

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](mailto:jcote@newwestcity.ca); [clerks@newwestcity.ca](mailto:clerks@newwestcity.ca)

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

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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**

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### 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*.
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### 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

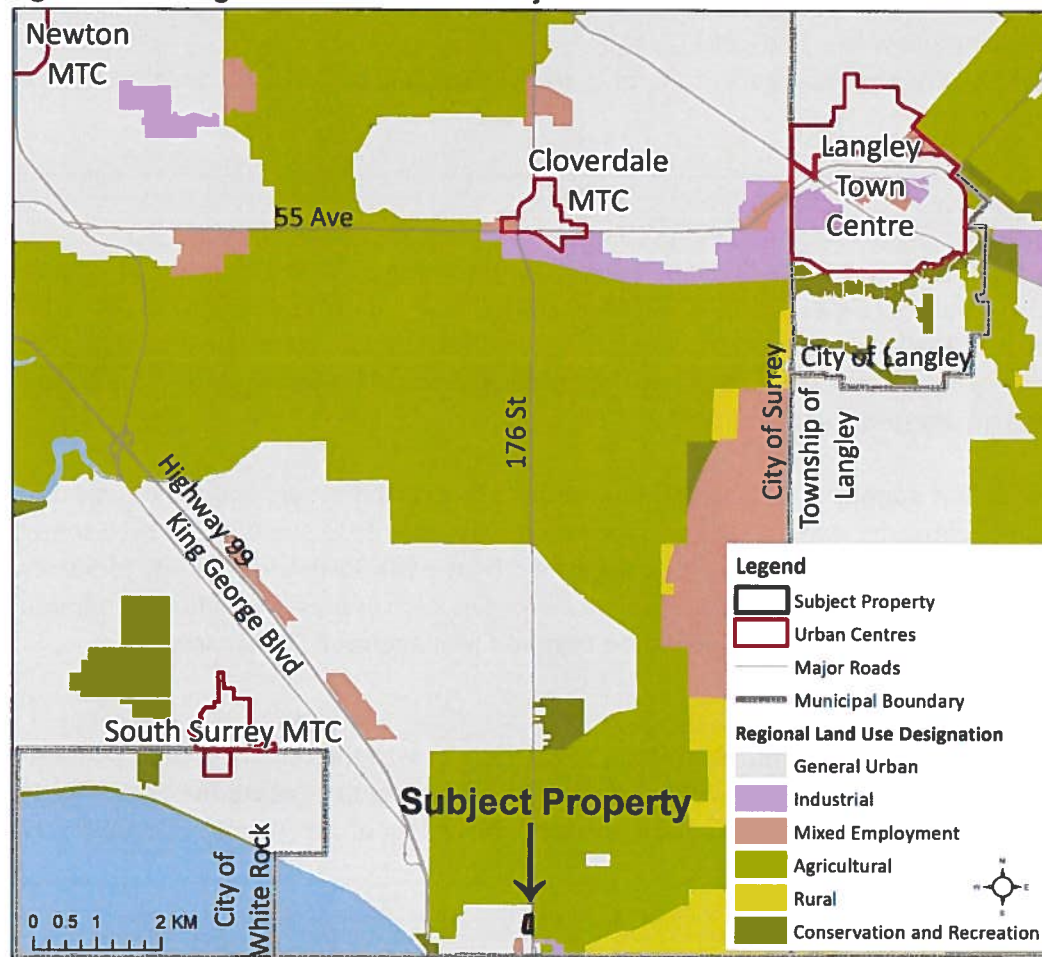
(OCP) Bylaw will be scheduled following a MVRD Board decision on the proposed *Metro 2040* amendment.

