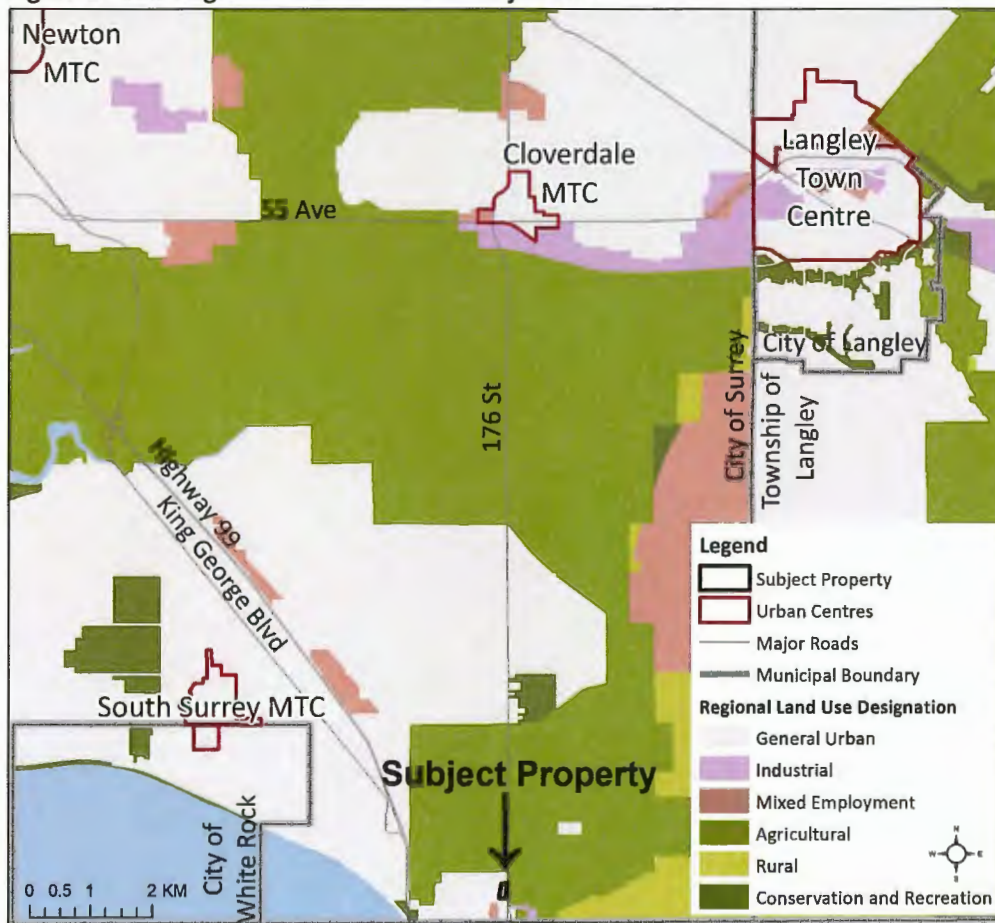
(OCP) Bylaw will be scheduled following a MVRD Board decision on the proposed *Metro 2040* amendment.

**SITE CONTEXT**

The City of Surrey is processing a development application (Reference 1) in the Douglas neighbourhood of south Surrey to permit the development of a mixed-use project consisting of 39 townhouse units, 77 apartment units, and a care facility comprised of 86 senior assisted living units and 96 care rooms, with a commercial (office/retail) building.

The subject site, 2.5 hectares in size, is located approximately five kilometres southeast of Semiahmoo Municipal Town Centre (Figure 1). Located on Highway 15, the site is approximately 400 metres north of the Pacific Highway Border Crossing.

**Figure 1 - Sub-Regional Context for the Subject Site**



**PROPOSED AMENDMENT**

The site is within the Urban Containment Boundary and is currently designated Mixed Employment by *Metro 2040* (Figure 2). The proposed regional land use designation is General Urban (Figure 3). In Surrey’s Official Community Plan, the current designation is Mixed Employment and the proposed designations are Multiple Residential and Commercial. The amendment constitutes a Type 3 minor amendment as per section 6.3.4(b) of *Metro 2040* (i.e. for sites within the Urban Containment

Boundary, and proposed amendments from Mixed Employment to any other regional land use designation).

**Figure 2 - Current Regional Growth Strategy Land Use Designations**



**Figure 3 - Proposed Regional Growth Strategy Land Use Designations**



## **REGIONAL PLANNING ANALYSIS**

The City of Surrey's proposed amendment has been assessed in relation to the applicable *Metro 2040* goals and policies, noting that the regional growth strategy is currently being reviewed for an update. The intent of the assessment is not to duplicate that of the municipal planning process, but rather to identify any potential regional planning implications and the regional significance of the proposed land use changes in consideration of the regional growth strategy.

### **Goal 1: Create a Compact Urban Area**

Metro Vancouver and its member jurisdictions have committed to focusing growth within the Urban Containment Boundary (UCB), and more specifically, within Urban Centres. The site at 228 175A street is located within the UCB, but is about five km from the nearest Urban Centre. However, the application is not expected to result in further nearby applications, as the surrounding lands are designated as General Urban.

### **Goal 2: Support a Sustainable Regional Economy**

*Metro 2040* commits to promoting land development patterns that support a diverse regional economy and protecting the region's supply of Industrial land. The proposed regional land use designation amendment for 228 175A Street supports jobs creation through the seniors' care facility and commercial building. Although it represents the loss of Mixed Employment lands located in a strategic trade location (near the US border crossing and along a significant truck route), the proposed development nonetheless creates significant job space. Moreover, considering the significant addition of Mixed Employment lands through other concurrent proposed amendments proximate to this site, the subject site is relatively small.

