

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 – South Campbell Heights

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

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

That the MVRD Board:

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

48827428

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

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

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

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

Yours sincerely,



Sav Dhaliwal
Chair, Metro Vancouver Board

SD/JWD/hm

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

To: MVRD Board of Directors

From: Regional Planning Committee

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

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

REGIONAL PLANNING COMMITTEE RECOMMENDATION

That the MVRD Board:

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

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

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

However, four areas of concern were discussed:

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

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

This matter is now before the Board for its consideration.

Attachment

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

47807222 FINAL

To: Regional Planning Committee

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

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

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

RECOMMENDATION

That the MVRD Board:

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

EXECUTIVE SUMMARY

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

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

PURPOSE

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

BACKGROUND

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

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

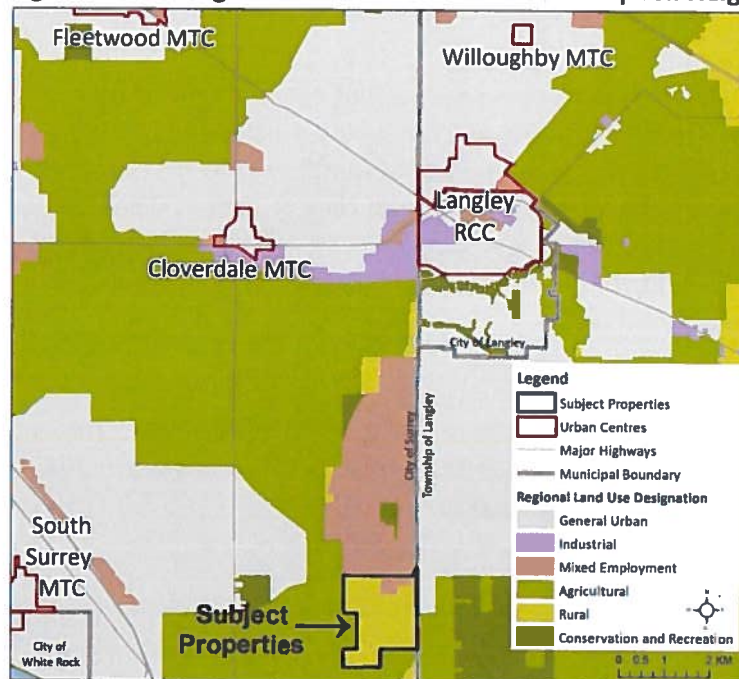
Subject to Council granting third reading to Amendment Bylaw No. 20393, authorize staff to submit a Type 3, Minor Regional Growth Strategy amendment and Regional Context Statement amendment application to the Metro Vancouver Board for approval of the Regional Growth Strategy Regional Land Use Designation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

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

SITE CONTEXT

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

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

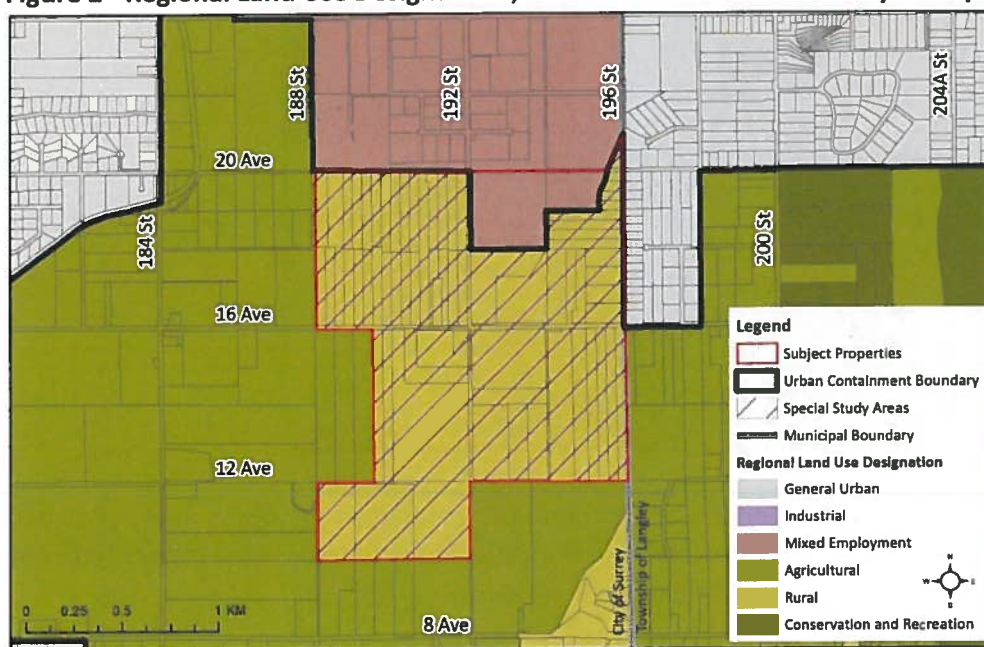


Existing Regional Land Use Designations and Special Study Area

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

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

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



PROPOSED AMENDMENT

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

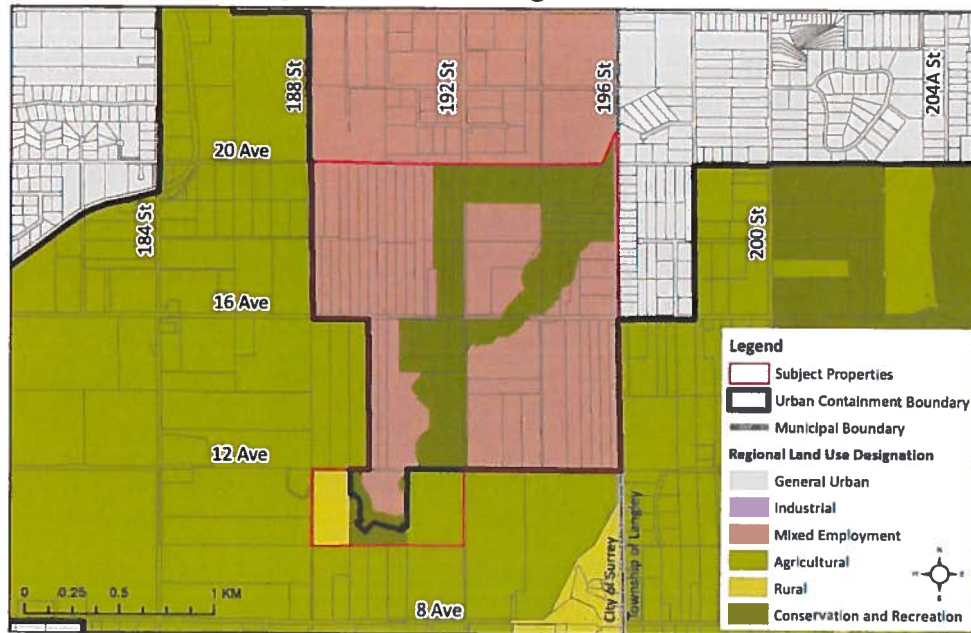
The updated proposal encompasses 72 properties, as depicted below in Figure 3. The amendment seeks to:

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

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

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

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



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

REGIONAL PLANNING ANALYSIS

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

GOAL 5: Support Sustainable Transportation Choices

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

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

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

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

Regional Planning Advisory Committee Comments

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

AMENDING METRO 2040 AND NEXT STEPS

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

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

If the amendment bylaw (Attachment 2) receives 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 for consideration of acceptance at the same time as final adoption of the proposed amendment.

