

Attachment 2

*Metro Vancouver Staff Report to
Regional Planning Committee*

To: Regional Planning Committee

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

Date: January 3, 2024

Meeting Date: January 12, 2024

Subject: **Metro 2050 Type 2 Proposed Amendment – City of Maple Ridge (Yennadon Lands)**

RECOMMENDATION

That the MVRD Board:

- a) initiate the Metro 2050 amendment process for the City of Maple Ridge's requested regional land use designation amendment from General Urban and Agricultural to Industrial and Conservation and Recreation for the lands located at 22913 127 Avenue, 22992 127 Avenue, 22870 127 Place, 22948 128 Avenue, 22990 128 Avenue, 23008 128 Avenue, 23154 128 Avenue, 12640 228 Street, 12639 232 Street, 12685 232 Street, 12759 232 Street, 12761 232 Street, and 12791 232 Street;
 - b) give first, second, and third readings to "Metro Vancouver Regional District Regional Growth Strategy Amendment Bylaw No. 1376, 2024"; and
 - c) direct staff to notify affected local governments as per section 6.4.2 of Metro 2050.
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EXECUTIVE SUMMARY

The City of Maple Ridge is requesting a Type 2 *Metro 2050* Amendment for a 25.4 hectare site comprised of 13 properties located south-west of the intersection of 232 Street and 128 Avenue. The proposed amendment would adjust the Urban Containment Boundary to include 23154 128 Avenue and 12791 232 Street (approximately 2 hectares in total), and redesignate the regional land uses from General Urban and Agricultural to Industrial and Conservation and Recreation to accommodate future industrial uses and protect a portion of the site for nature.

The proposed amendment has been assessed in relation to applicable *Metro 2050* goals and policies as follows:

- Would add 18 hectares of Industrial land to contribute to the region's industrial land supply, which is facing a critical shortage;
- Would add 7.4 hectares of Conservation and Recreation land and may contribute to the region's lands protected for nature target, if additional legal mechanisms are applied;
- Would redesignate 2 hectares of Agricultural land and 23.4 hectares of General Urban land;
- The introduction of industrial uses has the potential to negatively affect adjacent agricultural uses; the effects are being addressed through the Yennadon Lands Employment Park Design Guidelines; and
- The subject properties are strategically located from a goods movement perspective, and while currently not well serviced by transit, the City has future plans for active transportation options in the area.

The requested *Metro 2050* Type 2 amendment bylaw requires adoption through an amendment bylaw passed by an affirmative two-thirds weighted vote of the MVRD Board. Although some of the proposed land use changes would be considered Type 3 amendments the City of Maple Ridge has packaged all proposals together as a Type 2 amendment.

PURPOSE

To provide the Regional Planning Committee and MVRD Board with the opportunity to consider the City's request to amend *Metro 2050* to accommodate industrial uses and protected natural areas through a *Metro 2050* Type 2 amendment.

BACKGROUND

On August 2, 2023, Metro Vancouver received a request from the City of Maple Ridge to consider a *Metro 2050* amendment for the subject site. The proposed amendment would expand the Urban Containment Boundary and amend regional land use designations from General Urban and Agricultural, to Industrial and Conservation and Recreation. Proposed amendments are provided to the Regional Planning Committee and MVRD Board for consideration.

SITE CONTEXT

The subject site is 25.4 hectares in size and comprises 13 properties (Table 1). It is bounded respectively by the Agricultural Land Reserve to the north and east and an existing single detached residential neighbourhood to the south and west (Figure 1). The subject site is currently largely within the Urban Containment Boundary (92 percent), with the exception of the properties at 23154 128 Avenue and 12791 232 Street (approximately 8 percent or 2 hectares), which are designated Agricultural in *Metro 2050*.

