

NOV 10 2021

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

Mayor Jonathan Coté and Council
City of New Westminster
511 Royal Avenue
New Westminster, BC V3L 1H9
VIA EMAIL: jcote@newwestcity.ca; clerks@newwestcity.ca

Dear Mayor Coté 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.

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
Lisa Spitale, Chief Administrative Officer, City of New Westminster
Emilie Adin, Director, Development Services, City of New Westminster

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 1st and 2nd 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 3rd 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.

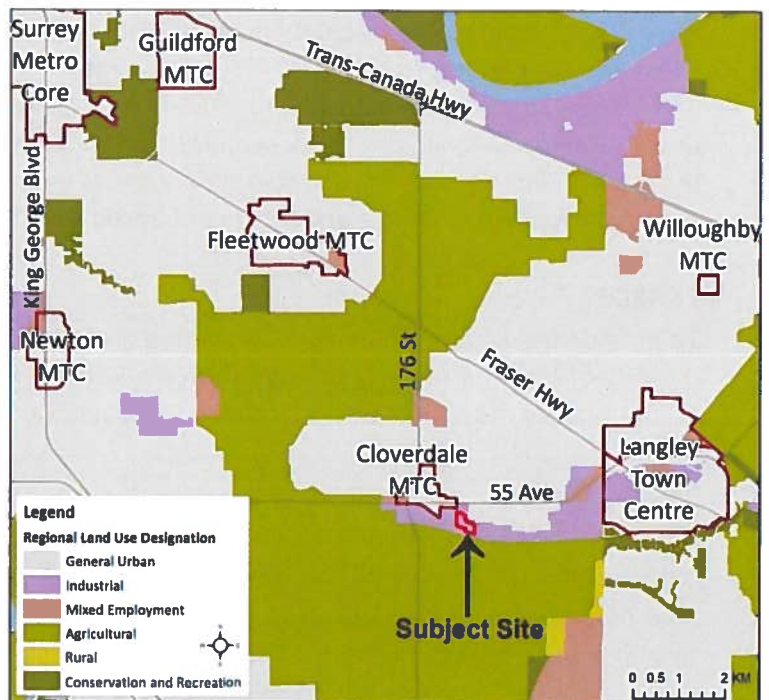
SITE CONTEXT AND SURROUNDING USE

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.

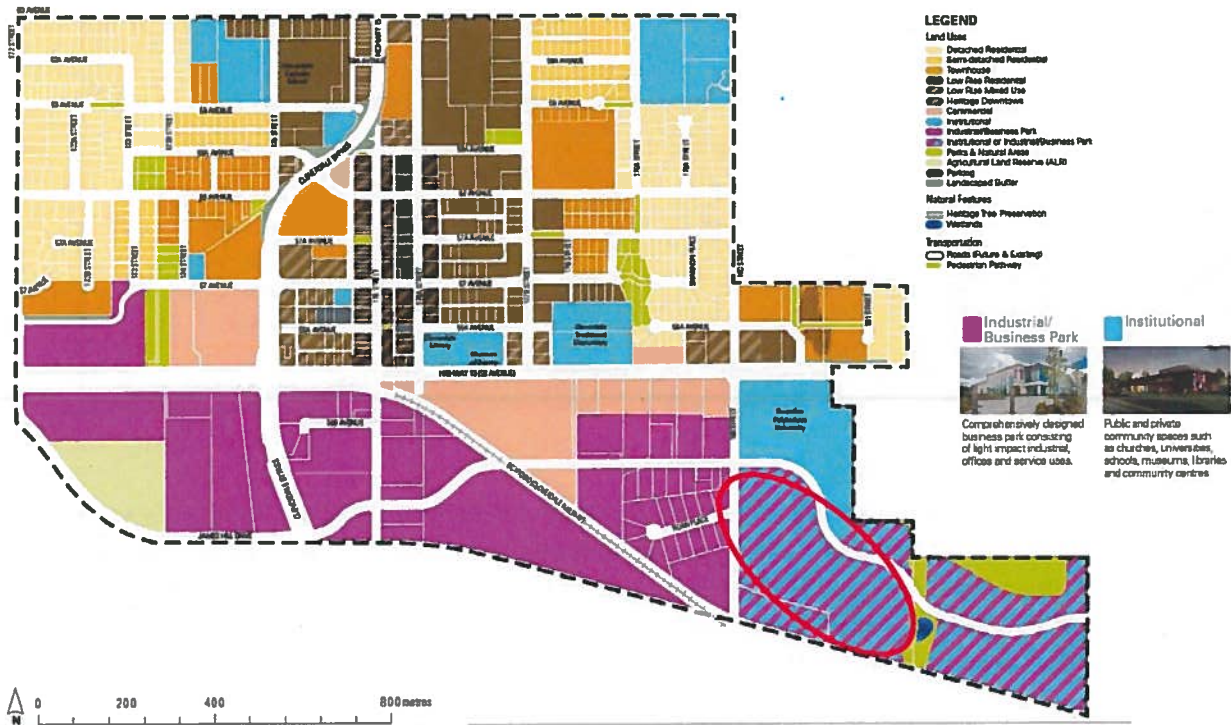
Figure 1 - Context for Proposed Amendment