ALTERNATIVES

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

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

FINANCIAL IMPLICATIONS

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

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

CONCLUSION

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

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

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

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

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

Attachments (47807423)

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

References

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

47807222

July 30, 2021

File: 3900-20-18020 (OCP)
6520-20 (South Campbell Heights)

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 several Official Community Plan ("OCP") amendments that also require amendments to the Metro Vancouver Regional Growth Strategy ("RGS") prior to final adoption for the following areas:

1. Revised South Campbell Heights Land Use Plan
2. South Campbell Heights Agricultural Land Reserve ("ALR") Inclusion Property

Although these are two separate processes, they are included together in this RGS amendment application.

Background

On July 24, 2017, Surrey Council endorsed Stage 1 of the South Campbell Heights Land Use Plan ("the Plan") following a comprehensive land use planning process. Following Stage 1 approval of the Plan, Council also granted third reading to the necessary OCP amendments and bylaw readings that were consistent with the Stage 1 Plan. On January 16, 2018, the City submitted a request to Metro Vancouver to amend the RGS to accommodate the land uses proposed in the Plan.

The 2017 application proposed the Rural "Special Study Area" designation (235 hectares) within the Plan area to be amended to General Urban (143 hectares), Mixed Employment (37 hectares), and Conservation and Recreation (55 hectares). These changes necessitated an expansion of the regional Urban Containment Boundary ("UCB") which outlines the catchment for regional utility servicing. It also proposed land use amendments within the existing UCB, including 16.4 hectares from Mixed Employment to Conservation and 6.0 hectares from Mixed Employment to General Urban.

On April 20, 2018, the Metro Vancouver Regional Planning Committee ("RPC") received a report from Metro Vancouver staff titled "Metro Vancouver 2040: Shaping our Future Land Use Designation Amendment from the City of Surrey - South Campbell Heights." The report indicated support for proposed amendments to redesignate lands to Mixed Employment, Conservation and Recreation, and Agricultural because these were generally consistent with the provisions of Metro 2040; however, for the portion of the proposed amendment that was seeking to extend the UCB and redesignate 143 hectares from Rural to General Urban for urban residential development, there was not the required support. The report indicated that this component of the request was inconsistent with Metro 2040 and recommended that the entire amendment application be referred back to the City to consider an alternate amendment.

At the May 25, 2018 Metro Vancouver Board meeting, the Board approved the RPC recommendations and referred the RGS amendment application back to the City to consider alternatives.

In response to the amendment application being referred back to the City, staff liaised with Metro Vancouver staff and employment lands stakeholders in Surrey to prepare a revised Stage 1 South Campbell Heights Land Use Plan that better responds to regional concerns.

On July 12, 2021 at the Regular Council - Public Hearing Meeting, Surrey Council approved recommendations in the report titled, "Revised Stage 1 South Campbell Heights Land Use Plan and Proposed Official Community Plan, Regional Context Statement, and Regional Growth Strategy Amendments" (Attachment "1"). This included approval of the revised Stage 1 Land Use Plan, resolutions to give first and second readings to the required OCP bylaw amendments, and instructions to 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 OCP bylaw amendments and endorsed referring an application to Metro Vancouver to support amendments to the RGS (Attachment "3"). These amendments include adjustments to the UCB, removal of the entire Special Study Area, and amendments to the Regional Land Use Designations from Rural and Mixed Employment to Conservation Recreation, Mixed Employment, and Agriculture.

Revised South Campbell Heights Local Area Plan

The Plan has been revised in consideration of the region's constrained industrial land supply and Metro Vancouver's previous refer back of Surrey's initial RGS amendment. The revised Plan focuses on creating more employment opportunities by increasing the inventory of regional employment lands. Residential uses have been removed from the revised Plan. The proposed UCB extension has been modified to only contain lands north of the southernmost reach of the Little Campbell River in this area. These proposed changes to the Plan better align with RGS goals.

Surrey is a significant contributor to regional industrial growth and holds a significant portion of the region's vacant industrial land; however, across the region the demand for industrial land continues to outpace supply. In the absence of additional land to meet continued demand, the region is anticipated to absorb all effective supply sometime between 2028 and 2035.

The proposed South Campbell Heights Plan will help address the industrial land supply and provide opportunities to accommodate both new industrial businesses and those businesses that are seeking to expand their operations. Given applicable lot sizes, the Plan has advantage for uses that require larger parcels with the necessary access to services and transportation infrastructure. It is important for the City and the region to remain open for business and to provide opportunity for businesses seeking to relocate or expand operations.

The following RGS amendments are proposed:

- Amend the RGS Land Use Designations for the South Campbell Heights Land Use Plan from 227.3 hectares of Rural and 22.4 hectares of Mixed Employment to 80.6 hectares of Conservation and Recreation and 169.1 hectares of Mixed Employment (as shown in Attachment "4").
- Remove the entire 247 hectares of regional Special Study Area Overlay for all areas of South Campbell Heights.
- Amend the RGS to extend the UCB by 223.7 hectares (as shown in Attachment "5"), to support the proposed land uses within the South Campbell Heights Land Use Plan

South Campbell Heights Agricultural Land Reserve Inclusion Property

In a separate process from the preparation of the South Campbell Heights Local Area Plan, an application to include land into the Agricultural Land Reserve ("ALR") was approved by the Agricultural Land Commission ("ALC") for the property shown in Attachment "6". In order to be consistent with that ALC decision, the Regional Land Use Designation is recommended to be adjusted from Rural to Agricultural as a housekeeping amendment.

Conclusion

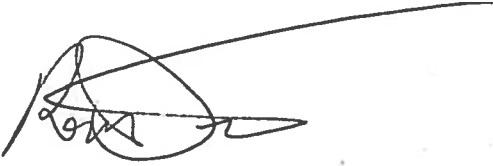
The City of Surrey requests that the Metro Vancouver Board amend the Regional Growth Strategy to:

- extend the Urban Containment Boundary;
- remove Surrey's Special Study Area; and
- amend Regional Land Use Designations from Rural and Mixed Employment to Mixed Employment, Conservation Recreation, and Agricultural (as shown in Attachments "4" and "5").

The ALC has already approved the inclusion of the property shown in Attachment "6" into the ALR and is, therefore, simply a housekeeping measure to ensure the RGS is consistent with the existing designations.

Should Metro Vancouver staff require any additional information regarding this application, please contact Patrick Klassen, Community Planning Manager, at 604-598-5858 or at pklassen@surrey.ca.