The majority of the subject lands are designated Agricultural in the City's Official Community Plan (OCP) and zoned RS-3 (One Family Rural Residential) and RS-2 (One Family Suburban). The subject lands are designated General Urban and Agricultural in *Metro 2050* (Figure 2) and the City of Maple Ridge's Regional Context Statement. None of the lands are within the Agricultural Land Reserve. The City's staff report on the proposal notes that the existing uses on the lands range from single-family use to vacant underutilized lands (Attachment 2). Additional site information can be found in the City's submission and staff report (Attachments 1 and 2), and a summary of the existing site description is provided in Table 1.

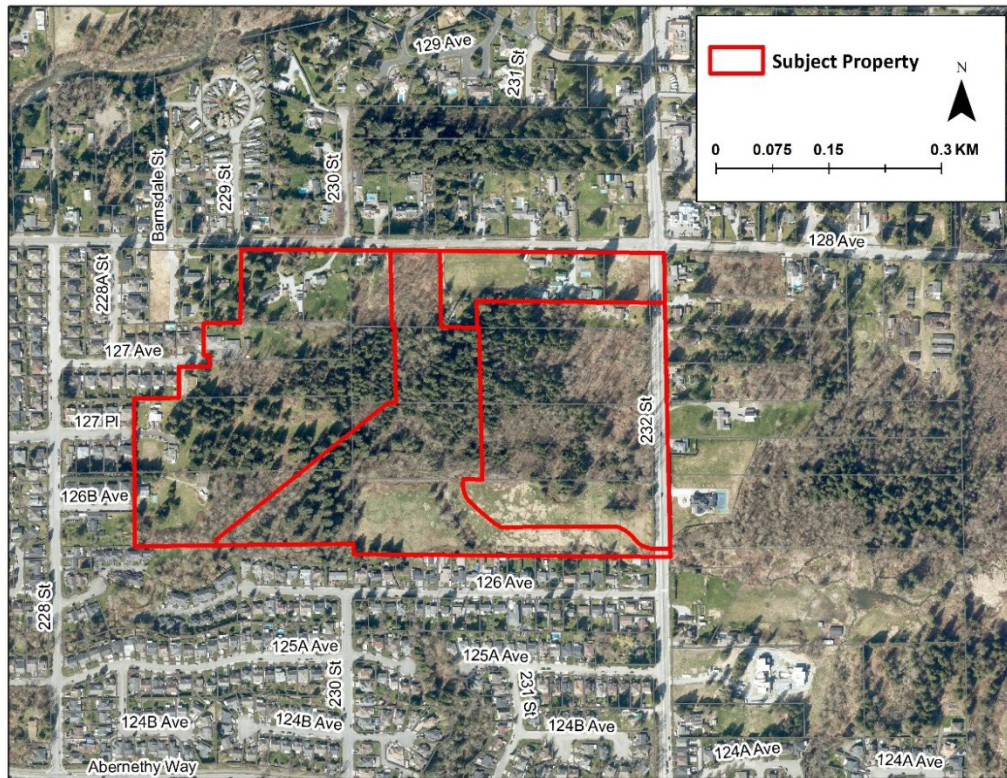
Table 1. Existing Site Description

Address	Current Zoning	Current OCP Land Use Designation	Current Regional Land Use Designation	Inside the Urban Containment Boundary?
22913 127 Avenue	RS-3	Agricultural	General Urban	Yes
22992 127 Avenue	RS-3	Agricultural	General Urban	Yes
22870 127 Place	RS-3	Agricultural	General Urban	Yes
22948 128 Avenue	RS-3	Agricultural	General Urban	Yes
22990 128 Avenue	RS-2	Agricultural	General Urban	Yes
23008 128 Avenue	RS-3	Agricultural	General Urban	Yes

23154 128 Avenue	RS-3 (84%) and RS-2 (16%)*	Agricultural	Agricultural	No
12640 228 Street	RS-3	Agricultural (97%) and Residential (3%)*	General Urban	Yes
12639 232 Street	RS-3	Agricultural	General Urban	Yes
12685 232 Street	RS-3	Agricultural	General Urban	Yes
12759 232 Street	RS-3	Agricultural	General Urban	Yes
12761 232 Street	RS-3 (75%) and RS-2 (25%)*	Agricultural	General Urban	Yes
12791 232 Street	RS-2	Agricultural	Agricultural	No