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.¹

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



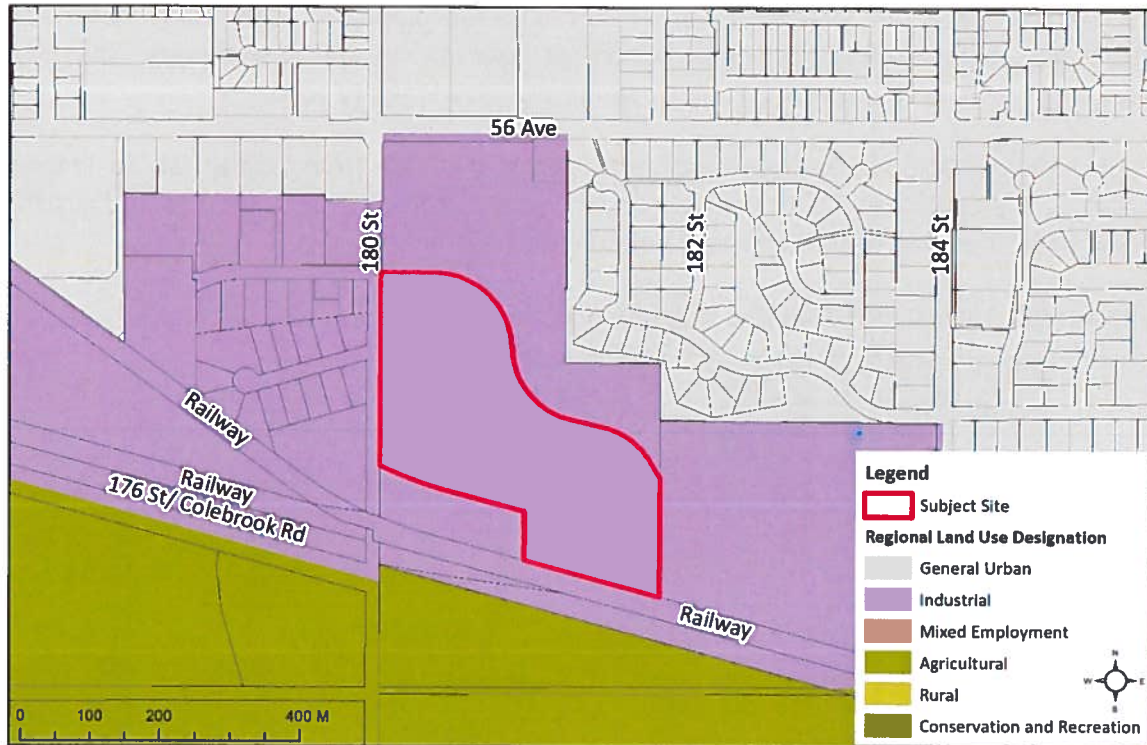
PROPOSED REGIONAL LAND USE DESIGNATION AMENDMENT

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.

¹ 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 1st, 2nd, and 3rd 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](#)

47471242

July 30, 2021

File: 3900-20-18020 (OCP)
7921-0139-00 (New Surrey Hospital and Cancer Centre)

Metro Vancouver Board
c/o Chris Plagnol, Corporate Officer
4730 Kingsway (Metrotower III)
Burnaby, BC
V5H 0C6

Dear Mr. Plagnol:

RE: City of Surrey Regional Growth Strategy Amendment Application

The City of Surrey is processing a development application for the proposed New Surrey Hospital and Cancer Centre (Development Application No. 7921-0139-00) that includes amendments to the Official Community Plan ("OCP"), rezoning, and a Development Permit for Sensitive Ecosystems. The application also requires an amendment to the Metro Vancouver Regional Growth Strategy prior to final adoption.