### 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



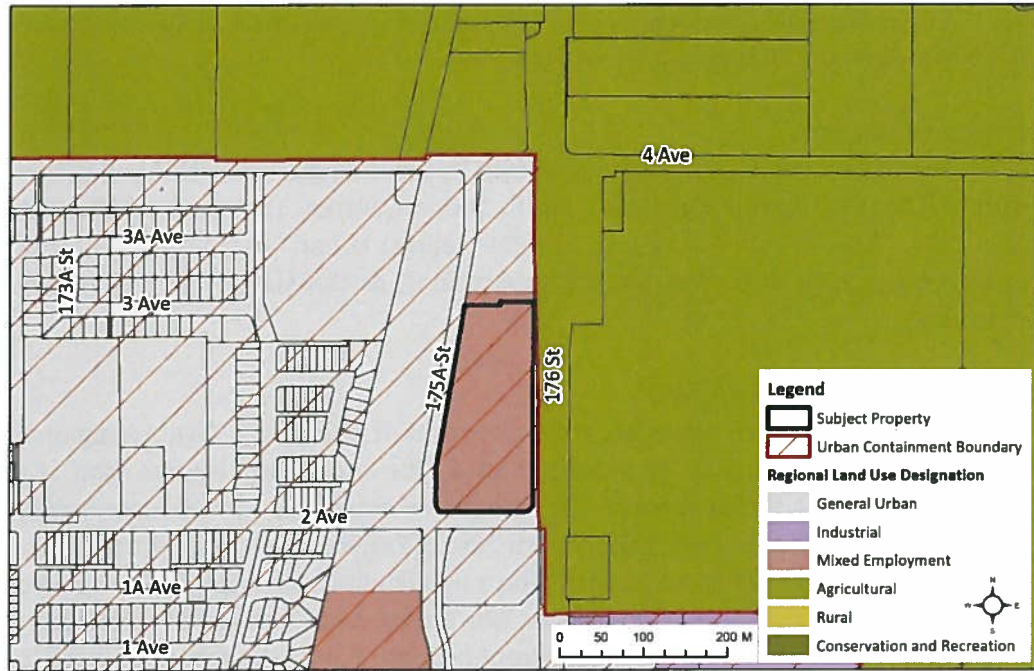
### PROPOSED AMENDMENT

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

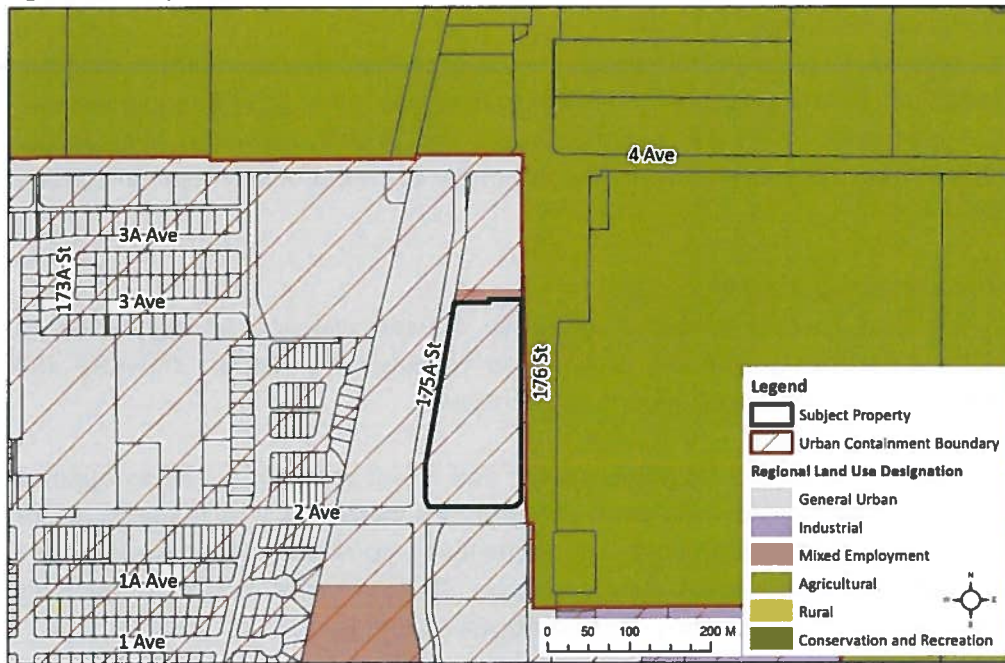


Boundary, and proposed amendments from Mixed Employment to any other regional land use designation).

