



City of Richmond

Report to Committee

To: Planning Committee **Date:** August 8, 2023
From: John Hopkins **File:** 01-0157-30-
Director, Policy Planning RGST1/2023-Vol 01
Re: **Response to Metro Vancouver’s Referral: Land Use Designation Amendment to the Metro 2050 Regional Growth Strategy Proposed by the City of Surrey for the Property Located at 11420 – 157A Street (Fraser Heights)**

Staff Recommendation

That comments from the City of Richmond be provided to the Metro Vancouver Regional District Board as outlined in the staff report titled “Response to Metro Vancouver’s Referral: Land Use Designation Amendment to the Metro 2050 Regional Growth Strategy Proposed by the City of Surrey for the Property Located at 11420 – 157A Street (Fraser Heights)”, dated August 8, 2023, from the Director, Policy Planning.

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

Att. 1

REPORT CONCURRENCE	
CONCURRENCE OF GENERAL MANAGER 	
SENIOR STAFF REPORT REVIEW	INITIALS:
APPROVED BY CAO 	

Staff Report

Origin

The Metro Vancouver Regional District (MVRD) Board has initiated a process to amend the Metro 2050 Regional Growth Strategy (RGS), in relation to a request from the City of Surrey for the property located at 11420 – 157A Street (Fraser Heights) (herein called “the subject site”).

At the June 30, 2023, regular meeting, the MVRD Board adopted the following resolution:

That the MVRD Board:

- a) initiate the Metro 2050 amendment process for the City of Surrey’s requested regional land use designation amendment from Industrial to General Urban for lands located at 11420 – 157A Street;*
- b) give first, second, and third readings to “Metro Vancouver Regional District Regional Growth Strategy Amendment Bylaw No. 1366, 2023”; and*
- c) direct staff to notify affected local governments as per section 6.4.2 of Metro 2050.*

The City of Surrey’s requested amendment to the Metro 2050 RGS involves a regional land use designation amendment to re-designate the subject site from Industrial to General Urban.

As part of Metro Vancouver’s notification process, the City of Richmond has been invited to provide written comments on the proposed amendments by September 15, 2023 (refer to Attachment 1 for the Metro Vancouver letter and accompanying report).

This report supports Council’s Strategic Plan 2022-2026 Focus Area #1 Proactive in Stakeholder and Civic Engagement:

Proactive stakeholder and civic engagement to foster understanding and involvement and advance Richmond’s interests.

1.1 Continue fostering effective and strategic relationships with other levels of government and Indigenous communities.

1.2 Advocate for the needs of Richmond in collaboration with partners and stakeholders.

This report supports Council’s Strategic Plan 2022-2026 Focus Area #2 Strategic and Sustainable Community Growth:

Strategic and sustainable growth that supports long-term community needs and a well-planned and prosperous city.

Findings of Fact

The proposed amendment is a Type 3 amendment in accordance with the criteria and procedures contained in the Metro 2050 RGS, which requires that the amendment bylaw be passed by an affirmative 50% + 1 weighted vote of the MVRD Board.

Information about the Development Proposal at 11420 – 157A Street (Fraser Heights)

The residential component of the project includes 38 single-family lots that will be accessed from the existing single-family residential area to the south. Approximately half of the subject site (54.6% or 5.55 ha) will be dedicated to the City for open space that will be added to existing designated park areas abutting the subject site. Related to the City of Surrey's request to amend the Metro 2050 RGS, the City of Surrey has granted third reading to a package of bylaws to amend its Official Community Plan from Industrial to Suburban and rezone the subject site from the Light Impact Industrial Zone to the Cluster Residential Zone. The proposal would also be subject to the processing and approval of a Development Permit and Development Variance Permit to address site-specific conditions and other development components related to the project.

AnalysisSummary of the Metro 2050 RGS Amendment for 11420 – 157A Street (Fraser Heights)

The proposed amendment to the Metro 2050 RGS involves a 10.2 ha (25.2 acres) site in the City of Surrey that is generally bounded by the South Fraser Perimeter Road (Highway 17) and Canadian National Railway yard to the north and east, a City park to the west and single-detached residential dwellings to the south. The surrounding RGS land use designations around the subject site include Industrial to the north and General Urban to the south.