On July 12, 2021, at the Regular Council – Land Use Meeting, Surrey Council approved recommendations in the Planning & Development Report for Development Application No. 7921-0139-00 (Attachment "1"). This included resolutions to give first and second readings to the required OCP Bylaw amendments and instructed the City Clerk to set a date for Public Hearing (Attachment "2").

On July 26, 2021, at Regular Council - Public Hearing Meeting, Surrey Council passed a resolution to give third reading to the proposed Surrey's OCP Bylaw amendments and endorsed referring an application to Metro Vancouver to support an amendment to the Regional Growth Strategy ("RGS") (Attachment "3"). The proposed RGS amendment is to the Regional Land Use Designation for the subject site from Industrial to Mixed Employment.

Proposed New Surrey Hospital and Cancer Centre

The proposed new Surrey Hospital and Cancer Centre represents a \$1.66 billion investment in health care, the largest provincial contribution in the history of BC. The Hospital and Cancer Centre are anticipated to employ over 1,900 people. The new hospital is proposed to be approximately 71,000 square metres, with 168 beds, an emergency centre, cancer centre, and childcare centre.

The subject site is currently designated Industrial in Metro Vancouver's RGS. Areas designated as Industrial in the RGS are "intended for heavy and light industrial activities, and appropriate accessory uses."

The proposed development of a hospital on site, therefore, requires an RGS amendment of the Regional Land Use Designation from Industrial to Mixed Employment. Mixed Employment areas are "intended for employment related uses to help meet the needs of the regional

economy." Mixed Employment areas within Urban Centres, such as the Cloverdale Town Centre, are "intended as priority locations for employment and services" including institutional uses."

The following RGS amendment is proposed:

- Amend the RGS Land Use Designations for the subject site from Industrial to Mixed Employment (as shown in Attachment "4")

The applicant is aiming to have the Development Application (No. 7921-0139-00) complete, including the RGS amendment, OCP amendment, rezoning, and Development Permit issuance, by February 2022 in order to move forward with the procurement process and Building Permit application, and to keep on track with the overall project timelines.

Conclusion

The City of Surrey requests that the Metro Vancouver Board amend the Regional Growth Strategy to amend Regional Land Use Designations from Industrial to Mixed Employment (as shown in Attachment "4").

Should Metro Vancouver staff require any additional information regarding this application, please contact Christa Brown, Planner, at 604-591-4216 or at Christa.Brown@surrey.ca.

Sincerely,



Rémi Dubé, P.Eng.
Acting General Manager, Planning & Development

Cc Heather McNell, General Manager, Regional Planning and Housing Services, Metro Vancouver
Sean Galloway, Director, Regional Planning, Metro Vancouver
Ron Gill, Manager, Area Planning & Development – North Division, City of Surrey
Preet Heer, Manager, Community Planning, Planning & Development, City of Surrey
Christa Brown, Planner, Planning & Development, City of Surrey

Attachment "1"	Planning Report for Development Application No. 7921-0139-00
Attachment "2"	Council Resolutions- July 12, 2021 Regular Council - Land Use Meeting
Attachment "3"	Council Resolutions- July 26, 2021 Regular Council - Public Hearing Meeting
Attachment "4"	Proposed RGS Land Use Designation Amendment

METRO VANCOUVER REGIONAL DISTRICT
REGIONAL GROWTH STRATEGY AMENDMENT BYLAW NO. 1327, 2021
A Bylaw to Amend "Greater Vancouver Regional District Regional Growth Strategy
Bylaw Number 1136, 2010"

WHEREAS:

- A. The Metro Vancouver Regional District Board (the "Board") adopted the *Greater Vancouver Regional District Regional Growth Strategy Bylaw No. 1136, 2010* on July 29, 2011;

NOW THEREFORE the Board of the Metro Vancouver Regional District enacts as follows:

- 1. The *Greater Vancouver Regional District Regional Growth Strategy Bylaw No. 1136, 2010* is hereby amended as follows:
 - a) re-designating the subject site from 'Industrial' to 'Mixed Employment', as shown in Schedule "A"; and
 - b) the official regional land use designation maps numbered 2, 6, and 12 are revised to record the change in regional land use designation, as shown in the maps contained in Schedule "B".

Citation

- 2. The official citation for this bylaw is "*Metro Vancouver Regional District Regional Growth Strategy Amendment Bylaw No. 1327, 2021*". This bylaw may be cited as "*Regional Growth Strategy Amendment Bylaw No. 1327, 2021*".