Sincerely,

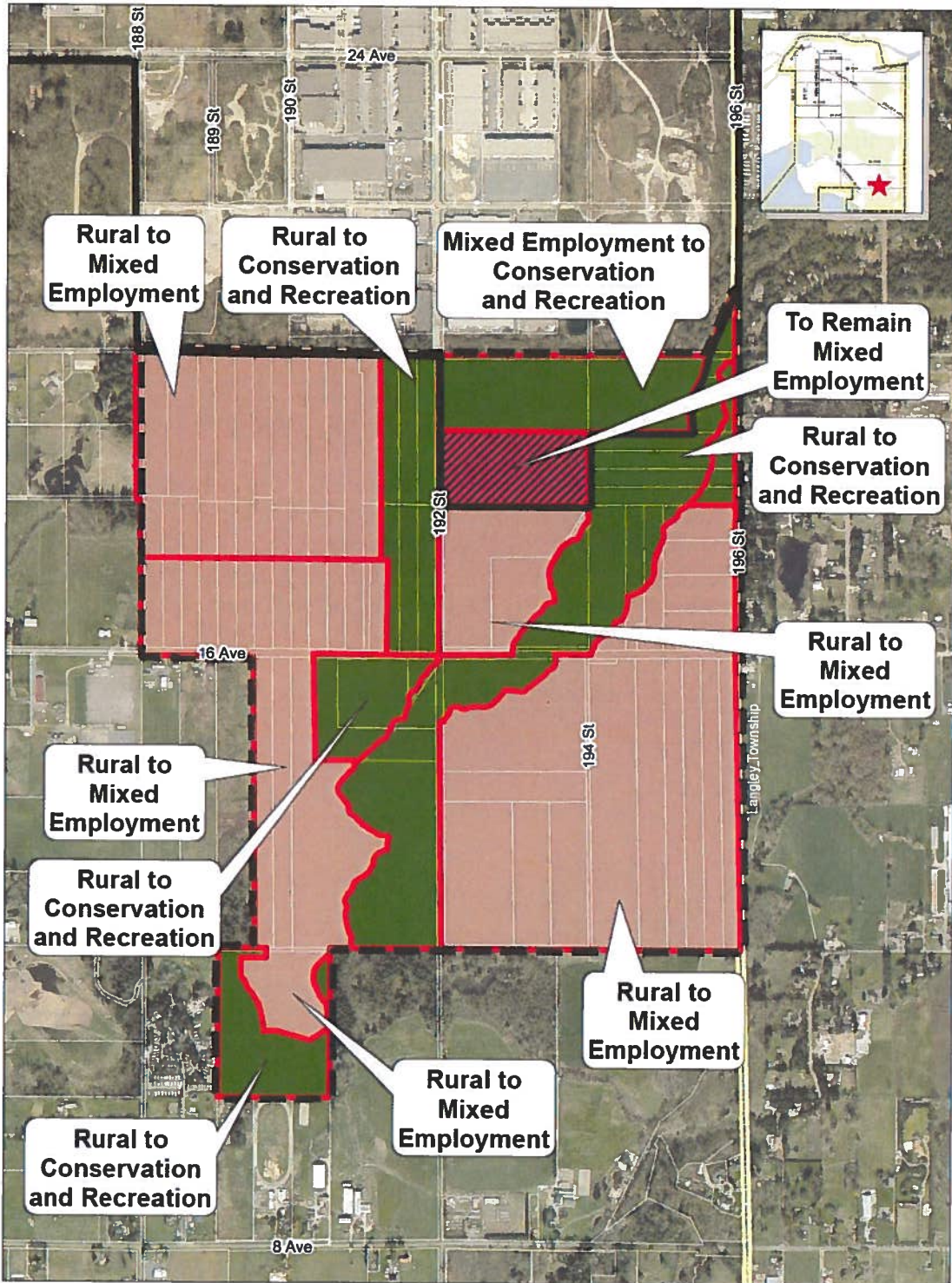


Rémi Dubé, P.Eng.
Acting General Manager, Planning & Development

Cc Heather McNell, General Manager, Regional Planning and Housing Services, Metro Vancouver
Sean Galloway, Director, Regional Planning, Metro Vancouver
James Stiver, Manager, Growth Management and Transportation
Mark Seinen, Senior Planner, Metro Vancouver
Preet Heer, Manager, Community Planning, Planning & Development, City of Surrey
Patrick Klassen, Community Planning Manager, Planning & Development, City of Surrey
Markus Kischnick, Community Planner, Planning & Development, City of Surrey
Yonatan Yohannes, Manager, Utilities, Engineering, City of Surrey

Attachment "1"	Corporate Report - "Revised Stage 1 South Campbell Heights Land Use Plan and Proposed Official Community Plan, Regional Context Statement, and Regional Growth Strategy Amendments"
Attachment "2"	Council Resolutions - July 12, 2021 Regular Council - Public Hearing Meeting
Attachment "3"	Council Resolutions - July 26, 2021 Regular Council - Public Hearing Meeting
Attachment "4"	Proposed RGS Land Use Designation Amendments
Attachment "5"	Proposed UCB Extension
Attachment "6"	South Campbell Heights ALR Inclusion Property

Proposed RGS Land Use Designation Amendments



SOUTH CAMPBELL HEIGHTS LOCAL AREA PLAN (LAP)

City of Surrey Planning & Development Department

Legend

- RGS Amendment Area
- Land Use Plan Boundaries
- Existing Urban Containment Boundary
- Surrey City Boundary