The proposed regional land use designation amendment is from Industrial to General Urban. Refer to Figure 1 and Figure 2 for maps of the subject site showing the existing and proposed amendments to the RGS. A general summary of the regional land use rationale contained in the Metro Vancouver report is as follows:

- The subject site is directly adjacent to a residential area to the south, which is designated General Urban and contained in the Urban Containment Boundary. The only feasible access to the area is also through the existing single-family residential neighbourhood.
- The subject site is disconnected from adjacent lands that are designated Industrial by a steep escarpment and slope that creates a natural boundary. Furthermore, Highway 17 is a major transportation route that separates the subject site from the ability to connect or gain access to Industrial designated lands to the north along the Fraser River (containing Highway 17 and Canadian National Railway yard).
- Industrial activities and associated vehicle traffic would only be able to access the subject site by travelling through the existing residential neighbourhood which would introduce land use adjacency and traffic conflicts.

- Factors related to surrounding land use context, physical and geographical barriers and access limitations applicable to the subject site will not set a precedent for the conversion of industrial lands to residential uses.
- The Metro Vancouver report outlines that the subject site is generally undeveloped; however, since 2021, significant site disturbances and modifications (including tree removals) have occurred as part of the separate Trans Mountain Pipeline Expansion Project. Ecosystem enhancements and compensation will be undertaken on the subject site that would dedicate over half of the site (54.6%) to the City for open space that will contribute to natural area connectivity. The proposal also includes a tree replacement and compensation package that exceeds the City of Surrey requirements. The proposal involving the dedication of lands for open space/natural protection and tree compensation package which is consistent with regional objectives to enhance natural areas and increase tree canopy throughout the region.
- The proposed residential development on the subject site is for 38 single-detached residential dwelling units that have the potential for secondary suites. The Metro Vancouver report notes that although additional housing is provided for in the proposal, the relatively small size of the site and low density will not likely make a significant contribution to address regional housing affordability objectives or improve housing diversity options.