*Multi-zoned and/or multi-designated parcels

Figure 1. Site Context



PROPOSED REGIONAL LAND USE DESIGNATION AMENDMENT

The City of Maple Ridge has held a public hearing and granted 3rd reading to the respective OCP and zoning amendment bylaws. The proposal would amend the City's OCP and Zoning Bylaw for the subject site to accommodate industrial uses and protected natural areas. The City can only proceed to adopt the proposed OCP amendments after the MVRD Board approves the corresponding *Metro 2050* Type 2 amendment given the change of land use being requested. The proposed land use changes are outlined in Table 2 and on Figures 2 and 3.

Table 2. Proposed Site Designations

	Current	Proposed
Metro 2050	General Urban and Agricultural	Industrial (18 ha) and Conservation and Recreation (7.4 ha)
OCP	Agricultural	Industrial and Conservation
Zoning	RS-2 (Single Detached Suburban Residential) and RS-3 Single Detached Rural Residential	M-7 (Employment Park Zone)

Figure 2. Existing Regional Land Use Designations

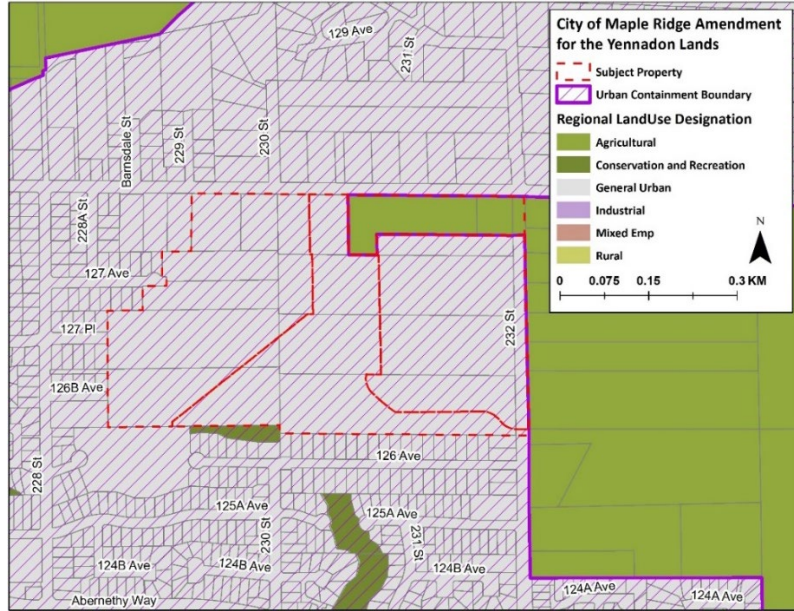
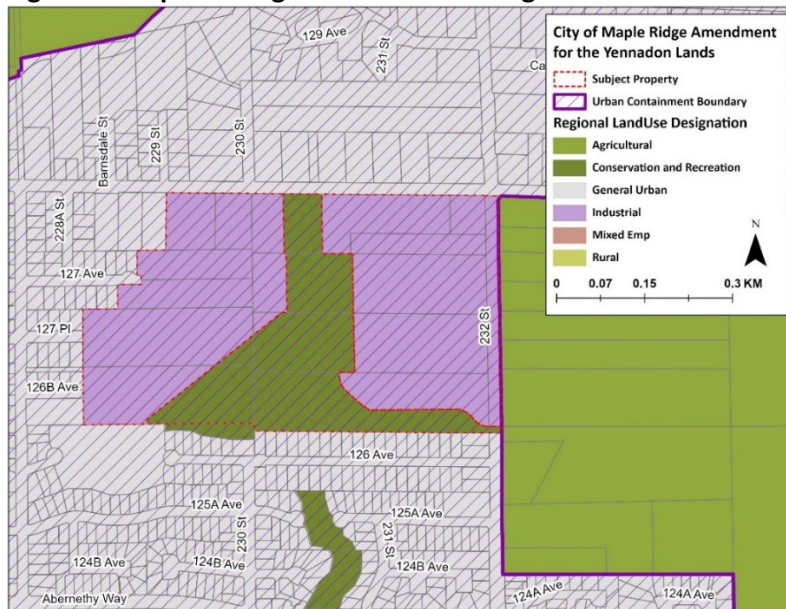