Proposed RGS Land Use Designation

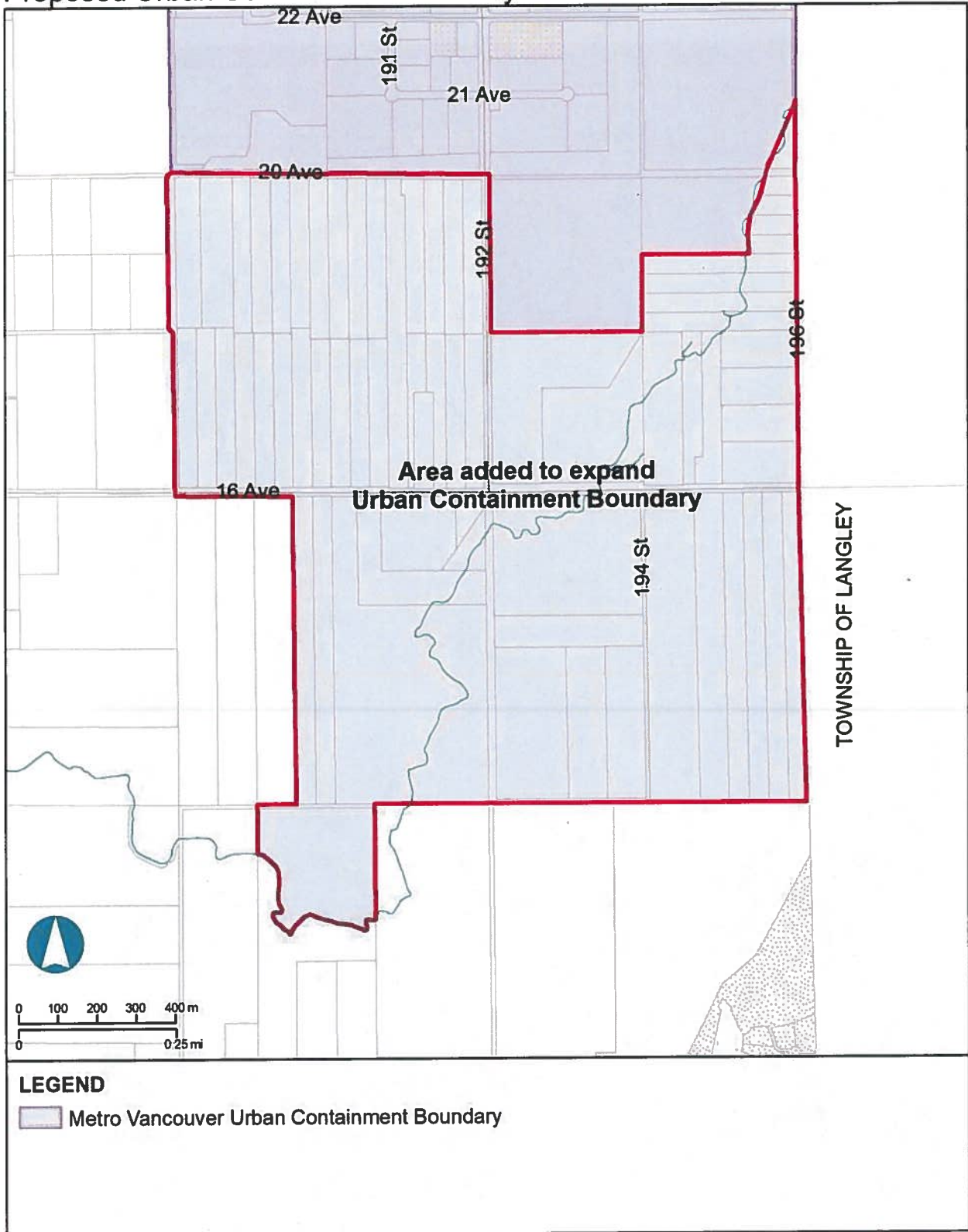
- Existing Mixed Employment
- Proposed Mixed Employment
- Proposed Conservation and Recreation

0 50 100 200 300 400 Meters

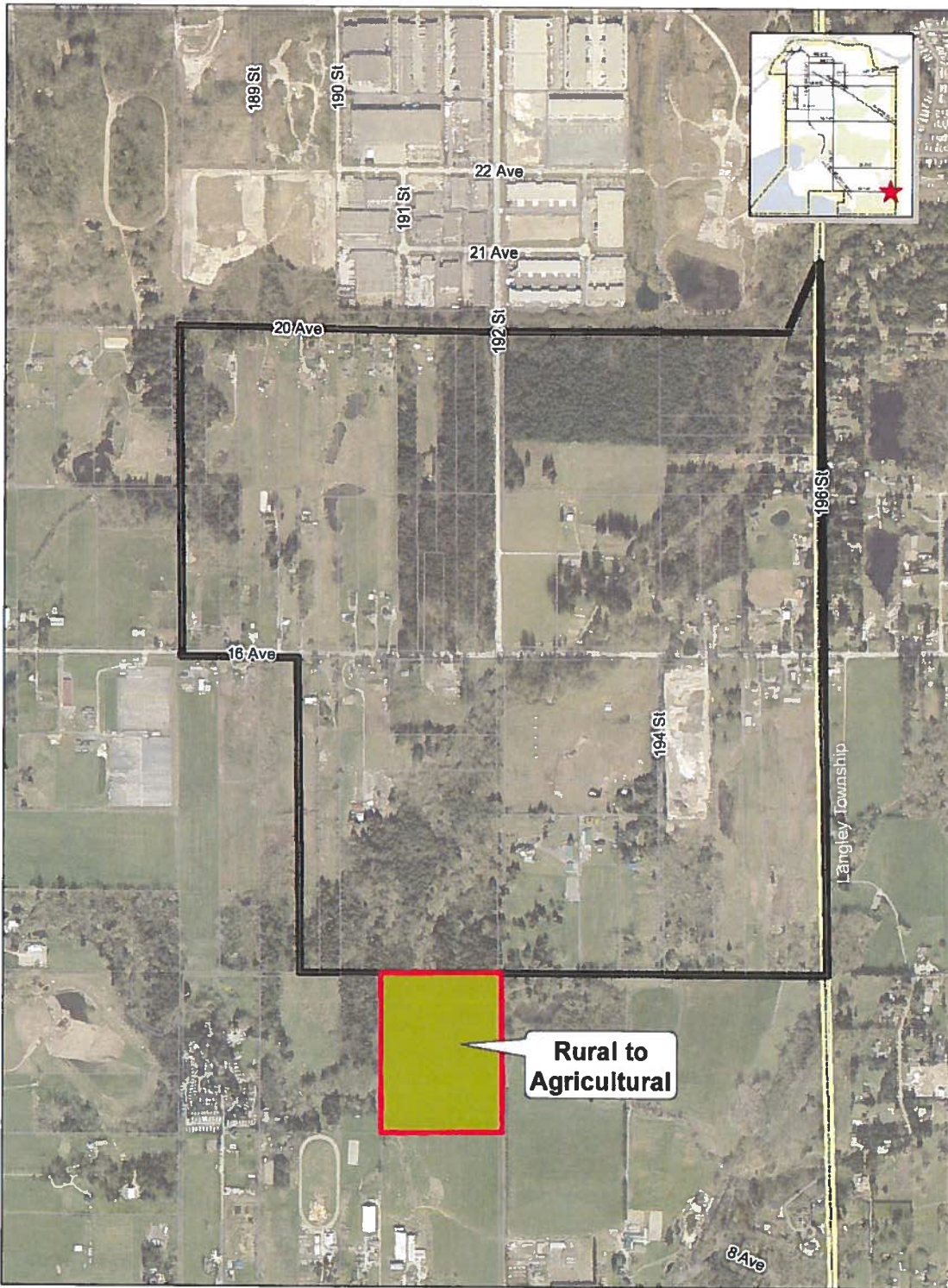
1:9,700

This map is provided as general reference only. The City of Surrey makes no warranties, express or implied, as to the fitness of the information for any purpose, or to the results obtained by individuals using the information and is not responsible for any adverse consequences or reliance on the information explained herein.

Proposed Urban Containment Boundary Extension



South Campbell Heights ALR Inclusion Property



SOUTH CAMPBELL HEIGHTS LOCAL AREA PLAN (LAP)

City of Surrey Planning & Development Department



Legend

- ALR Amendment Area
- LAP Boundary
- Surrey City Boundary

Proposed RGS Land Use Designation

- Agricultural



1:9,000

This map is provided as a guide only. The City of Surrey does not warrant, accept liability or responsibility for any errors or omissions. The City of Surrey is not responsible for any errors or omissions. The City of Surrey is not responsible for any errors or omissions. The City of Surrey is not responsible for any errors or omissions.