### **Goal 4: Develop Complete Communities**

*Metro 2040* strives to provide diverse and affordable housing choices in communities that are complete with a range of services and amenities. The proposal expands the housing supply through a variety of compact development forms (i.e. townhouse and apartment). However, since all the housing units will be strata tenure, the project will make only minor contributions to regional housing affordability objectives.

### **Goal 5: Support Sustainable Transportation Choices**

The strategies under this goal encourage the coordination of land use and transportation to encourage transit, multiple-occupancy vehicles, cycling and walking, and support the safe and efficient movement of vehicles for passengers, goods and services.

The proposed development is not served by public transit and is not well-connected to regional walking and cycling networks. The majority of trips to and from this location will be made by motor vehicle. The site is located on a truck route and provincial highway, so residents and workers may experience excessive noise, vibration, and air quality impacts. These impacts may be particularly acute for the more sensitive seniors' centre uses, located closest to Highway 15.

Should the proposed regional land use designation amendment be advanced by the MVRD Board, the City of Surrey is encouraged to take steps to mitigate noise, vibration, and air quality impacts from the adjacent highway on the residential units; integrate active transportation options to and from the site and the adjacent neighbourhoods; and work with the applicant to develop Transportation Demand Management programs (e.g. vanpools, secure bicycle parking) for the future residents.

### Regional Planning Advisory Committee Comments

As required by *Regional Growth Strategy Procedures Bylaw No. 1148, 2011*, Metro Vancouver staff prepared a report to the Regional Planning Advisory Committee (RPAC) for information at its meeting of September 27, 2021. The following questions were asked by RPAC members at that meeting:

- *What would be the employment capacity of the subject site under its current Mixed Employment designation?* City of Surrey confirmed that, at 22 jobs per acre, the subject site would actually provide a higher job density than comparable Mixed Employment sites in the area.
- *What is the difference between the loss of Mixed Employment land in this proposal versus the proposed addition of Mixed Employment land in South Campbell Heights?* Surrey staff noted that, in terms of scale, this site is relatively small, so it is less regionally-significant than South Campbell Heights and is more constrained in terms of the types of employment uses that could be accommodated. This site will involve the conversion of some 2.5 hectares of Mixed Employment land, while the South Campbell Heights proposal represents a net gain of approximately 147 hectares.
- *What noise and air quality interventions are proposed?* The City of Surrey requires that any development next to an arterial roadway perform an acoustic analysis and submit a report.

### AMENDING METRO 2040 AND NEXT STEPS

*Metro 2040* is the region's collective vision for how to manage regional growth in a way that reflects the federation's values. It includes regional land use designations which are a key tool for protecting and enhancing the region's supply of Conservation and Recreation, Mixed Employment, Agricultural, and Industrial lands. In accordance with Subsections 6.3.4(c) of *Metro 2040*, for sites within the Urban Containment Boundary, land use designation amendments are a Type 3 Minor Amendment. Adoption of a Type 3 amendment requires an affirmative 50%+1 weighted vote of the MVRD Board, and does not require a regional Public Hearing.

If the amendment bylaw (Attachment 2) receives 1<sup>st</sup>, 2<sup>nd</sup>, and 3<sup>rd</sup> readings by the MVRD Board, it will be referred to affected local governments and other agencies, as well as posted on the Metro Vancouver website for a minimum of 30 days for the opportunity to provide comment. Any comments received would be summarized and included in the report advancing the bylaw to the MVRD Board for consideration of final adoption. Should the initial readings of the amendment bylaw be given, staff will report back to the MVRD Board at a meeting in early 2022 with a summary of any comments received on the proposed amendment, and the amendment bylaw for consideration of final reading. The City's updated Regional Context Statement will also be provided to the Board for consideration of acceptance at the same time as final adoption of the proposed amendment.

### ALTERNATIVES

1. That the MVRD Board:
  - a) initiate the regional growth strategy amendment process for the City of Surrey's requested regional land use designation amendment from Mixed Employment to General Urban for the lands located at 228 175A Street;
  - b) give first, second, and third readings to "Metro Vancouver Regional District Regional Growth Strategy Amendment Bylaw No. 1326, 2021"; and
  - c) direct staff to notify affected local governments as per section 6.4.2 of *Metro Vancouver 2040: Shaping our Future*.

2. That the MVRD Board decline the proposed amendment for 228 175A Street and notify the City of Surrey of the decision.

### **FINANCIAL IMPLICATIONS**

If the MVRD Board chooses Alternative 1, notification will be given to all affected local governments as laid out in the *Local Government Act* and *Regional Growth Strategy Implementation Guideline #2: Amendments to the Regional Growth Strategy* (Reference 2).

If the MVRD Board chooses Alternative 2, the City of Surrey will be notified of the Board's decision. A dispute resolution process may take place as described in the *Local Government Act*. The cost of this dispute resolution is prescribed based on the proportion of assessed land values. Metro Vancouver would be responsible for most of the associated costs.

### **CONCLUSION**

The City of Surrey has submitted a request for a *Metro 2040* amendment for the site located at 228 175A Street. The request proposes changing the regional land use designation of approximately 2.5 hectares of land from Mixed Employment to General Urban, to facilitate the development of residential units, a commercial building, and an assisted living facility for seniors.