Figure 1- Existing Regional Land Use Designation

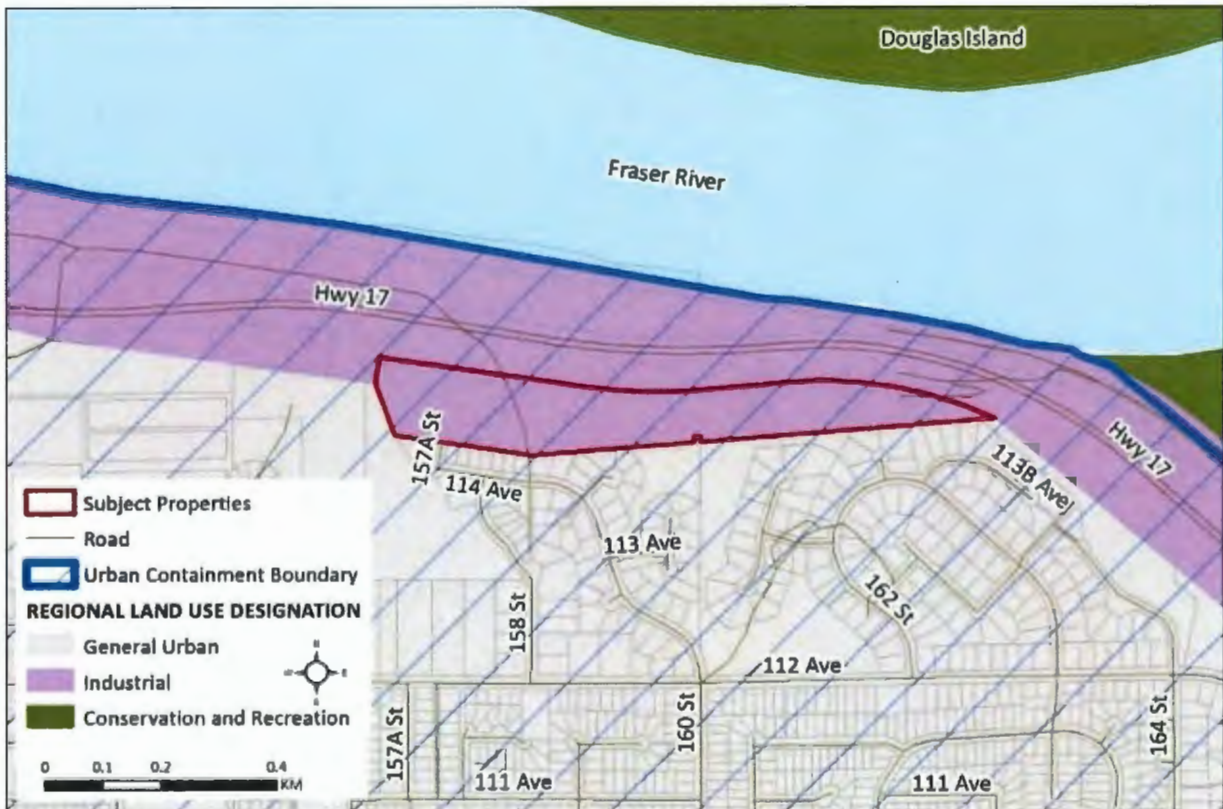
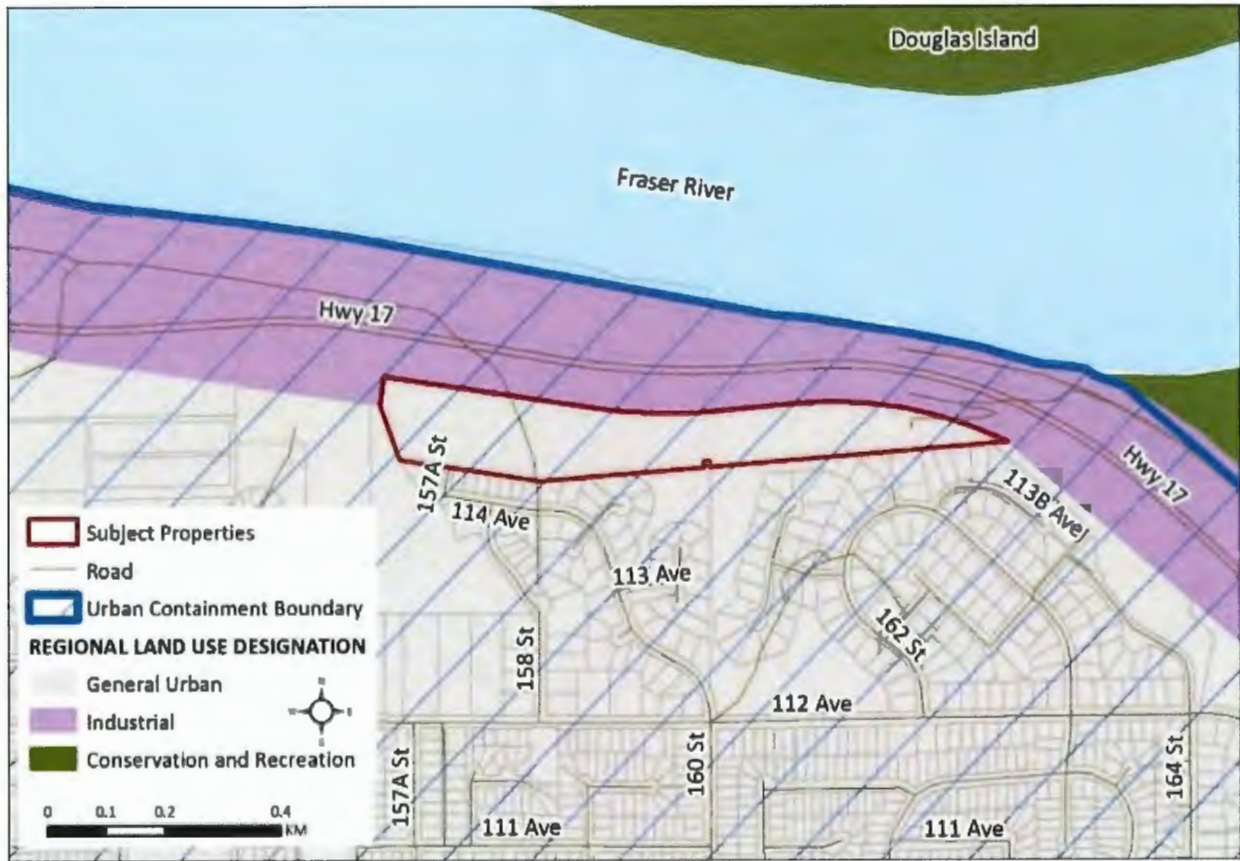


Figure 2 – Proposed Regional Land Use Designation



City of Richmond – Comments on the Proposed RGS Amendment

City staff do not have any additional comments to provide and generally concur with the comments and analysis provided for in the Metro Vancouver report on the proposed Metro 2050 RGS amendments requested by the City of Surrey for the subject site at 11420 – 157A Street.