METRO VANCOUVER REGIONAL DISTRICT
REGIONAL GROWTH STRATEGY AMENDMENT BYLAW NO. 1328, 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 portions of the subject properties from 'Rural' to 'Mixed Employment', re-designating portions of the subject properties from 'Rural' to 'Conservation and Recreation', re-designating portions of the subject properties from 'Rural' to 'Agricultural', re-designating portions of the subject properties from 'Mixed Employment' to 'Conservation and Recreation', removing the Special Study Area, and adjusting the Urban Containment Boundary, as shown in Schedule "A"; and
 - b) the official regional land use designation maps numbered 2, 3, 4, 5, 6, 7, 8, 9, 11, and 12 are revised to record the changes in regional land use designation, removal of the Special Study Area, and adjustments to the Urban Containment Boundary, 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. 1328, 2021*". This bylaw may be cited as "*Regional Growth Strategy Amendment Bylaw No. 1328, 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 _____, _____.

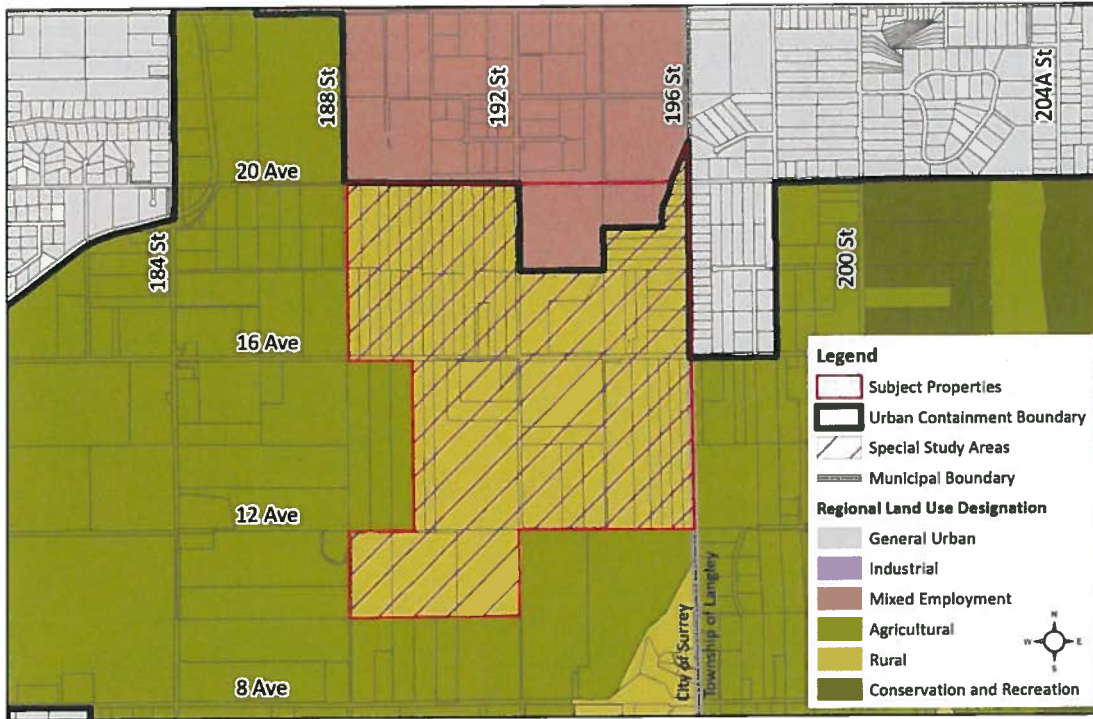
Passed and finally adopted this _____ day of _____, _____.