**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



July 30, 2021

File No: 3900-20-18020 (OCP)  
7916-0679-00

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 in 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 building. The proposal includes a Regional Growth Strategy ("RGS") amendment application to redesignate a portion of the site from "Mixed Employment" to "General Urban," making the entire site "General Urban".

#### **Summary of Proposal and Background**

The proposal includes subdivision of the site into two lots, rezoning to Comprehensive Development ("CD") Zones, amendments to the Official Community Plan ("OCP"), and the Metro Vancouver RGS, as well as a Development Permit for Form & Character.

The proposal partially complies with the Mixed Employment and Commercial designations in the OCP. The proposed amendments include the expansion of the Commercial designation from approximately 4% of the site to 10.9% of the site, with the remainder of the site proposed to be redesignated to Multiple Residential. The proposed amendments will provide housing opportunities, while still providing employment opportunities through the proposed care facility and commercial/office building.

The proposal partially complies with the Mixed Employment and General Urban designation in the Metro Vancouver RGS. There is a small northern portion of the site that is already designated General Urban (4%). This proposal includes the redesignation of the remainder of the site from Mixed Employment to General Urban, so that the entire site would be designated General Urban.

The applicant has demonstrated community support and has held two Public Information Meetings over the past five years to present the proposal to the public and collect comments.

47816117

## Council Resolution

At the Regular Council – Land Use meeting held on June 28, 2021, Surrey Council passed resolution R21-1196 (Attachment "A") to refer Development Application No. 7916-0679-00 to Metro Vancouver for consideration to amend the RGS Regional Land Use Designations, upon the application receiving third reading. This resolution was passed after reviewing the June 28, 2021, Planning Report (Attachment "B") detailing the extent of development and the subsequent Surrey OCP and Metro Vancouver RGS amendments that would be required prior to any final development approvals being granted. Application No. 7916-0679-00 subsequently received third reading from Council at its Regular Council – Public Hearing meeting on July 12, 2021 (Attachment "A"); therefore, an application is now being made to Metro Vancouver for the above proposed amendments.

Prior to the June 28, 2021, resolution from Surrey Council to refer Application No. 7916-0679-00 to Metro Vancouver, Council received two previous Planning Reports, which are attached to the June 28, 2021 report as appendices, for reference.

City staff have discussed the proposed RGS amendments with Metro Vancouver staff, and it was confirmed that, in order for the Surrey OCP amendment to be finalized to permit the proposed development, the RGS amendment would need Metro Vancouver Board approval.

The City requests that the Metro Vancouver Board amend the Regional Growth Strategy for the property illustrated in Attachment "C" from General Urban and Mixed Employment to General Urban.

Should Metro Vancouver staff require any additional information regarding this matter, please contact Luci Moraes, Planner, at 604-591-4615 or at [LFMoraes@surrey.ca](mailto:LFMoraes@surrey.ca).

Sincerely,



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

Attachment "A"	June 28, 2021, and July 12, 2021, Surrey Council Resolutions Supporting Application to Metro Vancouver and granting third reading to the Application
Attachment "B"	Surrey Development Application Planning Report dated June 28, 2021
Attachment "C"	Regional Growth Strategy Land Use Designation Adjustment

Cc Preet Heer, Manager, Community Planning, Planning & Development, City of Surrey  
Luci Moraes, Planner, Planning & Development, City of Surrey

METRO VANCOUVER REGIONAL DISTRICT  
REGIONAL GROWTH STRATEGY AMENDMENT BYLAW NO. 1326, 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 'Mixed Employment' to 'General Urban', as shown in Schedule "A"; and
  - b) the official regional land use designation maps numbered 2, 3, 4, 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. 1326, 2021*". This bylaw may be cited as "*Regional Growth Strategy Amendment Bylaw No. 1326, 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 \_\_\_\_\_, \_\_\_\_\_.