Financial Impact

None


Conclusion

Metro Vancouver has forwarded a request from the City of Surrey to amend the Metro 2050 RGS to change the land use designation from Industrial to General Urban for the property at 11420 – 157A Street and provided an opportunity for the City of Richmond to comment.

August 8, 2023

- 6 -

City staff have reviewed the proposed amendment to the Metro 2050 RGS and recommend that the comments in this staff report, which are aligned with those contained in the Metro Vancouver report, be communicated to the MVRD Board prior to the September 15, 2023 deadline.



Kevin Eng
Planner 3
(604-247-4626)

KE:he

Att. 1. Metro Vancouver Letter and Accompanying Report

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

July 11, 2023

File: CR-12-01
 Ref: RD 2023 Jun 30

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

Dear Mayor Malcolm Brodie and Council:

**Proposed Land Use Designation Amendment to Metro 2050
 City of Surrey – Fraser Heights**

The City of Surrey is requesting a Type 3 Amendment to *Metro 2050* for a 10.2-hectare site located at 11420 – 157A Street in the City’s Fraser Heights area. The proposed regional land use designation amendment would redesignate the site from Industrial to General Urban to accommodate a residential development of 38 single-detached lots on the subject site.

At its June 30, 2023 regular meeting, the Board of Directors of the Metro Vancouver Regional District (MVRD) adopted the following resolution:

That the MVRD Board:

- a) initiate the Metro 2050 amendment process for the City of Surrey’s requested regional land use designation amendment from Industrial to General Urban for the lands located at 11420 – 157A Street;*
- b) give first, second, and third readings to “Metro Vancouver Regional District Regional Growth Strategy Amendment Bylaw No. 1366, 2023”; and*
- c) direct staff to notify affected local governments as per section 6.4.2 of Metro 2050.*

As required by both the *Local Government Act* and *Metro 2050*, the regional growth strategy amendment process requires a minimum 45-day notification period to allow all affected local governments, First Nations, 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.

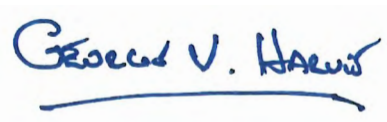
60943429

The proposed amendment is a Type 3 amendment to *Metro 2050*, 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 2050*. A Metro Vancouver staff report providing background information and an assessment of the proposed amendment regarding its consistency with *Metro 2050* is enclosed.

You are invited to provide written comments on the proposed amendment. Please provide your comments to the contact below **by September 15, 2023**.

If you have any questions with respect to the proposed amendment, please contact Jonathan Coté, Deputy General Manager, Regional Planning and Housing Development, by phone at 604-432-6391 or by email at jonathan.cote@metrovancover.org.

Yours sincerely,



George V. Harvie
Chair, Metro Vancouver Board

GVH/JWD/hm

cc: Serena Lusk, Chief Administrative Officer, City of Richmond
John Hopkins, Acting General Manager, Planning and Development, City of Richmond
Jerry W. Dobrovolsky, Commissioner/Chief Administrative Officer, Metro Vancouver
Heather McNell, Deputy Chief Administrative Officer, Policy and Planning, Metro Vancouver
Jonathan Coté, Deputy General Manager, Regional Planning & Housing Development, Metro Vancouver

Encl: [Metro 2050 Type 3 Proposed Amendment – City of Surrey \(Fraser Heights\)](#)

60943429

To: Regional Planning Committee

From: Victor Cheung, Senior Policy and Planning Analyst
Regional Planning and Housing Services

Date: May 29, 2023

Meeting Date: June 9, 2023

Subject: **Metro 2050 Type 3 Proposed Amendment – City of Surrey (Fraser Heights)**

RECOMMENDATION

That the MVRD Board:

- a) initiate the Metro 2050 amendment process for the City of Surrey's requested regional land use designation amendment from Industrial to General Urban for the lands located at 11420 – 157A Street;
 - b) give first, second, and third readings to "Metro Vancouver Regional District Regional Growth Strategy Amendment Bylaw No. 1366, 2023"; and
 - c) direct staff to notify affected local governments as per section 6.4.2 of Metro 2050.
-

EXECUTIVE SUMMARY

The City of Surrey is requesting a Type 3 Amendment to *Metro 2050* for a 10.2-hectare site located at 11420 – 157A Street in the City's Fraser Heights area. The proposed regional land use designation amendment would redesignate the site from Industrial to General Urban to accommodate a residential development of 38 single-detached lots on the subject site.