Sav Dhaliwal, Chair

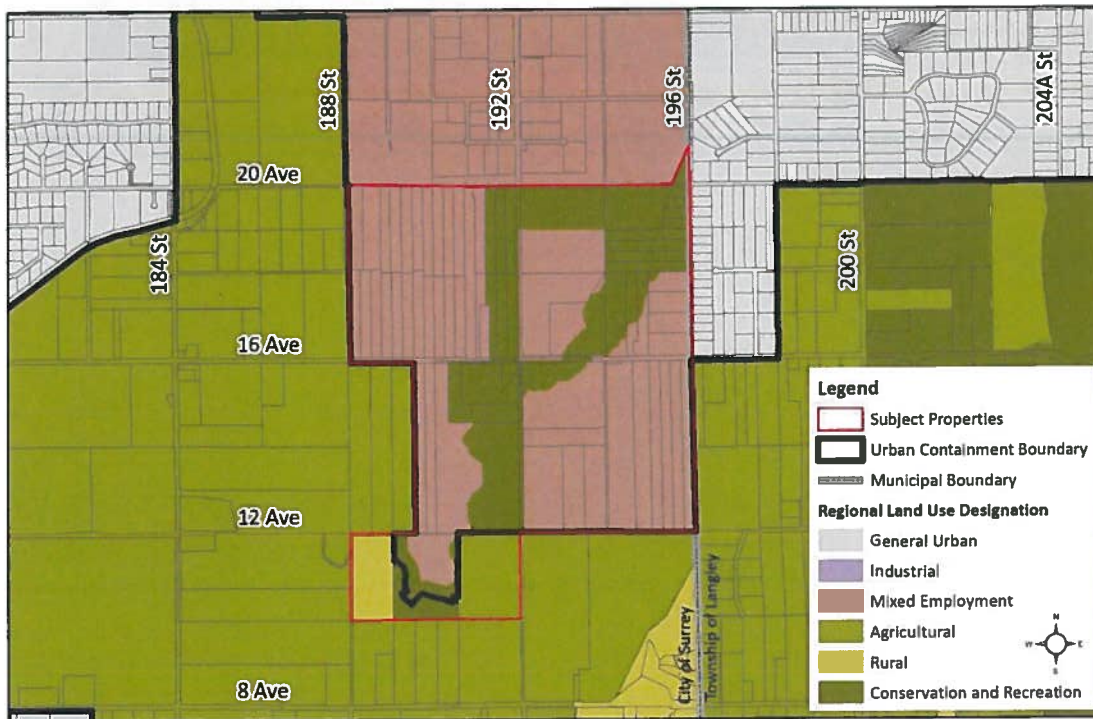
Chris Plagnol, Corporate Officer

Schedule A

Prior to Amendment

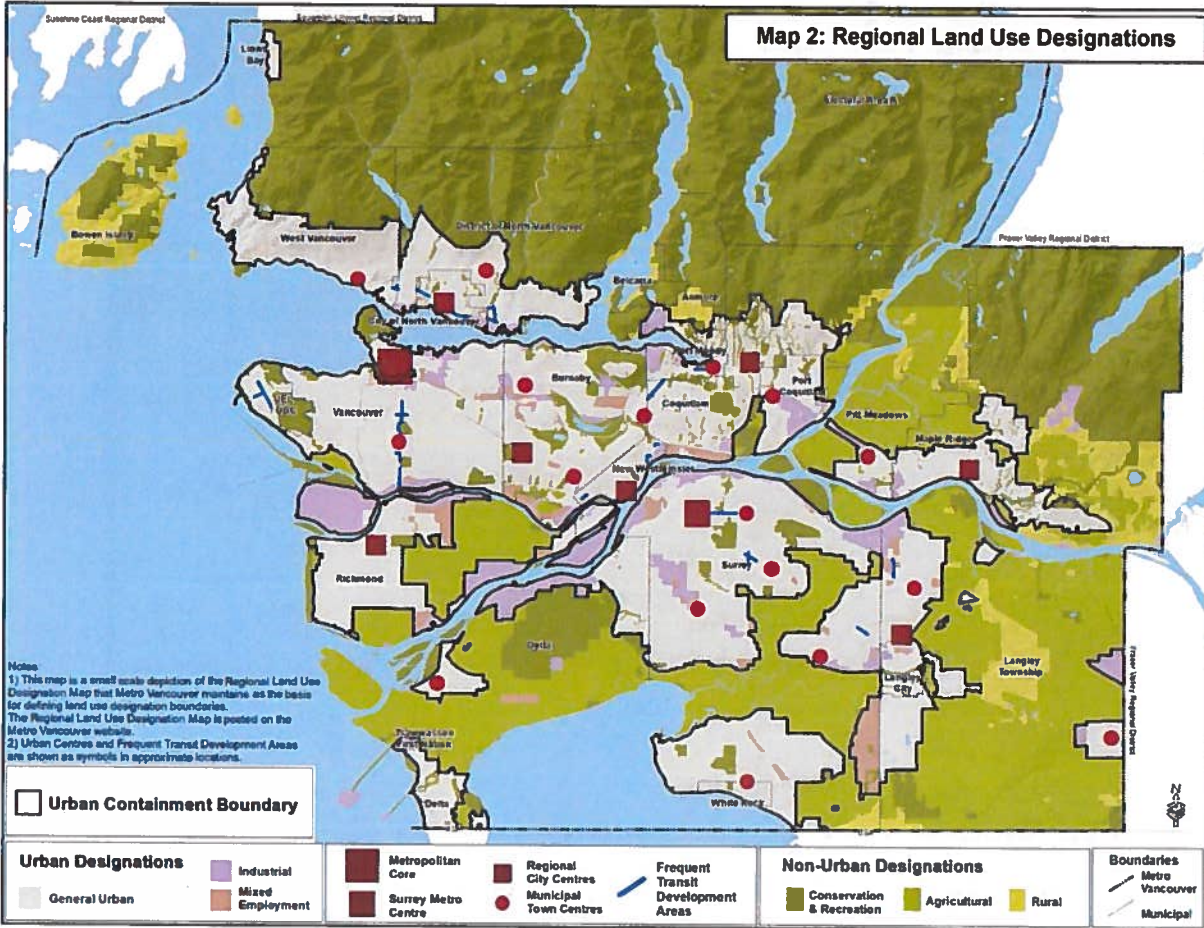


Post Amendment



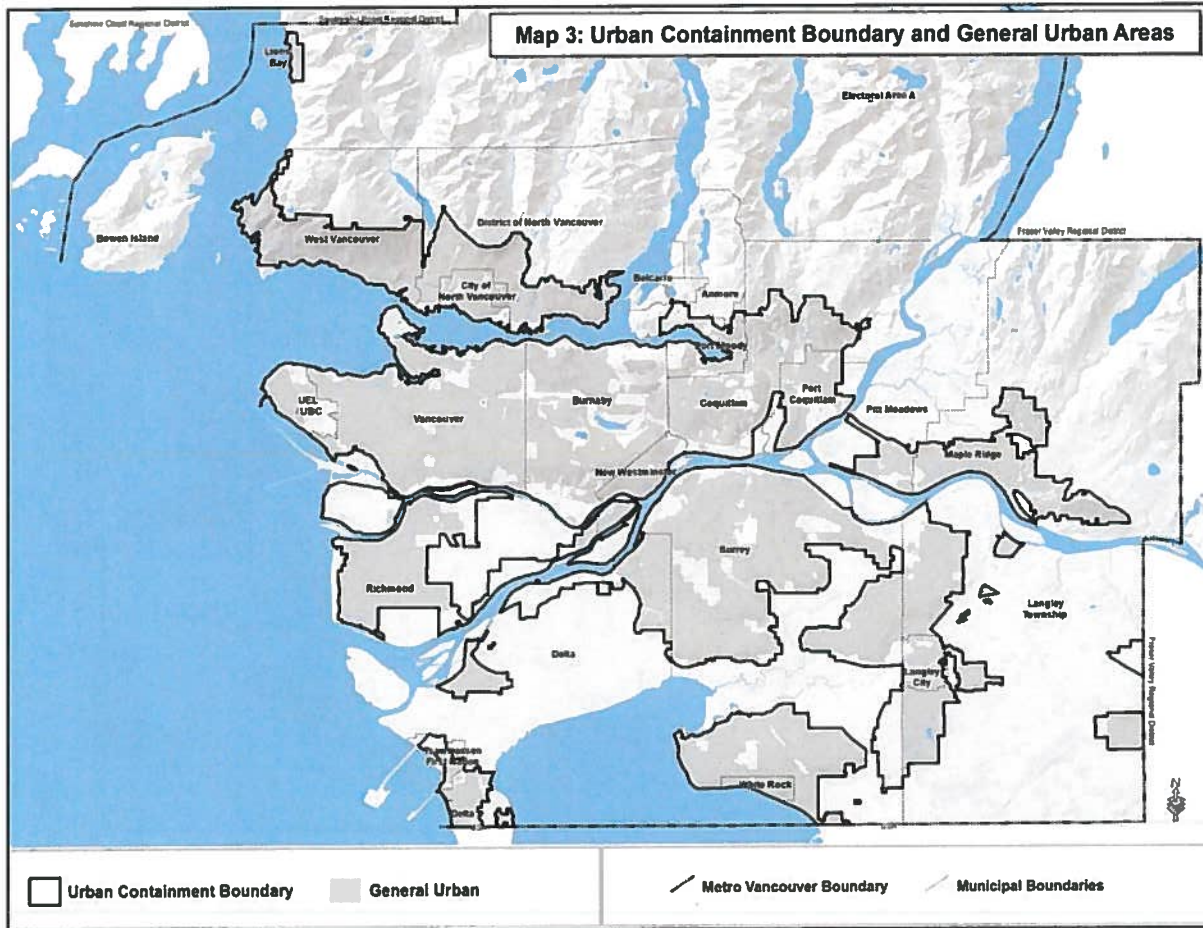