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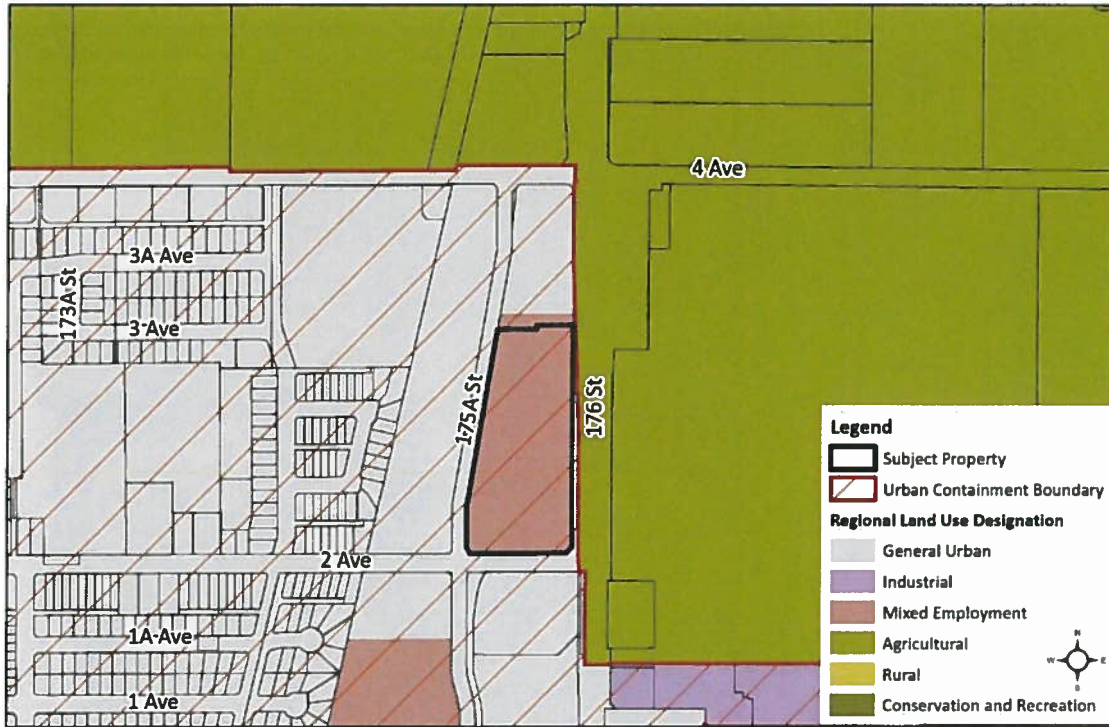
Sav Dhaliwal, Chair

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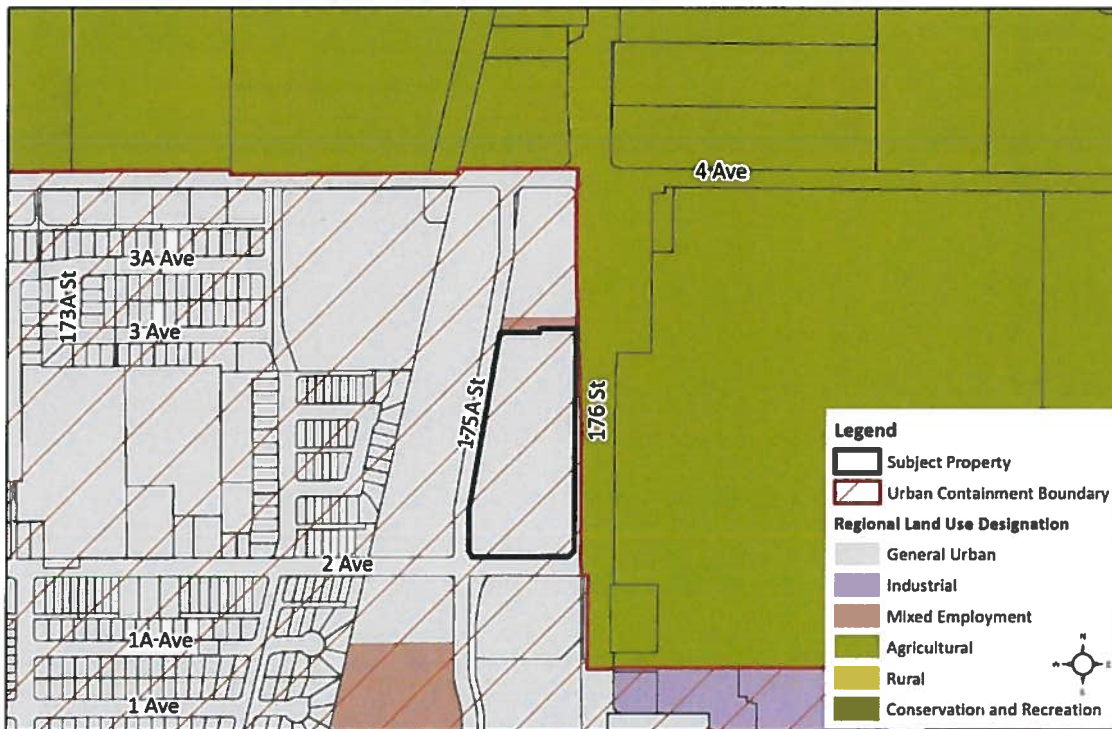
Chris Plagnol, Corporate Officer