Schedules

- 3. The following Schedules are attached to and form part of this bylaw:
Schedule "A"; and
Schedule "B".

Read a first time this _____ day of _____, _____.

Read a second time this _____ day of _____, _____.

Read a third time this _____ day of _____, _____.

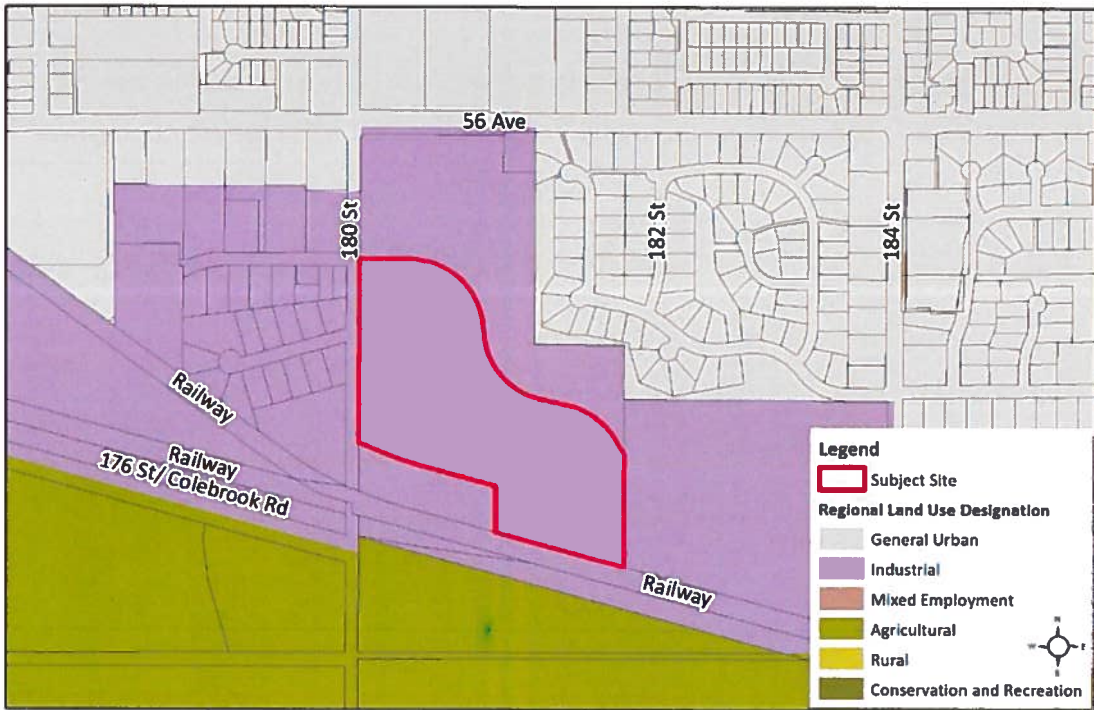
Passed and finally adopted this _____ day of _____, _____.