The proposed amendment supports *Metro 2040* in several respects, and provides needed jobs and housing. The proposal is not anticipated to lead to further applications, as it is surrounded by General Urban lands. Should the proposed amendment be approved by the MVRD Board, the City of Surrey is requested to mitigate the transportation impacts through strategies such as noise reduction, continued active transportation investment, and Transportation Demand Management programs. Staff recommend Alternative 1.

### **Attachments** (47816117)

1. Correspondence, dated July 30 2021, from City of Surrey, to Metro Vancouver Board re: City of Surrey Regional Growth Strategy Amendment Application
2. Metro Vancouver Regional District Regional Growth Strategy Amendment Bylaw No. 1326, 2021

### **References**

1. [City of Surrey Planning Report, dated June 28, 2021 \(Application No.: 7916-0679-00\)](#)
2. [Regional Growth Strategy Implementation Guideline #2: Amendments to the Regional Growth Strategy](#)

47816118



Office of the Chair  
Tel. 604 432-6215 or via Email  
CAOAdministration@metrovancouver.org

NOV 10 2021

File: CR-12-01  
Ref: RD 2021 Oct 29

Mayor Malcolm Brodie and Council  
City of Richmond  
6911 No. 3 Road  
Richmond, BC V6Y 2C1  
VIA EMAIL: MBrodie@richmond.ca; mayorandcouncillors@richmond.ca

Dear Mayor Brodie and Council:

***Metro Vancouver 2040: Shaping Our Future Land Use Designation Amendment  
Request from the City of Surrey – South Campbell Heights***

On July 30, 2021, the City of Surrey submitted a request to Metro Vancouver to amend *Metro 2040: Shaping our Future (Metro 2040)*, the regional growth strategy, for the area corresponding with the Revised Stage 1 South Campbell Heights Land Use Plan. The requested amendment includes: the redesignation of regionally designated “Rural” lands (within a Special Study Area) to “Mixed Employment” (160.8 ha), “Conservation and Recreation” (55.5 ha) and “Agricultural” (12.1 ha); extension of the Urban Containment Boundary by 223.7 hectares; and redesignation of “Mixed Employment” lands within the Urban Containment Boundary to “Conservation and Recreation” (13.4 ha).

At its October 29, 2021 regular meeting, the Board of Directors of Metro Vancouver Regional District (Metro Vancouver) adopted the following resolution:

*That the MVRD Board:*

- a) initiate the regional growth strategy amendment process for the City of Surrey’s requested regional land use designation amendments for the South Campbell Heights area, including extension of the Urban Containment Boundary and removal of the Special Study Area overlay;*
- b) give first, second, and third readings to “Metro Vancouver Regional District Regional Growth Strategy Amendment Bylaw No. 1328, 2021”;*
- c) direct staff to notify and seek comment from affected local governments as per section 6.4.2 of Metro Vancouver 2040: Shaping our Future; and*
- d) direct staff to notify and seek comment from local First Nations on the proposed Metro 2040 amendment.*

48827428

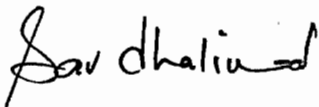
As required by both the *Local Government Act* and *Metro 2040*, the regional growth strategy amendment process requires a minimum 30-day notification period to allow all affected local governments and members of the public to provide comment on the proposed amendment. Following the comment period, the MVRD Board will review all comments received, and consider adoption of the amendment bylaw.

The proposed amendment is a Type 3 minor amendment to *Metro 2040*, which requires that an amendment bylaw be passed by the MVRD Board by a 50%+1 weighted vote. For more information on regional growth strategy amendment procedures, please refer to Sections 6.3 and 6.4 in *Metro 2040*. A Metro Vancouver staff report providing background information and an assessment of the proposed amendment, regarding its consistency with *Metro 2040*, is enclosed.

You are invited to provide written comments on the proposed amendment. Please provide your comments by **January 7, 2022**.

If you have any questions with respect to the proposed amendment, please contact Sean Galloway, Director, Regional Planning and Electoral Area Services, by phone at 604-451-6616 or by email at [Sean.Galloway@metrovancover.org](mailto:Sean.Galloway@metrovancover.org).

Yours sincerely,



Sav Dhaliwal  
Chair, Metro Vancouver Board

SD/JWD/hm

cc: Jerry W. Dobrovolny, Commissioner/Chief Administrative Officer, Metro Vancouver  
Neal Carley, General Manager, Parks and Environment, Metro Vancouver  
Heather McNell, General Manager, Regional Planning and Housing Services, Metro Vancouver  
George Duncan, Chief Administrative Officer, City of Richmond  
John Hopkins, Director of Policy Planning, City of Richmond

Encl: Report dated October 8, 2021, titled "*Metro Vancouver 2040: Shaping Our Future Land Use Designation Amendment Request from the City of Surrey – South Campbell Heights*" (Doc# 47807222)

48827428

**CNCL - 33**  
**(Special)**

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To: MVRD Board of Directors

From: Regional Planning Committee

Date: October 8, 2021 Meeting Date: October 29, 2021

Subject: ***Metro Vancouver 2040: Shaping Our Future Land Use Designation Amendment Request from the City of Surrey – South Campbell Heights***

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**REGIONAL PLANNING COMMITTEE RECOMMENDATION**

That the MVRD Board:

- a) initiate the regional growth strategy amendment process for the City of Surrey's requested regional land use designation amendments for the South Campbell Heights area, including extension of the Urban Containment Boundary and removal of the Special Study Area overlay;
  - b) give first, second, and third readings to "Metro Vancouver Regional District Regional Growth Strategy Amendment Bylaw No. 1328, 2021";
  - c) direct staff to notify and seek comment from affected local governments as per section 6.4.2 of *Metro Vancouver 2040: Shaping our Future*; and
  - d) direct staff to notify and seek comment from local First Nations on the proposed *Metro 2040* amendment.
- 

At its October 8, 2021 meeting, the Regional Planning Committee considered the attached report titled "*Metro Vancouver 2040: Shaping Our Future Land Use Designation Amendment Request from the City of Surrey – South Campbell Heights*", dated September 20, 2021. The Committee subsequently amended the recommendation as presented above in underline style.