# Schedule A

## Prior to Amendment

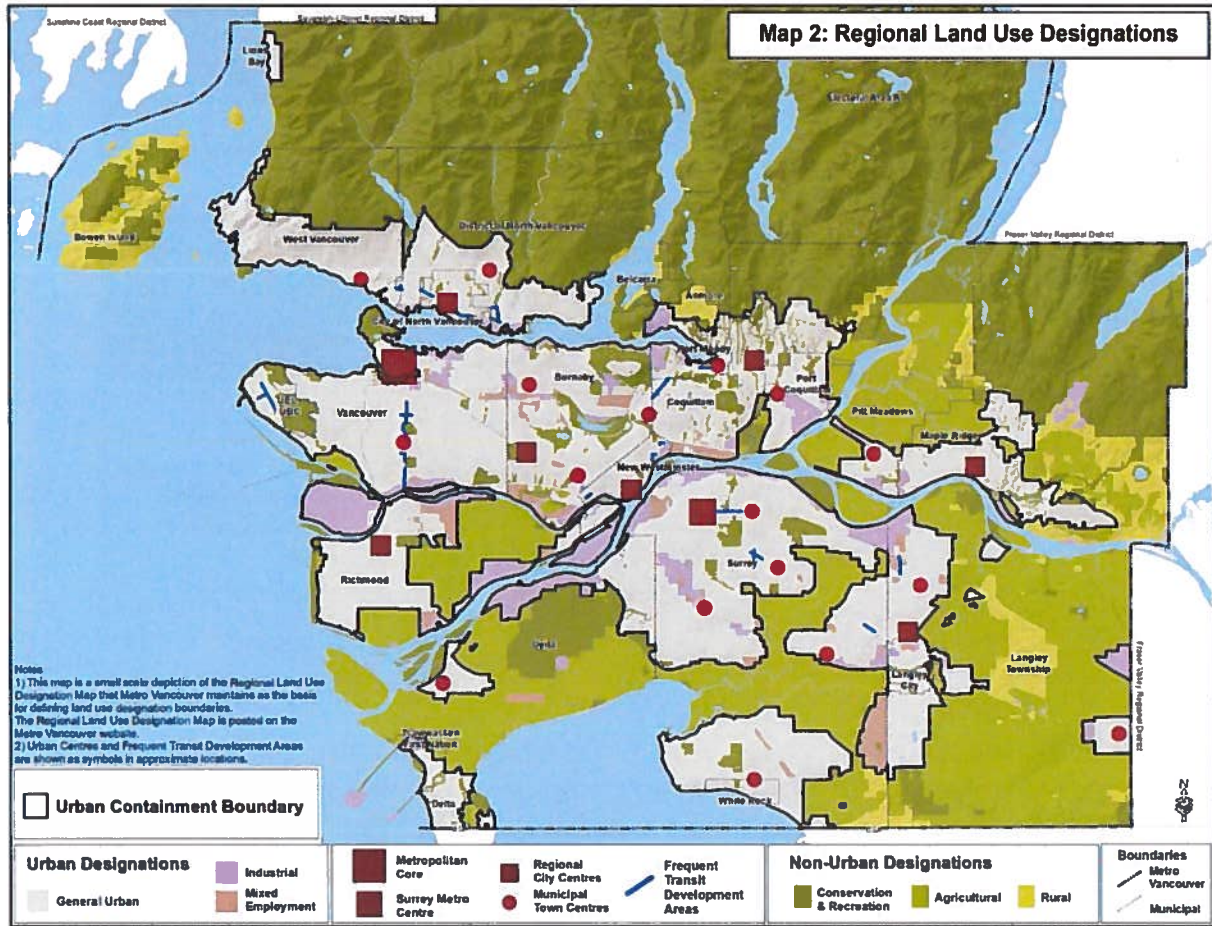


## Post Amendment



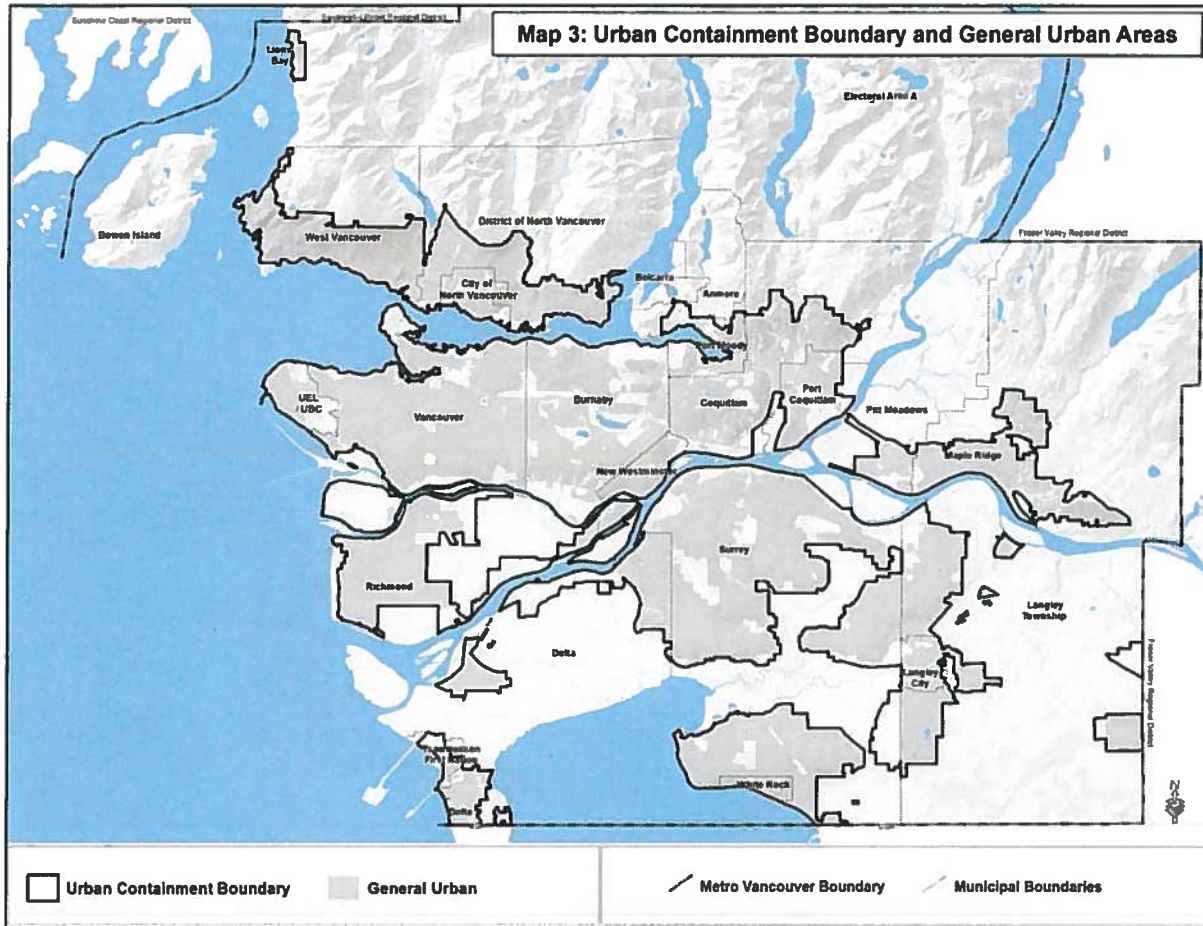