The proposed amendment has been considered in relation to *Metro 2050's* goals, strategies, and policies. Staff has concluded that, on balance, the proposed amendment is supportable. The proposed amendment:

- utilizes land that is unsuitable for industrial uses because it lacks access to the adjacent highway and industrial lands due to a steep slope escarpment;
- allows for 38 single-detached lots;
- will result in a net increase in tree canopy cover over the long-term; and
- is consistent with the adjacent residential land uses to the south.

The requested *Metro 2050* Type 3 Amendment bylaw requires adoption through an affirmative 50%+1 weighted vote of the MVRD Board.

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 2050* to accommodate a 38-lot residential development through a Type 3 regional growth strategy amendment.

BACKGROUND

On January 30, 2023, Surrey Council passed a resolution requesting that the MVRD Board consider a Type 3 Amendment to *Metro 2050* to amend the regional land use designation of the site located at 11420 – 157A Street from Industrial to General Urban (Reference). On March 15, 2023, Metro Vancouver received the City’s request to consider the proposed Regional Growth Strategy amendment.

SITE CONTEXT

The subject site is 10.2 hectares in size, and is bounded by the South Fraser Perimeter Road (Highway 17) and Canadian National Railway yard to the north, Surrey Bend Regional Park to the east, suburban single-detached dwellings and City-owned parkland to the south, and Highway 17 and City-owned parkland to the west.

The subject site is currently designated Industrial in the City’s Official Community Plan (OCP) and zoned One-Acre Residential Zone and Light Impact Industrial Zone in the City’s Zoning Bylaw. The current regional land use designation in *Metro 2050* is Industrial (Figure 1). The site is undeveloped, though since late 2021, significant site disturbance and tree removal has occurred as part of the Trans Mountain Pipeline Expansion Project. Additional site information can be found in the City of Surrey staff report (Attachment 1), and a summary of the existing site description is provided in Table 1.

Table 1 – Existing Site Description

Site Size	10.2 Hectares
Site Location	11420 – 157A Street
Current Metro 2050 Land Use Designation	Industrial
Current City OCP Designation	Industrial
Current Zoning	One-Acre Residential Zone (RA) and Light Impact Industrial Zone (IL)
Agricultural Land Reserve	No

PROPOSED REGIONAL LAND USE DESIGNATION AMENDMENT

The City of Surrey can only adopt the proposed OCP amendment after the MVRD Board approves the corresponding *Metro 2050* Type 3 amendment given the change of land use being requested. The proposal would amend the City’s OCP and Zoning Bylaw for the subject site to accommodate residential uses on the site. The proposed land use changes are outlined in Table 2.

Table 2 – Proposed Site Designations

	Current	Proposed
Metro 2050	Industrial	General Urban
OCP	Industrial	Suburban
Zoning	One-Acre Residential Zone (RA) and Light Impact Industrial Zone (IL)	Cluster Residential Zone

Should the application proceed, an updated Regional Context Statement (RCS) that reflects the proposed regional land use designation change will be required. It is expected that the City will submit an updated RCS for consideration of acceptance should the MVRD Board choose to initiate the proposed amendment process and give initial readings to the *Metro 2050* amendment bylaw.