Figure 3. Proposed Regional Land Use Designations



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

REGIONAL PLANNING ANALYSIS

The City of Maple Ridge'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 by Regional Planning staff is to identify any potential regional planning implications and the regional significance of the proposed land use changes in consideration of *Metro 2050*, not to duplicate the municipal planning process. *Metro 2050* sets out a long-term regional vision to support growth and change while protecting the natural environment, fostering community well-being, and supporting economic prosperity, among other objectives (Reference 1). Staff's role in assessing amendment requests is primarily to consider any implications to the shared *Metro 2050* vision, goals and strategies from a long-term, regional perspective. A summary of the regional analysis is provided as follows.

Goal 1: Create a Compact Urban Area

Goal 1 of *Metro 2050* includes strategies to concentrate urban development within the Urban Containment Boundary, and to direct growth to a network of Urban Centres and along transit corridors, with an aim to support the development of resilient, healthy, connected, and complete communities with a range of services and amenities.

Consideration 1: Urban Containment

The majority of the subject site (92%) is currently within the Urban Containment Boundary; the proposed amendment will expand the Urban Containment Boundary by approximately 2 hectares or 8% of the subject site. The properties that are currently outside the Urban Containment Boundary have been deemed to be "unsuited for agriculture" and were approved for removal from the Agricultural Land Reserve by the Agricultural Land Commission on June 28, 2023. These properties are surrounded on three sides by lands that are within the Urban Containment Boundary and designated General Urban. Given this context, there is a supportable rationale that these lands be included with a regional land use designation that is consistent with the site as a whole, and be included within the Urban Containment Boundary. Staff do not believe the amendment will lead to a proliferation of proposed amendments given the site context described above.

Consideration 2: Development of resilient, healthy, connected & complete communities

The proposal will create an employment area in close proximity to an established residential neighbourhood, where residents and workers can take advantage of a short commute to work or trip for services. Under the site's current designation, the majority of the site would likely have been redeveloped as low density residential, which would not have positively contributed to building a complete community as envisioned in Goal 1 of *Metro 2050*. Although the site is not located within an Urban Centre or a FTDA, the location would be considered an appropriate location for light industrial uses. The employment area is intended to be small-scaled with limited building heights and sizes and includes design guidelines and subjected to a Development Permit, to better fit within the neighbourhood and support the creation of a complete community. The

proposal supports the City's 2014 Commercial & Industrial Strategy which identified the need for an additional 69-93 hectares of additional industrial lands by 2040. The creation of this employment area is consistent with strategy 1.3 of *Metro 2050*, in particular policy 1.3.7 a) that states that member jurisdictions will support the creation of compact, mixed use, walkable communities. On balance the proposed amendment supports the policies in Goal 1.

Goal 2: Support a Sustainable Regional Economy

Goal 2 of *Metro 2050* includes strategies to promote land development patterns that support a diverse regional economy. This includes the protection and enhancement of the region's supply of industrial and agricultural lands, while supporting employment opportunities close to where people live.

Consideration 1: Enhancement of the region's supply of industrial lands

It has been well documented in the Metro Vancouver Regional Industrial Lands Strategy and other reports that the region is facing a critical shortage of industrial lands. 27 percent of the region's jobs are located on industrial lands, and there continues to be significant demand for industrial lands with very low vacancy rates, which is constraining the region's economic and employment growth. The proposed amendment, if approved, would add 18 hectares of new industrial land that would support employment opportunities within an existing residential context. The creation of this employment area is consistent with strategy 2.1 of *Metro 2050*, in particular policy 2.1.10 a) which states that member jurisdictions will support economic opportunities and context specific industrial and employment areas.