Map 2: Regional Land Use Designations



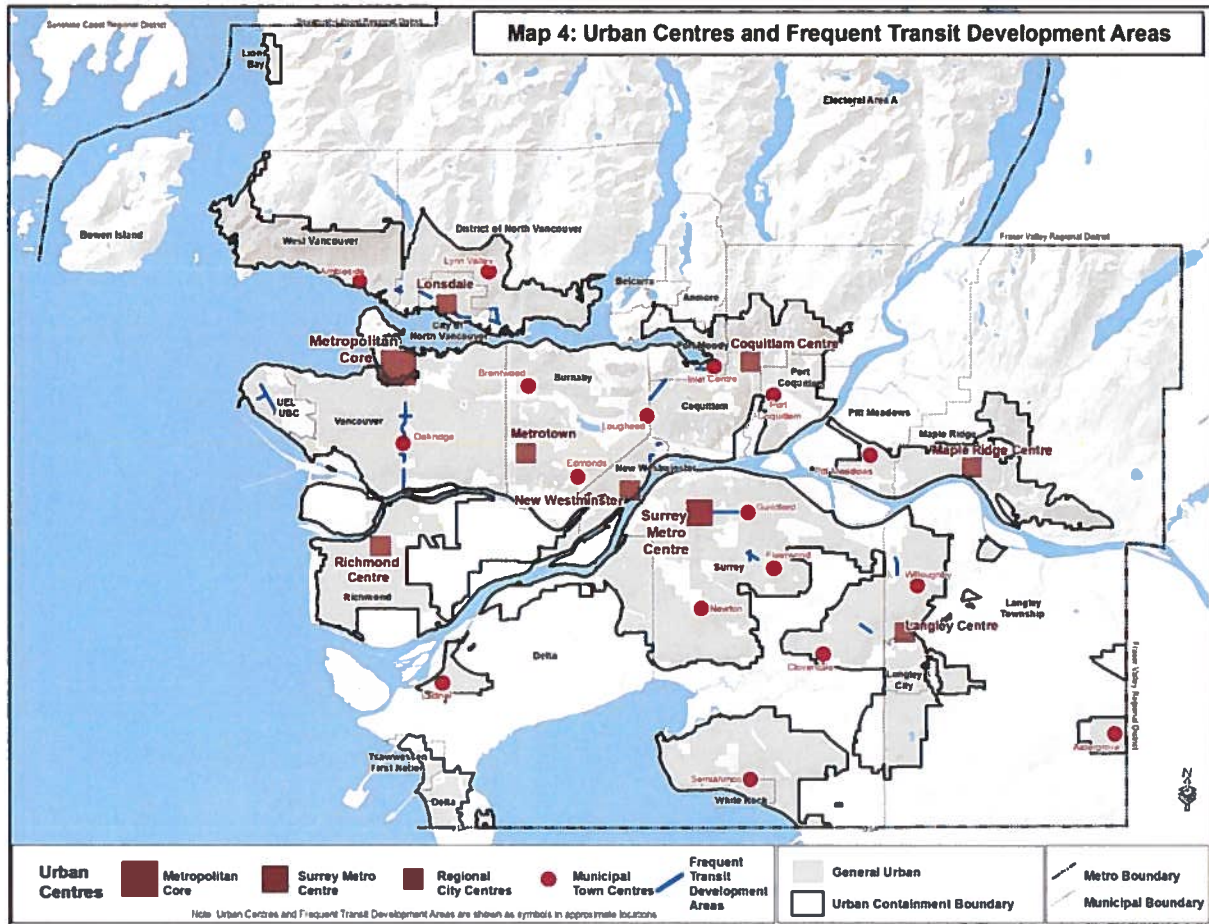
# Schedule B

## Map 3: Urban Containment Boundary and