The Committee members expressed support for increasing employment lands, given the shortage in the region as well as the site's location in relation to the goods movement network and the existing Campbell Heights development. In addition, Committee members recognized the Special Study Area overlay for the lands, which indicates contemplated land use change after additional municipal planning work. The Committee members recognized the additional protection of nearly 70 hectares of land adjacent to the Little Campbell River by designating them Conservation / Recreation in *Metro 2040*.

However, four areas of concern were discussed:

- Concern was expressed about the lack of environmental work undertaken to date. Most environmental work is being planned for Phase II of the local planning process, but the proposed land use change is being advanced now without better understanding about how environmental values will be protected, particularly impacts on infiltration and groundwater;
- Concern was expressed that local First Nations, and particularly the Semiahmoo First Nation, had not been engaged regarding the proposal to date;
- Concern was expressed about the broad nature of the Mixed Employment designation and the potential commercial job sprawl and climate impacts this would enable. It was noted that if the intent is to create industrial jobs, that the regional designation proposed should be Industrial, not Mixed Employment; and

- Concern was expressed about the proposal's extension south of 16 Avenue, despite the 2018 MVRD Board response seeking to limit extension of the Urban Containment Boundary to 16 Avenue.

This matter is now before the Board for its consideration.

**Attachment**

"Metro Vancouver 2040: Shaping Our Future Land Use Designation Amendment Request from the City of Surrey – South Campbell Heights", dated September 20, 2021

47807222 FINAL

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To: Regional Planning Committee

From: James Stiver, Division Manager Growth Management and Transportation and  
Mark Seinen, Senior Planner, Regional Planning and Housing Services

Date: September 20, 2021 Meeting Date: October 8, 2021

Subject: ***Metro Vancouver 2040: Shaping Our Future Land Use Designation Amendment Request from the City of Surrey – South Campbell Heights***

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**RECOMMENDATION**

That the MVRD Board:

- e) initiate the regional growth strategy amendment process for the City of Surrey's requested regional land use designation amendments for the South Campbell Heights area, including extension of the Urban Containment Boundary and removal of the Special Study Area overlay;
  - f) give first, second, and third readings to "Metro Vancouver Regional District Regional Growth Strategy Amendment Bylaw No. 1328, 2021"; and
  - g) direct staff to notify affected local governments as per section 6.4.2 of *Metro Vancouver 2040: Shaping our Future*.
- 

**EXECUTIVE SUMMARY**

The City of Surrey is requesting a *Metro 2040* amendment corresponding with the Revised Stage 1 South Campbell Heights Land Use Plan. This is an update to a proposed amendment for the area considered by the MVRD Board in 2018 that was referred back to the City of Surrey for further refinement of the of the proposal. The requested amendment includes: the redesignation of Rural designated lands (within a Special Study Area) to Mixed Employment (160.8 ha), Conservation and Recreation (55.5 ha) and Agricultural (12.1 ha); extension of the Urban Containment Boundary by 223.7 hectares; and redesignation of some Mixed Employment lands within the Urban Containment Boundary to Conservation and Recreation (13.4 ha).

Consideration of requested regional land use amendments is often about evaluating the trade-offs among regional growth strategy objectives. The implications of introducing much needed job lands must be considered against the expansion of the Urban Containment Boundary in terms of regional servicing and transit costs, and impacts to the natural environment and climate action. These lands have long been contemplated for land use change, and their Special Study Area overlay highlights that fact. On balance, the requested amendment for South Campbell Heights is supportable based on the evaluation against *Metro 2040's* policy framework.

**PURPOSE**

This report provides the Regional Planning Committee with the opportunity to review and comment on the City of Surrey's request to amend *Metro Vancouver 2040: Shaping our Future (Metro 2040)*, the regional growth strategy, for the South Campbell Heights area.

**BACKGROUND**

*Metro 2040* includes provisions for member jurisdictions to request amendments to the regional growth strategy. The proposed amendments are intended to enable approval of the Revised Stage 1

South Campbell Heights Land Use Plan (Reference 1), which was given 3<sup>rd</sup> reading by Surrey City Council on July 26, 2021. On July 12, 2021, City of Surrey Council initiated *Surrey Official Community Plan Amendment Bylaw, 2013, No. 18020, Amendment Bylaw, 2021, No. 20393* by undertaking 1<sup>st</sup> and 2<sup>nd</sup> readings. A municipal public hearing was held on July 26, 2021 and subsequently, at the same meeting, City Council at 3<sup>rd</sup> reading of *Bylaw No. 20393* passed the following resolution:

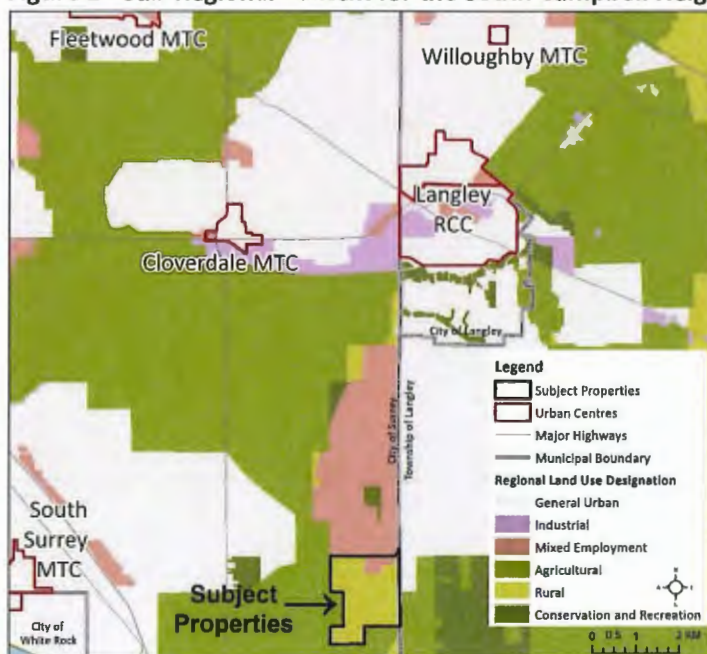
*Subject to Council granting third reading to Amendment Bylaw No. 20393, authorize staff to submit a Type 3, Minor Regional Growth Strategy amendment and Regional Context Statement amendment application to the Metro Vancouver Board for approval of the Regional Growth Strategy Regional Land Use Designation amendments as shown in Appendix “IV” and Appendix “V”.*

On July 30, 2021, Metro Vancouver received a written request (Attachment 1) from the City of Surrey to consider an amendment to *Metro 2040* for the subject area in South Campbell Heights. The requested amendment constitutes a Type 3 minor amendment; this requires adoption of the amending through an affirmative 50%+1 weighted vote of the MVRD Board. Additionally, there is no requirement for a regional public hearing. A Council decision on the final adoption of the Official Community Plan (OCP) Bylaw will be scheduled following the decision of the MVRD Board on the requested.

**SITE CONTEXT**

The South Campbell Heights area is located in the southeast area of the City of Surrey adjacent to the municipal boundary with the Township of Langley (Figure 1). The area is characterized by rural development and forested natural areas. The Little Campbell River and its tributaries run diagonally through the area, and large-lot rural residences exist alongside pastures and other small-scale uses such as a kennel and a cemetery. One property is currently being used for agricultural production.

**Figure 1 - Sub-Regional Context for the South Campbell Heights Area**

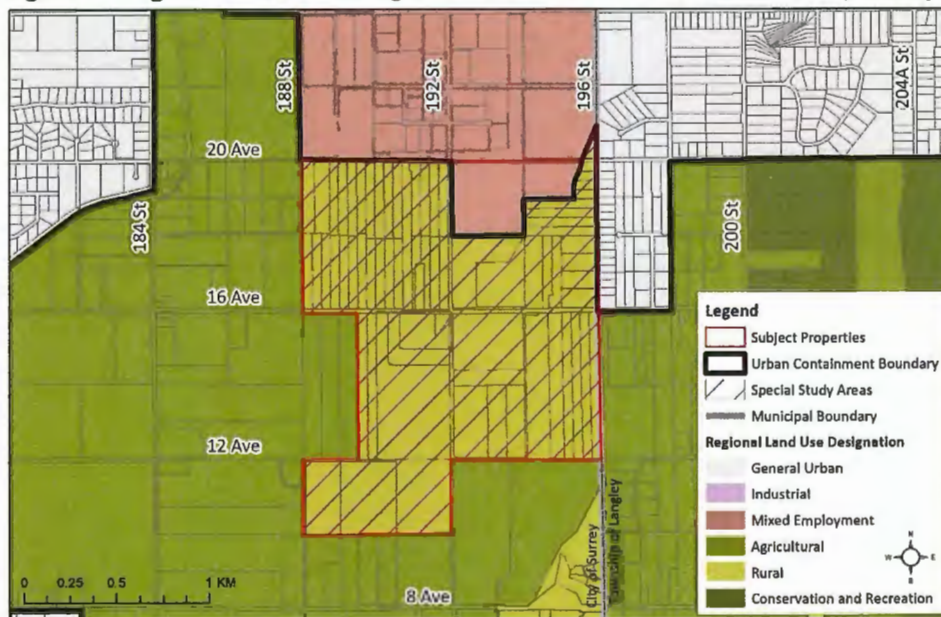


### Existing Regional Land Use Designations and Special Study Area

The subject area includes lands currently identified in *Metro 2040* as a Special Study Area. This overlay was established in *Metro 2040* to reflect where, prior to its adoption in 2011, a municipality had expressed intent for future land use changes following further municipal planning work. The Special Study Area overlay does not alter the underlying regional land use designations. All lands in the South Campbell Heights Special Study Area (228.29 ha) are designated Rural in *Metro 2040*, and are located outside the Urban Containment Boundary.

The proposed amendment also includes 13.38 ha of Mixed Employment lands within the Urban Containment Boundary that does not form part of the Special Study Area (Figure 2).