Sav Dhaliwal, Chair

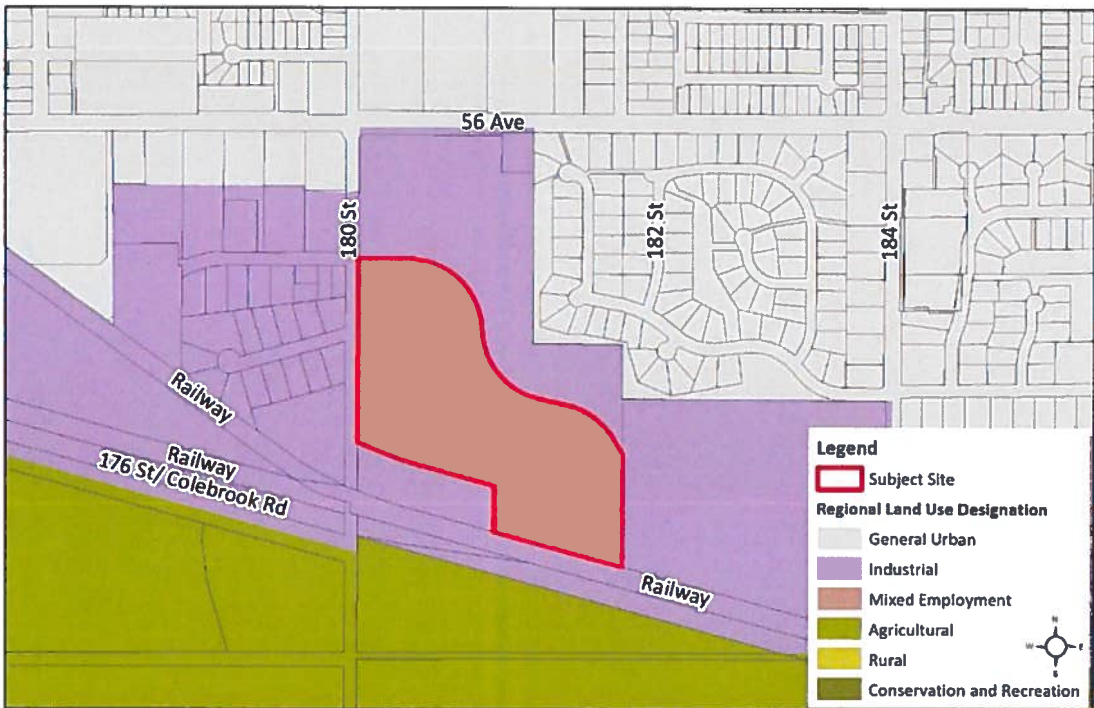
Chris Plagnol, Corporate Officer

Schedule A

Prior to Amendment

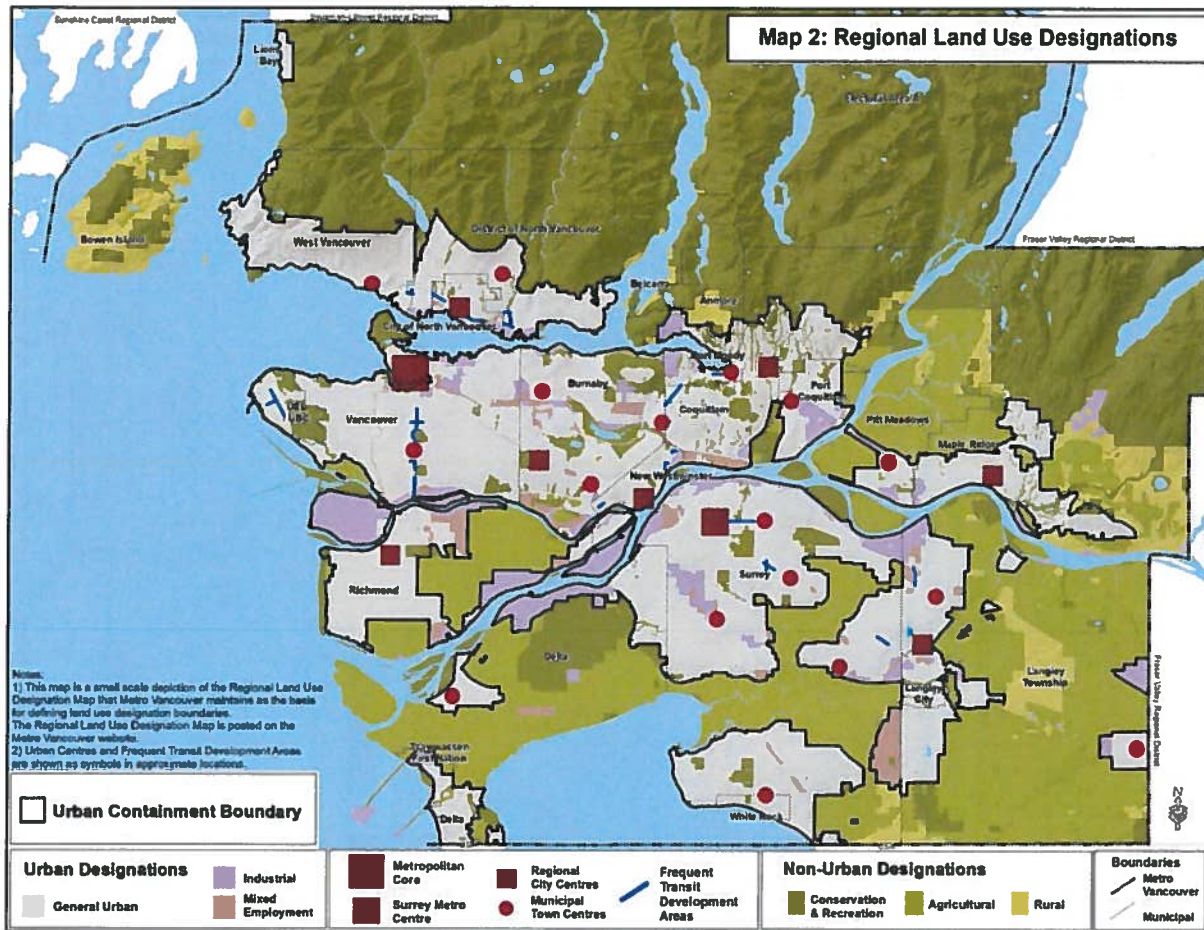


Post Amendment