The small scale nature of this employment area supports policy 1.2.24 c) ii) that discourages the creation of major trip generating non-residential uses outside of Urban Centres and Frequent Transit Development Areas. The City's Commercial and Industrial Strategy identifies the Yennadon lands as a potential location of employment uses. It is not clear what uses are intended for the new industrially-designated lands, other than the City's staff report noting that "the technology sector, light manufacturing companies, and professional offices" would be appropriate for the site. The Industrial regional land use designation does not support stand-alone office uses, as those should be more appropriately located in commercial areas, and in Urban Centre locations in particular.

Consideration 2: Impact on the region's agricultural lands

Metro 2050 recognizes the importance of agricultural lands and their significance as a part of the region's economy and in supporting regional resilience. The proposed amendment, if approved, will result in the loss of 2 hectares of agricultural land. The Agricultural regional land use designation is, for the most part, aligned with the provincial Agricultural Land Reserve. The strategies and policies of *Metro 2050* recognize the primacy of the Province's role in identifying and protecting agriculturally viable lands in the region. None of the subject properties are in the Agricultural Land Reserve; the properties at 23154 128 Avenue and 12791 232 Street have been deemed to be "unsuited for agriculture" and were removed from the Agricultural Land Reserve by the Agricultural Land Commission on June 28, 2023 (Attachment 3). The City's staff report references Agriculture Edge Planning Guidelines and buffer / edge considerations as part of the Yennadon Lands Employment Park Design Guidelines as a means to mitigate any impacts of the industrial development of the site on surrounding agricultural lands.

While the proposed amendment involves the redesignation of Agricultural lands, they are not within the Agricultural Land Reserve. Efforts have been incorporated into the application to minimize impacts on the surrounding agricultural lands. Given the shortage of industrial lands in Metro Vancouver, providing 18 hectares of new industrial lands to the region is considered a benefit to the region and on balance the proposed amendment can be considered to support the policies in Goal 2 in *Metro 2050*.

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.

Consideration 1: Protecting Conservation and Recreation Lands

The proposed amendment would redesignate 18 hectares of the subject lands from General Urban lands to Industrial. While this will result in the development of presently underdeveloped and treed lands, 25.4 hectares of the site are currently already set aside for development with a General Urban land use designation. The amendment, if approved, will preserve 7.4 hectares by redesignating a portion of the site from General Urban to a Conservation and Recreation regional land use designation. This portion of the subject site includes lands that contain sensitive and modified ecosystems which have been identified as critically important for the region to protect. If other legal mechanisms such as conservation covenants or parkland dedication are also applied, these lands would contribute towards *Metro 2050's* target set out in policy 3.2.1 a) to “increase the area of lands protected for nature from 40% to 50% of the region’s land base by the year 2050.” The City’s staff report and Design Guideline further notes protections for Coho Creek through setbacks and storm water management.

The City’s Tree Protection and Management Bylaw includes requirements for retaining and replacing trees. If replacement trees are planted in suitable locations, within the Urban Containment Boundary and maintained to ensure they achieve more tree canopy cover than the original trees, then the proposed amendment will contribute towards *Metro 2050's* target set out in policy 3.2.1 b) to increase the total regional tree canopy cover within the Urban Containment Boundary from 32 to 40 percent by 2050.

Given the supportive policies included in this application, and the proposed resignation of 7.4 hectares of lands to Conservation and Recreation that contain sensitive and modified ecosystems currently designated as General Urban in *Metro 2050*, the proposed amendment is aligned and supports the policies *Metro 2050* Strategy 3.1 and 3.2.