Schedule B

Map 2: Regional Land Use Designations



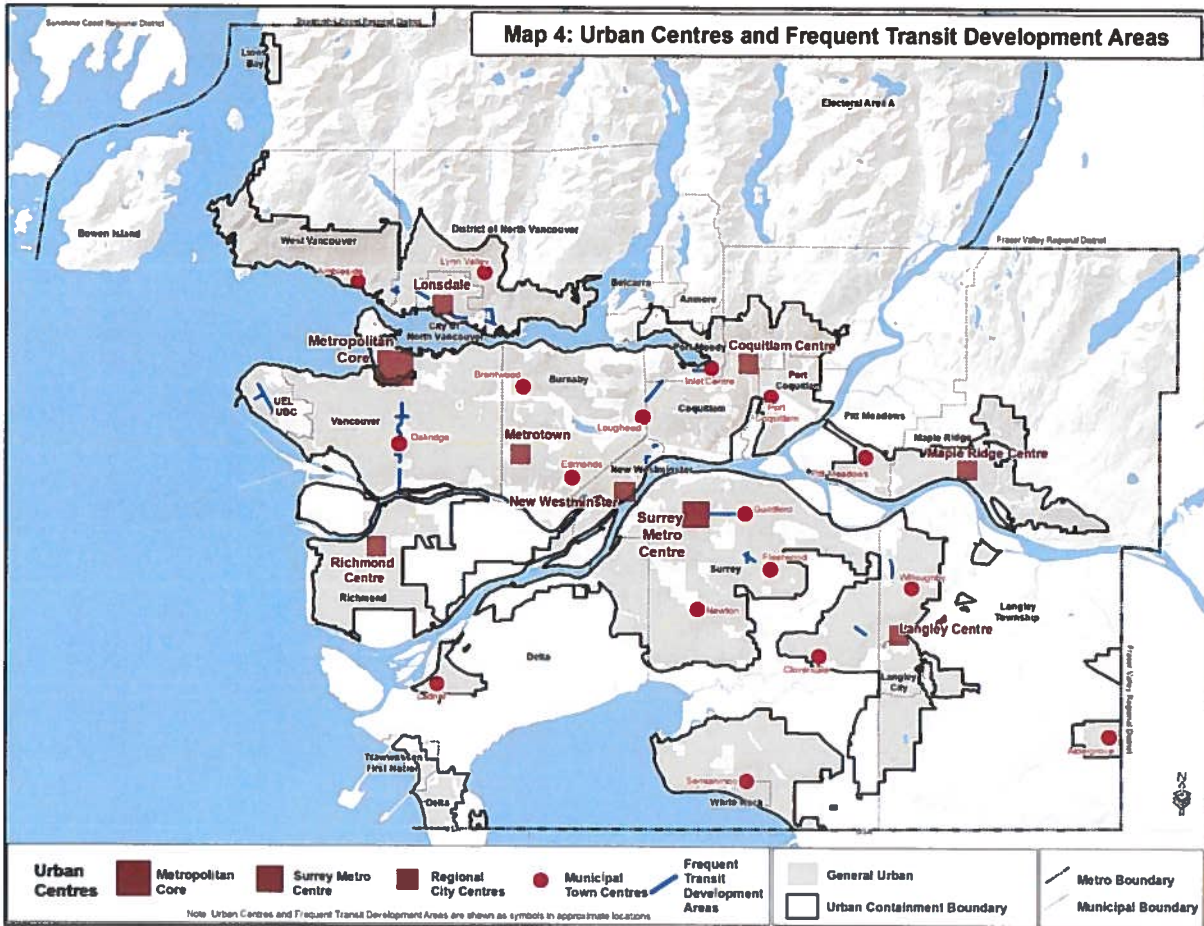
Schedule B

Map 3: Urban Containment Boundary and General Urban Areas



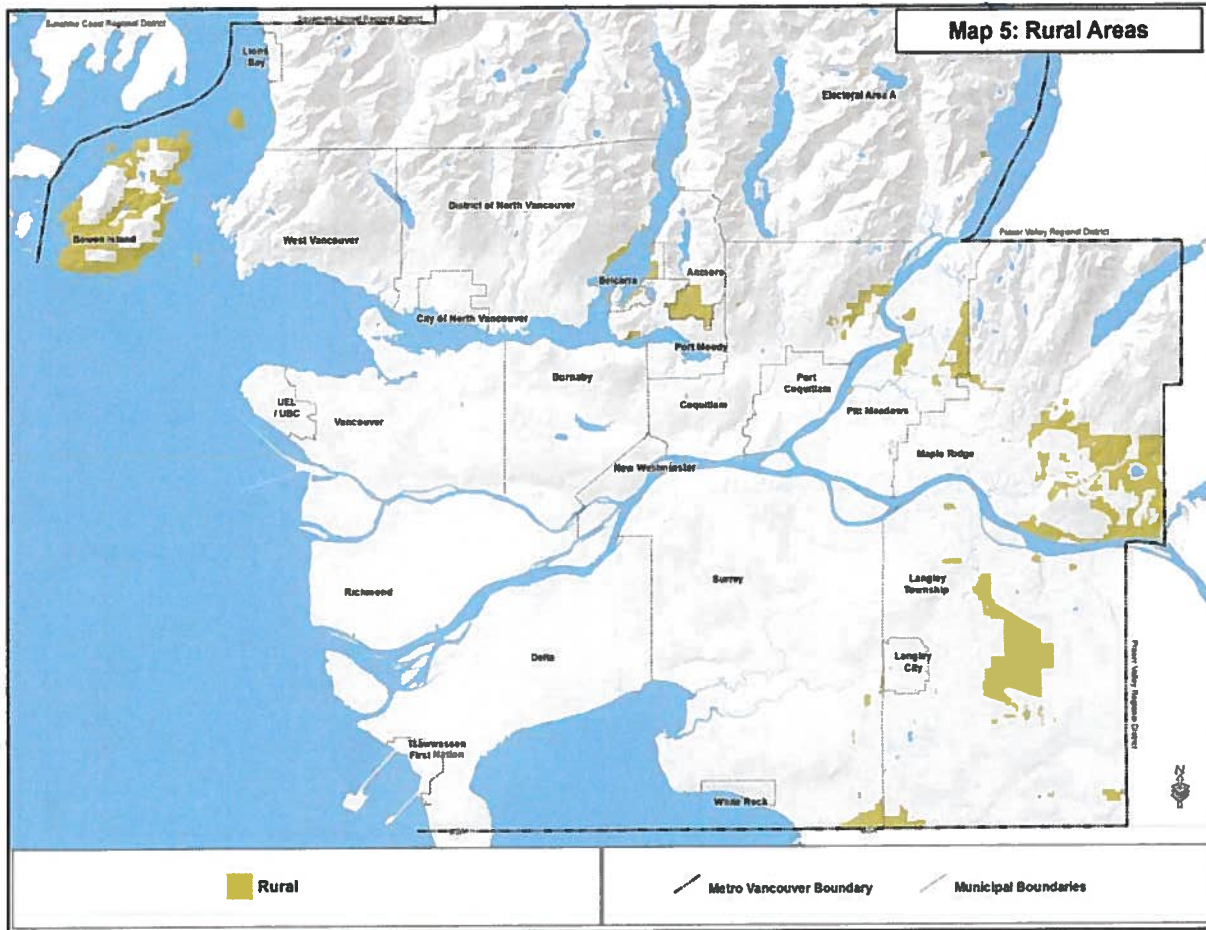
Schedule B