General Urban Areas



# Schedule B

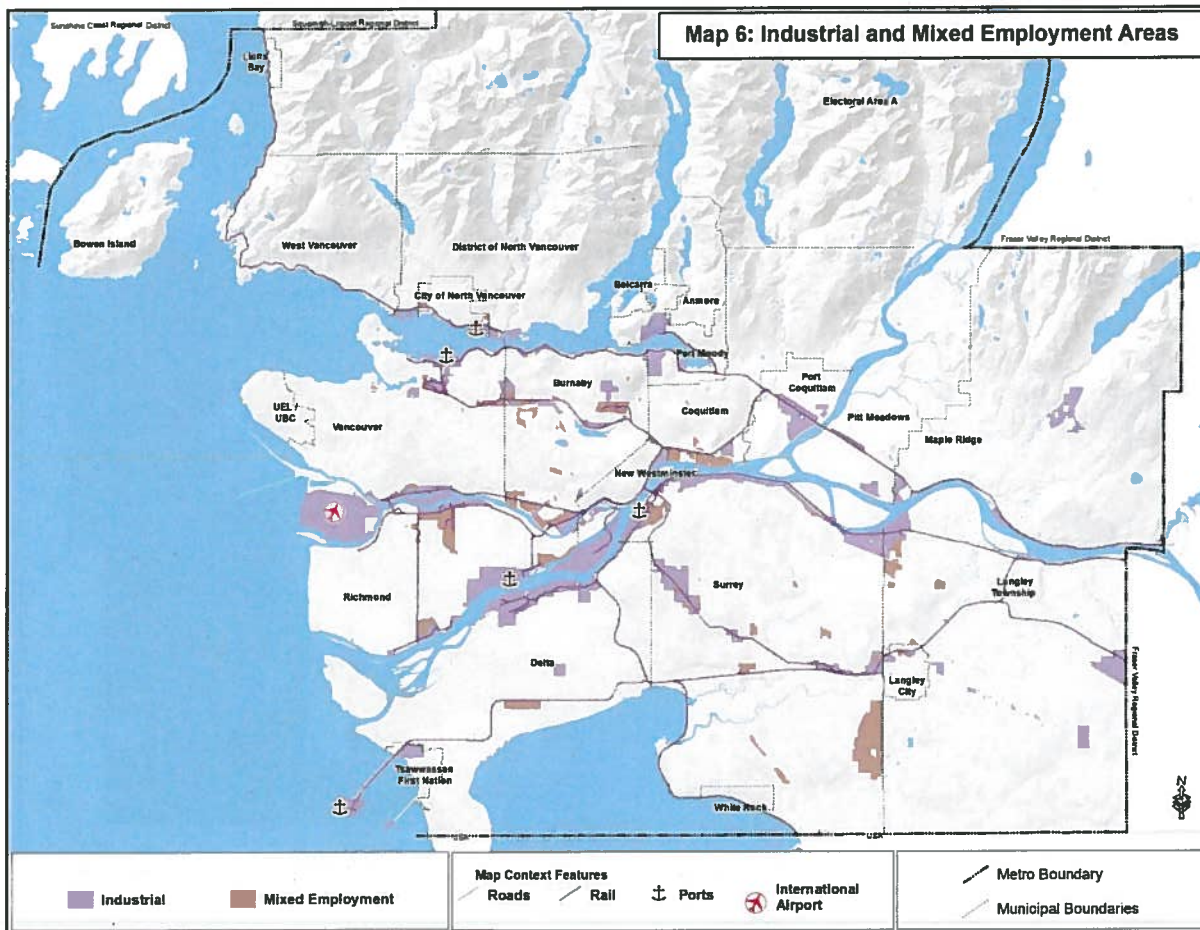
## Map 4: Urban Centres and Frequent Transit Development Areas





# Schedule B

## Map 6: Industrial and Mixed Employment Areas



# Schedule B

## Map 12: Special Study Areas and Sewerage Extension Areas