Consideration 2: Addressing Climate Change

In terms of the proposals impacts on Climate Action, the regional analysis is inconclusive as there was no comprehensive analysis of greenhouse gas emissions associated with the project or a baseline provided in the application materials. Future amendments to *Metro 2050* may allow for greater consideration of these elements, keeping in mind that analysis is at the land use scale, not development proposal scale.

Goal 4: Provide Diverse and Affordable Housing Choices

Goal 4 includes strategies that encourage greater supply and diversity of housing to meet a variety of needs.

Consideration 1: Expanding the supply and diversity of housing

Given the subject properties' existing General Urban regional land use designation, and existing uses that include rural and suburban single-family dwellings, it is not anticipated that these properties would generate any increased density or additional supply of diverse forms of housing under current conditions. Although the region is in urgent need of additional housing supply; low-density, single-detached forms of housing will not have a significant impact on the region's goal to achieve greater housing supply and diversity (in tenure, size, and type), and housing options that will meet a variety of needs, including affordable housing. This amendment will enable economic and employment opportunities while addressing the need for greater housing diversity in alternative areas more suited for residential development such as Urban Centres and areas with a wider range of transportation options to reduce auto dependency.

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.

Consideration 1: Supporting efficient movement of goods and services

The subject site is strategically located from a goods movement perspective. Although Maple Ridge does not designate truck routes, 232 Street is classified as a municipal road with no truck travel restrictions. 232 Street connects with significant nearby goods movement corridors such as Abernethy Way and Dewdney Trunk Road. The site's strategic location from a goods movement perspective makes the proposed land use designation change to Industrial desirable from a regional transportation perspective.

Consideration 2: Supporting sustainable transportation options

The site is served by two transit routes (i.e., the 733 and 741), both of which have variable headways throughout the day. These bus routes link the Yennadon area to Haney Place, a *Metro 2050* Regional City Centre, with extended routings during peak hours to connect with West Coast Express commuter rail services at Port Haney Station. The proposed development plan includes a pathway and trail system that connects to the surrounding residential neighbourhood. The City's staff report notes that there are future plans for active transportation facilities on both 128 Avenue and 232 Street.

The presence of transit and introduction of new active transportation infrastructure should help expand sustainable transportation options in this part of the region. To increase the benefits of this infrastructure, the City can work with TransLink to enhance transit service on both the 733 and 741 routes (as was done recently in September 2023) and develop Transportation Demand Management programs for the site. Expediting construction of the 128 Avenue and 232 Street active transportation facilities in conjunction with site development would also increase benefits. Despite these opportunities to improve sustainable transportation options, trips to and from this

site are still anticipated to be primarily from single occupancy vehicles. On balance the proposed amendments support the policies in Goal 5 in *Metro 2050*.

IMPLICATIONS FOR METRO VANCOUVER UTILITY SERVICES

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

Liquid Waste Services (GVS&DD)

The subject lands are not within the Fraser Sewerage Area; therefore a separate application to the GVS&DD will be required should the intent be to service and connect these lands to the regional sewerage system. Sewer servicing for this area has not been included in the design for the Golden Ears Pump Station, or the proposed expansion of Northwest Langley WWTP. Detailed flow and population estimates are required to perform an impact analysis. As soon as utility servicing and population details are available, the City is requested to forward the information to Metro Vancouver's Liquid Waste Services. Normal sewer servicing amendment application processes will be required prior to connecting any Industrial designated properties to the regional sewer system.

Water Services (GVWD)

The City's staff report does not provide an estimation of the increase in population served and associated water demand resulting from this redesignation and rezoning. As soon as the water demand and population details are available, the City is requested to forward the information to Metro Vancouver's Water Services. The City of Maple Ridge's water distribution system must be capable of providing fire flows to the subject lands as Metro Vancouver's water transmission system cannot be relied on to provide fire flows.