**Figure 2 - Regional Land Use Designations, Urban Containment Boundary and Special Study Area**



### PROPOSED AMENDMENT

The proposed amendment is an update to the City of Surrey’s 2018 application that was previously considered by the MVRD Board for the same lands (Reference 2). That application was referred back to the City of Surrey, citing that the extension of the Urban Containment Boundary and redesignation of Rural lands to General Urban (for urban residential development), particularly south of 16 Avenue, were inconsistent with the policy framework in *Metro 2040*.

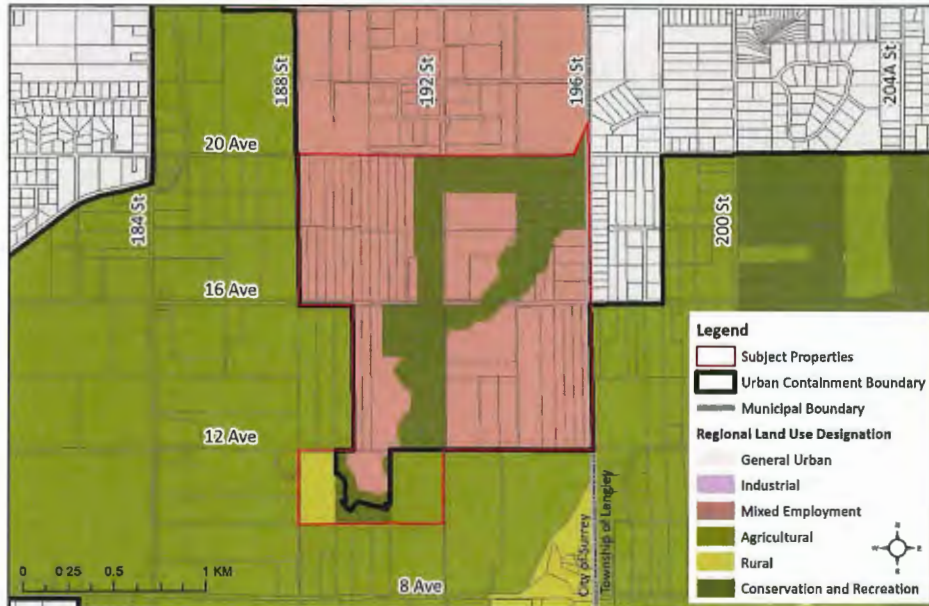
The updated proposal encompasses 72 properties, as depicted below in Figure 3. The amendment seeks to:

- a) redesignate 13.4 ha from Mixed Employment to Conservation and Recreation within the Urban Containment Boundary;<sup>1</sup>
- b) redesignate a total of 228.4 hectares outside the Urban Containment Boundary and within the Special Study Area from:

<sup>1</sup> There is an adjacent 7.91 ha Mixed Employment parcel within the subject area that is proposed to remain designated as Mixed Employment. No regional land use designation amendment is required.

- i. Rural to Mixed Employment (160.8 ha)
  - ii. Rural to Conservation and Recreation (55.5 ha)
  - iii. Rural to Agricultural (12.1 ha);
- c) extend the Urban Containment Boundary to include an additional 223.7 hectares; and  
d) remove the Special Study Area designation from the entire South Campbell Heights area.

**Figure 3 - Proposed Regional Land Use Designations and Urban Containment Boundary Alignment**



The proposed amendment is a Type 3 minor amendment as per sections 6.3.4(b) and (g) of *Metro 2040*. Type 3 minor amendments require an amendment bylaw that receives a 50%+1 weighted vote of the Board at each reading, with no regional public hearing.

### REGIONAL PLANNING ANALYSIS

The proposed amendment has been assessed in relation to the applicable *Metro 2040* goals and policies, noting that the regional growth strategy is currently being updated. The assessment focuses on potential regional planning implications and the regional significance of the proposed land use changes in consideration of the regional growth strategy.

The current proposal updates Surrey's 2018 regional growth strategy amendment request (Reference 1). The 2018 proposed amendment was assessed for alignment with the goals, strategies and objectives of *Metro 2040*. The policy framework, supported amending the Rural lands north of 16 Avenue to Mixed Employment, and protecting ecologically important lands by amending the designation on such lands to Conservation and Recreation. As a result, this report does not re-evaluate those aspects of the proposed amendment.

The main difference between the two applications is that the 2018 application requested that 143 ha be redesignated from a regional land use designation of Rural to General Urban to facilitate urban residential development. The 2021 application seeks instead to redesignate from Rural to Mixed Employment, thereby eliminating the residential component, and focusing on responding to the



region's strong need for industrial and job lands. As a result, the updated request from the City addresses many of the concerns previously noted with respect to introducing new urban residential development in this area. However, the proposed Mixed Employment land uses introduces some additional regional planning issues that have been examined through the *Metro 2040* policy framework below.

**GOAL 1: Create a Compact Urban Area - Implications of Expanding the Urban Containment Boundary**

Metro Vancouver's analysis of Surrey's 2018 application noted that residential development would increase pressure on nearby Rural lands by signaling potential availability for urban development; there is some risk that Mixed Employment development in the same area could generate similar outcomes. However, given market dynamics of residential comparative to employment development, this pressure will likely be less intensive.

The Urban Containment Boundary (UCB) is intended to be a long term, stable boundary for urban growth in Metro Vancouver. Regional Planning projections and analysis demonstrates that there is sufficient land within it to accommodate future growth in the region over the coming decades. As such, the current policy framework does not generally support its expansion.