Figure 1. Existing Regional Land Use Designation

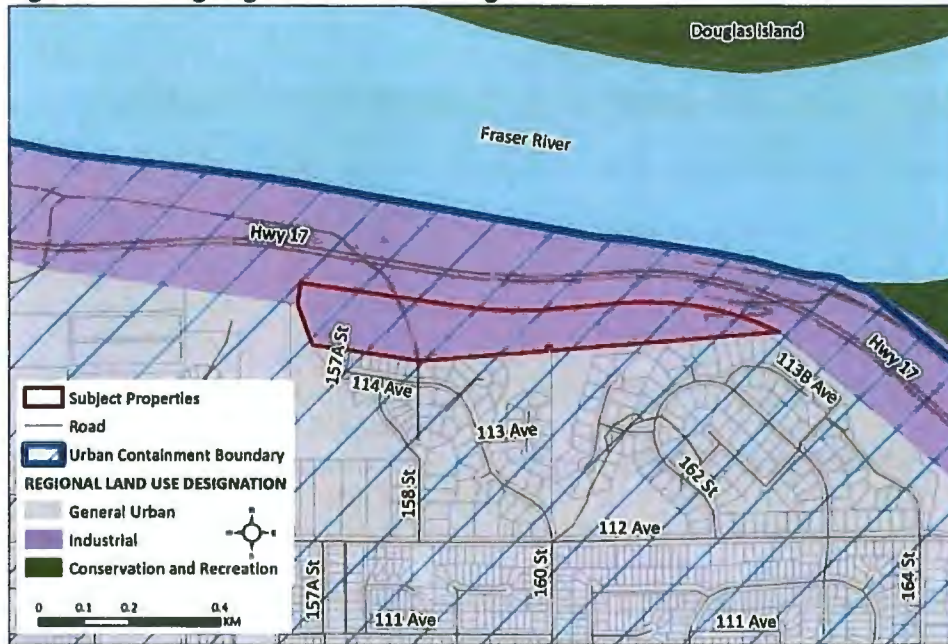
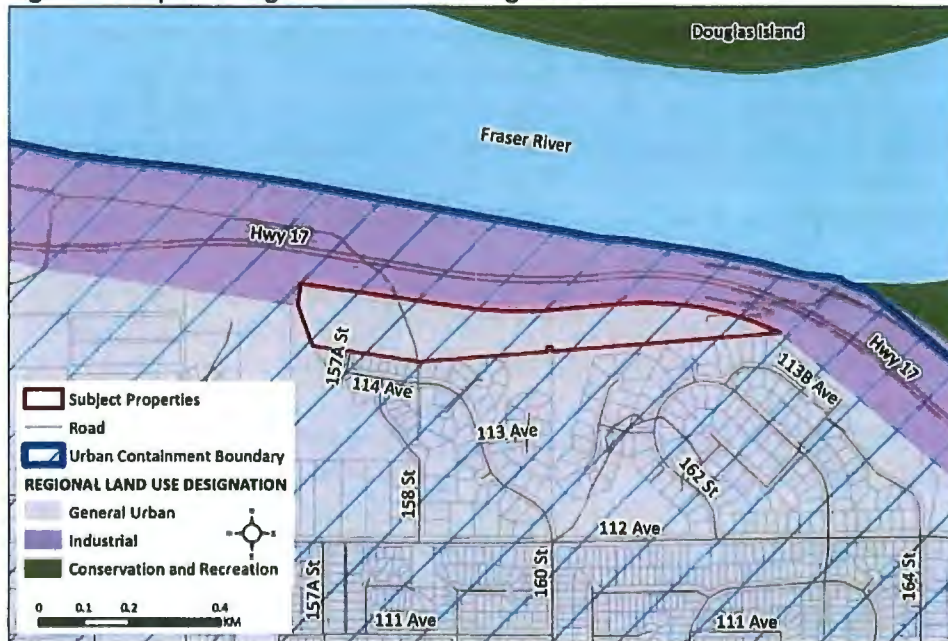


Figure 2. Proposed Regional Land Use Designation



REGIONAL PLANNING ANALYSIS

The City of Surrey's proposed *Metro 2050* amendment has been assessed in relation to the applicable goals and policies of the regional growth strategy. The intent of the assessment is not to duplicate 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 *Metro 2050*. A summary of the regional analysis is provided as follows.

Goal 1: Create a Compact Urban Area

Goal 1 includes strategies to concentrate urban development within the Urban Containment Boundary, and to support the development of resilient, healthy, connected, and complete communities with a range of services and amenities.

The subject site is located within the Urban Containment Boundary (UCB). The proposal would be consistent with the region's target of focusing 98% of residential growth inside the UCB, though the proposed low density residential development does not contribute to creating a compact urban area. The subject site is a limited size and orientation, and does not have good access to transit service that would support higher development density or transit-oriented growth.

Goal 2: Support a Sustainable Regional Economy

Goal 2 includes strategies to promote land development patterns that support a diverse regional economy. This includes the protection and enhancement of the supply of industrial lands.