REGIONAL PLANNING ADVISORY COMMITTEE COMMENTS

An information report on the amendment application was provided to the Regional Planning Advisory Committee (RPAC) for comment on November 10, 2023. Staff from the City of Maple Ridge presented on the amendment application and were available to answer questions from committee members.

REGIONAL GROWTH STRATEGY AMENDMENT PROCESS AND NEXT STEPS

If the amendment is initiated and the associated bylaw receives 1st, 2nd, and 3rd readings, it will then be referred to affected local governments, local First Nations and relevant agencies, as well as posted on the Metro Vancouver website for a minimum of 45 days to provide an opportunity for comment. *Metro 2050* identifies additional public engagement opportunities that may be used at the discretion of the MVRD Board including: appearing as a delegation to the Regional Planning Committee or the MVRD Board when the amendment is being considered; conveyance of comments submitted from the respective local public hearing to the MVRD Board, and hosting a public information meeting (digitally or in person). All comments received will be summarized and included in a report advancing the bylaw to the MVRD Board for consideration of final adoption. An updated RCS from the City of Maple Ridge will be considered at the same Board meeting as final adoption of the proposed amendment.

ALTERNATIVES

1. That the MVRD Board:
 - a) initiate the *Metro 2050* amendment process for the City of Maple Ridge's requested regional land use designation amendment from General Urban and Agricultural to Industrial and Conservation and Recreation for the lands located at 22913 127 Avenue, 22992 127 Avenue, 22870 127 Place, 22948 128 Avenue, 22990 128 Avenue, 23008 128 Avenue, 23154 128 Avenue, 12640 228 Street, 12639 232 Street, 12685 232 Street, 12759 232 Street, 12761 232 Street, and 12791 232 Street;
 - b) give first, second, and third readings to "Metro Vancouver Regional District Regional Growth Strategy Amendment Bylaw No. 1376, 2024"; 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 22913 127 Avenue, 22992 127 Avenue, 22870 127 Place, 22948 128 Avenue, 22990 128 Avenue, 23008 128 Avenue, 23154 128 Avenue, 12640 228 Street, 12639 232 Street, 12685 232 Street, 12759 232 Street, 12761 232 Street, and 12791 232 Street, and notify the City of Maple Ridge 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 Maple Ridge's proposed Type 2 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 Maple Ridge has requested that the MVRD Board consider a Type 2 amendment to *Metro 2050* for a 25.4 hectare site in the Yennadon neighbourhood comprising 13 properties south-west of the intersection of 232 Street and 128 Avenue to redesignate the subject properties from General Urban and Agricultural to Industrial and Conservation and Recreation. The amendment also proposes to adjust the Urban Containment Boundary to include 23154 128 Avenue and 12791 232 Street (approximately 2 hectares). This amendment would introduce 18 hectares of Industrial and 7.4 hectares of Conservation and Recreation designated lands which will enable future employment growth and may protect sensitive and modified ecosystems. It will also result in the loss of approximately 2 hectares of Agricultural lands which have been deemed to be "unsuited for agriculture" and were removed from the Agricultural Land Reserve by the Agricultural Land Commission on June 28, 2023.

Additional information is required to fully assess liquid waste and water servicing implications for this application, should it proceed. This information can be received post-bylaw adoption during the development planning stage.

ATTACHMENTS

1. Correspondence dated August 25, 2023, from City of Maple Ridge, to Metro Vancouver Board re: City of Maple Ridge Regional Containment Boundary Adjustment and Regional Growth Strategy Amendment for the Yennadon Lands (2016-195-CP)

2. City of Maple Ridge Staff Report, dated April 5, 2022 (File: 2016-195-CP)
3. Exclusion letter from the Agricultural Land Commission dated June 28, 2023 for 23154 128 Avenue, Maple Ridge
4. Metro Vancouver Regional District Regional Growth Strategy Bylaw No. 1376, 2024
5. Presentation re: Metro 2050 Type 2 Proposed Amendment – City of Maple Ridge (Yennadon Lands)

REFERENCES

1. [Metro 2050](#)

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