However, the subject lands are identified as a Special Study Area in *Metro 2040*. This overlay does not alter the underlying regional land use designation(s), however it does reflect a municipality's intent to seek future land use change following more detailed local planning work. Reflecting this potential for change, the Special Study Area overlay reduces the MVRD Board's voting threshold needed for a proposed amendment to *Metro 2040* on lands outside the UCB and designated Rural, from a 2/3 weighted vote of the Board to a 50%+1 vote; additionally, it also removes the requirement for a regional public hearing.

The UCB is also an essential tool for supporting the efficient provision of urban infrastructure across the region. Regional sewerage and water services and transit expansions are necessitated by realigning the UCB, ultimately requiring increased service levels and costs. If the proposed amendment is adopted, the City of Surrey will need to seek an amendment to the Fraser Sewerage Area (FSA) from the GVS&DD Board; the review of this amendment would be predicated on the technical and financial feasibility and capacity of services. Staff note that the existing Metro Vancouver sewerage infrastructure required to service these lands may not be sufficient; further analysis will need to be undertaken in this regard.

**GOAL 2: Protect the Supply of Industrial Land: Regional Need for Employment Lands**

The proposed amendment proposes four times as much Mixed Employment designated lands than 2018 application. The City's planning report (Reference 1) cites the constrained supply of industrial lands as a rationale for redevelopment of the South Campbell Heights area. The report specifically addresses the demand for, and availability of, alternative employment lands within the Urban Containment Boundary, estimating that the existing North Campbell Heights employment area will reach its development capacity within seven to nine years. The recently-completed Regional Industrial Lands Strategy documented the extremely limited supply of industrial lands in the region, the consistently strong demand for industrial space, and the few opportunities to add more lands to

the regional market. In many areas, existing industrial lands are also being threatened by conversion to other uses.

The proposal for South Campbell Heights is for a Mixed Employment, not Industrial, regional land use designation, which is an important distinction. While the Mixed Employment designation permits industrial uses, it also permits commercial and other employment-related uses. Staff appreciate the flexibility Surrey would like to retain for land uses in the South Campbell Heights area, and that residential use is not intended. However, an extension of the UCB and use of these lands for Mixed Employment uses does have the potential to attract employment uses away from the City's existing Urban Centres and transit-rich locations. If the amendment is supported, it will be incumbent on the City of Surrey to ensure that the land uses in this area support industry and do not compete with major trip-generating uses that are more appropriately located in Urban Centres, in an effort to reduce auto-oriented "job sprawl." The existing North Campbell Heights business park area is designated Mixed Employment in *Metro 2040*, and primarily supports light industrial uses, with some commercial and other employment uses.

### **GOAL 3: Protect the Environment and Respond to Climate Change Impacts**

A significant land use change for 160 ha of rural lands to more urban forms of development will have ecological impacts. The City has identified ecologically-sensitive locations which it has indicated will be protected through the South Campbell Heights Land Use Plan, providing for a continuous biodiversity hub along the Little Campbell River riparian corridor. As a result of this work, The City is proposing to redesignate 55.52 ha from Rural to Conservation and Recreation to support the protection of this ecological corridor. These lands are being introduced, in part, to provide a buffer function, with stream setbacks that exceed the requirements of The City of Surrey's Zoning Bylaw and riparian area regulations. The proposed Conservation and Recreation designation component totals 86 ha, or 35 percent of the subject area.

Beyond the conservation plans for the Little Campbell River corridor itself, questions remain about broader aquifer protection and potential infiltration into neighbouring communities. The City of Surrey has committed to additional study and monitoring of groundwater impacts through subsequent phases of the South Campbell Heights Land Use Plan.

The City of Surrey's comprehensive Climate Adaptation Strategy sets out progressive policies and initiatives and will help the City anticipate and respond to a changing climate. Any expansion of the UCB will have impacts on the area's resilience to climate change and will contribute to increased greenhouse gas emissions. If the proposed amendment is adopted, the City's future local planning work will need to ensure that the policies of the Strategy are applied to the development of the South Campbell Heights lands; this will support our collective actions in meeting our shared climate targets.

### **GOAL 5: Support Sustainable Transportation Choices**

The 2018 Metro Vancouver report noted that "as the location of the proposed redesignation is adjacent to the existing Campbell Heights industrial area and a major transportation route, it is an appropriate and regionally-strategic location for industrial related development." While the area is accessible by two truck routes and the Major Road Network, most roads in the area are two-lane roads, with a rural cross-section, that have the potential of not accommodating the additional

commercial vehicles/traffic; in addition, the road network south of 16 Avenue is incomplete and fragmented. Future road upgrades by the City will likely be necessary to accommodate the increases in commercial truck traffic.

If the regional land use designation amendment is adopted, pressure will increase to expand transit service beyond what is contemplated in the current TransLink Investment Plan for the area. This creates challenges from a transit service design and fare recovery perspective, particularly due to South Campbell Heights' outlying location and limited street connectivity.

The area is strategically located from a goods movement and jobs perspective. South Campbell Heights is proximate to the United States border and adjacent to an existing Mixed Employment area; it connects with the regional truck route network and Major Road Network; and it would serve job markets in both South Surrey and Langley.

**Regional Planning Advisory Committee Comments**

As required by *Regional Growth Strategy Procedures Bylaw No. 1148, 2011*, Metro Vancouver staff prepared a report to the Regional Planning Advisory Committee (RPAC) for its meeting of September 27, 2021. The City of Surrey presented the application, and RPAC members were able to ask questions and discuss. RPAC received the report for information.