The subject site is designated Industrial in *Metro 2050*. Given the critical shortage of industrial lands in the region, applications to redesignate such lands must have a very strong rationale to be supported.

As shown on Figure 1, while it appears that the site is connected to the industrial lands to the north of Highway 17 and the Fraser River, the subject site is physically disconnected from highway access and the adjacent industrial lands by the South Fraser Perimeter Road escarpment; this can be seen in Figure 3. The escarpment has significant slopes (between 30-45%) creating a natural boundary between the subject site and the highway and industrial lands to the north, making direct access from the site to the highway unfeasible.

The subject site can instead be considered in the context of the adjacent lands to the immediate south, with which it shares a common topography and has a direct road connection (see Figure 4). The abutting lands to the south are developed as a single-detached residential neighbourhood. City of Surrey Planning staff's assessment (Attachment 1) is that allowing industrial uses on this site as currently permitted would create potential conflicts, particularly as it relates to the access and egress of industrial-related vehicle traffic. Metro Vancouver staff concur with this conclusion.

Given how disconnected this site is from the highway and adjacent industrial lands, its limited size and its orientation to the residential areas immediately south, staff do not anticipate this amendment will set a precedent for converting other industrial lands to residential uses. The City of Surrey will continue to support the protection and intensification of industrial lands where possible.

Figure 3 – Subject Site Contour Map



Figure 4 – Ortho Photo of Surrounding Area



Goal 3: Protect the Environment, Address Climate Change, and Respond to Natural Hazards

Goal 3 includes strategies to protect, enhance, restore and connect ecosystems while advancing land uses that reduce greenhouse gas emissions and improve resilience to climate change impacts.

The subject site is undeveloped, though since late 2021 significant site disturbances and tree removal has occurred as part of the Trans Mountain Pipeline Expansion Project. The site includes some modified ecosystems, specifically mature broadleaf forest (coastal western hemlock eastern variant) with riparian fringe subclass, as well as mature coniferous forest in its eastern portion.

The City of Surrey's staff report (Attachment 1) confirms that ecosystem protection measures will be in place to enable ecosystem connectivity, with 54.6% of the site being dedicated to the City for riparian, biodiversity and open space protection purposes. The development proponent is proposing 190 replacement trees on the site, or five trees per proposed lot, thereby greatly exceeding the City of Surrey's requirements. A total of 193 trees are proposed to be retained or replaced on the site. Overall this amendment is consistent with the region's goals to enhance natural environments and increase the regional tree canopy cover.

Goal 4: Provide Diverse and Affordable Housing Choices

Goal 4 includes strategies that promote the expansion of the supply and diversity of housing to meet a variety of needs.

The proposed amendment includes 38 single-detached lots which will provide additional housing. However, since all the proposed housing units will be single-detached homes with opportunity for secondary suites, the project will not likely make a significant contribution to regional housing affordability objectives. As noted in the City's Staff Report (Attachment 1), the applicant adequately addresses the City's Affordable Housing Strategy which requires a contribution per new lot to support the development of new affordable housing elsewhere within the City of Surrey. The proposed development is limited in scale and will not significantly contribute to improving the diversity of housing options in the region.

Goal 5: Support Sustainable Transportation Choices

Goal 5 includes strategies that 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 transportation impact of this application is anticipated to be relatively limited with expected traffic generation of 38 vehicle trips per weekday peak hour. The site is not transit-oriented and residents would likely be reliant on personal vehicles to access the site. Given the limited transportation options for this location, the size of the site, and the adjacent existing neighbourhood with only one road access connection, low-density development forms are the most appropriate housing form for this location.

Since the proposal does not include a roadway connection to Highway 17, the development would not fundamentally alter movement patterns in the area or attract through-traffic. As the Fraser Heights area develops, the City of Surrey may wish to work with the Province and TransLink to

explore the feasibility of expanding transit service on nearby Highway 17 and Highway 1, along with associated active transportation connections to provide greater transportation choices in this area.