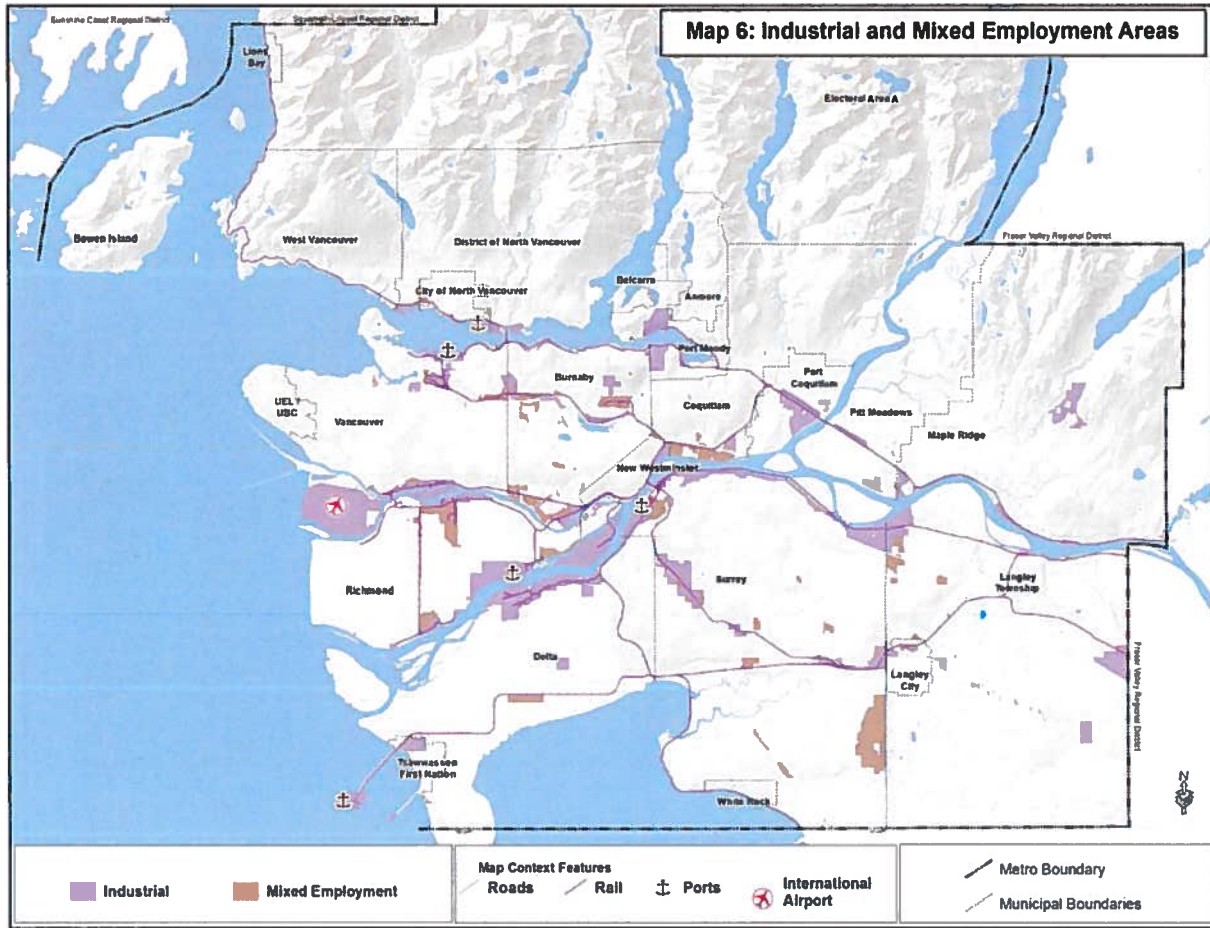
Schedule B

Map 2: Regional Land Use Designations



Schedule B

Map 6: Industrial and Mixed Employment Areas



Schedule B

Map 12: Special Study Areas and Sewerage Extension Areas