**AMENDING METRO 2040 AND NEXT STEPS**

*Metro 2040* is the region's collective vision for how to manage regional growth in a way that reflects the federation's values. It includes regional land use designations, which are a key tool for protecting and enhancing the region's supply of Conservation and Recreation, Mixed Employment, Agricultural, and Industrial lands.

In accordance with Subsections 6.3.4(c) of *Metro 2040*, for sites within a Special Study Area or within the Urban Containment Boundary, land use designation amendments are a Type 3 Minor Amendment. Adoption of a Type 3 amendment requires an affirmative 50%+1 weighted vote of the MVRD Board, and does not require a regional Public Hearing.

If the amendment bylaw (Attachment 2) receives 1<sup>st</sup>, 2<sup>nd</sup>, and 3<sup>rd</sup> readings by the MVRD Board, it will be referred to affected local governments and other agencies, as well as posted on the Metro Vancouver website for a minimum of 30 days for the opportunity to provide comment. Any comments received would be summarized and included in the report advancing the bylaw to the MVRD Board for consideration of final adoption. Should the initial readings of the amendment bylaw be given, staff will report back to the MVRD Board at a meeting in early 2022 with a summary of any comments received on the proposed amendment, and the amendment bylaw for consideration of final reading. The City's updated Regional Context Statement will also be provided for consideration of acceptance at the same time as final adoption of the proposed amendment.

**ALTERNATIVES**

1. That the MVRD Board:
  - a) initiate the regional growth strategy amendment process for the City of Surrey's requested regional land use designation amendments for the South Campbell Heights area, including extension of the Urban Containment Boundary and removal of the Special Study Area overlay;

- b) give first, second, and third readings to “Metro Vancouver Regional District Regional Growth Strategy Amendment Bylaw No. 1328, 2021”; and
  - c) direct staff to notify affected local governments as per section 6.4.2 of *Metro Vancouver 2040: Shaping our Future*.
2. That the MVRD Board decline the proposed amendments for South Campbell Heights and notify the City of Surrey of the decision.

#### **FINANCIAL IMPLICATIONS**

If the MVRD Board chooses Alternative 1, notification will be given to all affected local governments as laid out in the *Local Government Act* and *Regional Growth Strategy Implementation Guideline #2: Amendments to the Regional Growth Strategy* (Reference 3).

If the MVRD Board chooses Alternative 2, the City of Surrey will be notified of the Board’s decision. A dispute resolution process may take place as described in the *Local Government Act*. The cost of this dispute resolution is prescribed based on the proportion of assessed land values. Metro Vancouver would be responsible for most of the associated costs.

#### **CONCLUSION**

The City of Surrey has submitted a request for a *Metro 2040* amendment corresponding with the Revised Stage 1 South Campbell Heights Land Use Plan (Reference 1). The plan includes the redesignation of 228.39 hectares of Rural designated lands outside the Urban Containment Boundary (within a Special Study Area) to Mixed Employment (160.77 ha), Conservation and Recreation (55.52 ha) and Agricultural (12.1 ha). It also includes the redesignation of 13.38 ha of Mixed Employment lands, within the Urban Containment Boundary, to Conservation and Recreation.

The proposed amendment aligns with the *Metro 2040* policy framework in the following ways:

- The extension of the Urban Containment Boundary can be supported by a demonstrated land need as there are few alternative employment lands available within the UCB;
- The subject area will provide jobs and expand the supply of much-needed employment-generating lands in the region;
- Given planned land use change in this area, environmental impacts have been largely addressed through the designation of Conservation and Recreation lands including buffer areas around the Little Campbell River and its tributaries; and
- The area is strategically located from a goods movement and trade perspective.

It should be noted that passenger transportation will be a challenge, particularly given the current lack of transit service, bikeways and pedestrian facilities. Further work will need to be undertaken in an effort to resolve these issues. This is also a significant addition to the Urban Containment Boundary, which has significant servicing impacts. These will not be as substantial as if the land use contemplated was residential, however the City of Surrey will need to apply to the GVS&DD for inclusion in the Fraser Sewerage Area, and there remains uncertainty as to the capacity of the current sewerage infrastructure to accommodate this planned use. And, there are significant environmental impacts when this scale of land use change is occurring, despite mitigating efforts.

Consideration of proposed regional land use amendments is often about evaluating the trade-offs among regional growth strategy objectives. The implications of introducing much-needed job lands must be considered against the expansion of the Urban Containment Boundary in terms of regional servicing and transit costs, impacts to the natural environment and climate action. On balance, the requested amendment for South Campbell Heights is supportable based on the above analysis of *Metro 2040's* policy framework. Staff recommend Alternative 1.

**Attachments** (47807423)

1. Correspondence, dated July 30 2021, from City of Surrey, to Metro Vancouver Board re: City of Surrey Regional Growth Strategy Amendment Application.
2. Metro Vancouver Regional District Regional Growth Strategy Amendment Bylaw No. 1328, 2021

**References**

1. [City of Surrey Corporate Report, dated July 8, 2021 \(No. R147\): Revised South Campbell Heights Land Use Plan](#)
2. [Metro Vancouver 2040: Shaping our Future Land Use Designation Amendment Request from the City of Surrey – South Campbell Heights](#). MVRD Board Regular Meeting, May 25, 2018
3. [Regional Growth Strategy Implementation Guideline #2: Amendments to the Regional Growth Strategy](#)

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