Analysis Summary

Although protecting industrial lands is an important policy direction of *Metro 2050*, this site is disconnected from the adjacent highway and industrial lands to the north by a prominent escarpment. The site forms part of an existing residential area immediately to the south, and the proposed amendment would allow for the development of 38 single-detached homes. Over half of this highly-disturbed site will be dedicated to the City as a natural area, and trees will be replaced at a higher ratio than typically required by the City, thereby adding to the regions overall tree canopy over the long-term. Despite the fact that the proposed application does not support all of the goals outlined in *Metro 2050*, the unique and limiting characteristics of this site should be considered when evaluating this application. Staff has concluded that, on balance, given all of the factors involved the proposed amendment is supportable.

IMPLICATIONS FOR METRO VANCOUVER UTILITY SERVICES

Below is a summary of anticipated impacts on Metro Vancouver’s utilities.

Liquid Waste Services (GVS&DD)

The proposed residential development would result in a net flow reduction as compared to permitted industrial development under the existing regional land use designation. The development will contribute to existing North Surrey Interceptor overflows under wet weather conditions. Minimization of wet weather inflow and infiltration to reduce impacts are recommended. Should the proposed regional land use designation amendment be approved by the MVRD Board, the City of Surrey is encouraged to consider the use of green infrastructure, where practical, and minimize wet weather inflow and infiltration to reduce impacts on regional sewerage infrastructure.

Water Services (GVWD)

The City of Surrey must notify Metro Vancouver of any forecasted increase in the drinking water demand beyond the demand of the 38 single-detached lots, in advance. The City is encouraged to implement good water management practices.

REGIONAL GROWTH STRATEGY AMENDMENT PROCESS AND NEXT STEPS

If the amendment bylaw receives 1st, 2nd, and 3rd readings, it will then be referred to affected local governments and relevant agencies, as well as posted on the Metro Vancouver website for a minimum of 45 days as an opportunity for the public to provide comment. Following that, comments received will be summarized and included in a report advancing the bylaw to the MVRD Board for consideration of adoption. An updated Regional Context Statement from the City will be considered at the same time as adoption of the proposed amendment.

ALTERNATIVES

1. That MVRD Board:
 - a) initiate the Metro 2050 amendment process for the City of Surrey’s requested regional land use designation amendment from Industrial to General Urban for the lands located at 11420 – 157A Street;
 - b) give first, second, and third readings to “Metro Vancouver Regional District Regional Growth Strategy Amendment Bylaw No. 1366, 2023”; and
 - c) direct staff to notify affected local governments as per section 6.4.2 of Metro 2050.
2. That the MVRD Board decline the proposed amendment for 11420 – 157A Street and notify the City of Surrey of the decision.

FINANCIAL IMPLICATIONS

If the MVRD Board chooses Alternative 1, there are no financial implications for Metro Vancouver related to the initiation of the City of Surrey’s proposed Type 3 Amendment. If the MVRD Board chooses Alternative 2, a dispute resolution process may take place as prescribed by the *Local Government Act*. The cost of a dispute resolution process is prescribed based on the proportion of assessed land values. Metro Vancouver would be responsible for most of those associated costs.

CONCLUSION

The City of Surrey is requesting a Type 3 Amendment to *Metro 2050* for a 10.2-hectare site located at 11420 – 157A Street in the City’s Fraser Heights area. The proposed regional land use designation amendment would redesignate the site from Industrial to General Urban to accommodate a residential development of 38 single-detached lots and an extension of the existing residential area immediately to the south.

The proposed amendment has been considered in relation to *Metro 2050*’s goals, strategies, and policies. Although protecting industrial lands is an important policy in the *Metro 2050*, this site is disconnected from the adjacent highway and industrial lands to the north by a prominent escarpment. The site is immediately abutting an existing residential area and the proposed amendment would allow for the development of 38 single-detached homes. Over half of the highly disturbed site will be dedicated to the City as a natural area, and trees will be replaced at a higher ratio than typically required by the City, thereby adding to the overall tree canopy over the long-term. Staff’s analysis demonstrates that, on balance, the proposed amendment is supportable and is aligned with *Metro 2050*’s goals and strategies. Staff recommend Alternative 1.

Attachments

1. City of Surrey Regional Growth Strategy Amendment Application for land located at 11420 – 157A Street (Development Application No. 7916-0130-00), and Staff Report
2. Metro Vancouver Regional District Regional Growth Strategy Bylaw No. 1339, 2022
3. Presentation re: *Metro 2050* Amendment Request from City of Surrey

References

[City of Surrey Regular Council – Land Use Minutes, Dated January 30, 2023](#)

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