Map 4: Urban Centres and Frequent Transit Development Areas



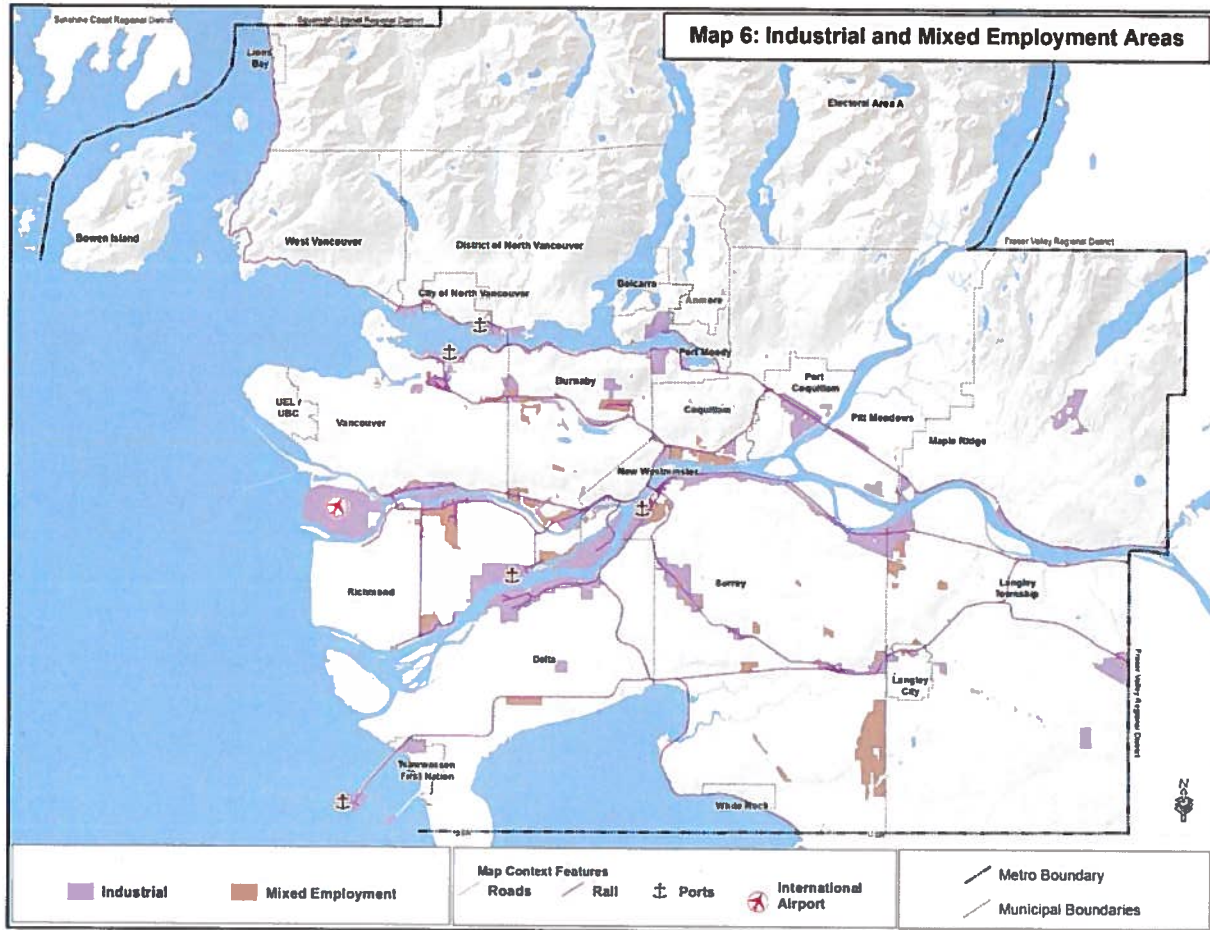
Schedule B

Map 5: Rural Areas

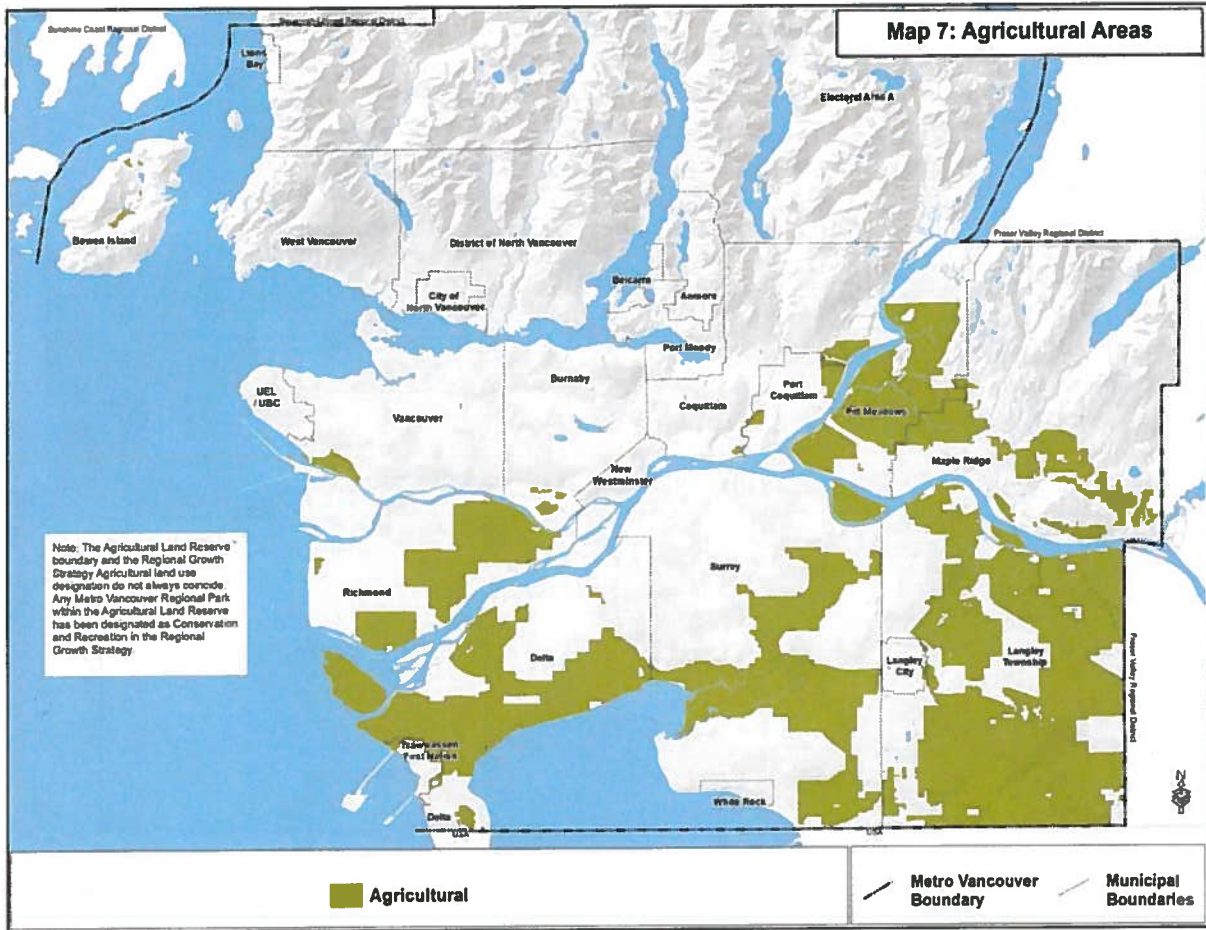


Schedule B

Map 6: Industrial and Mixed Employment Areas

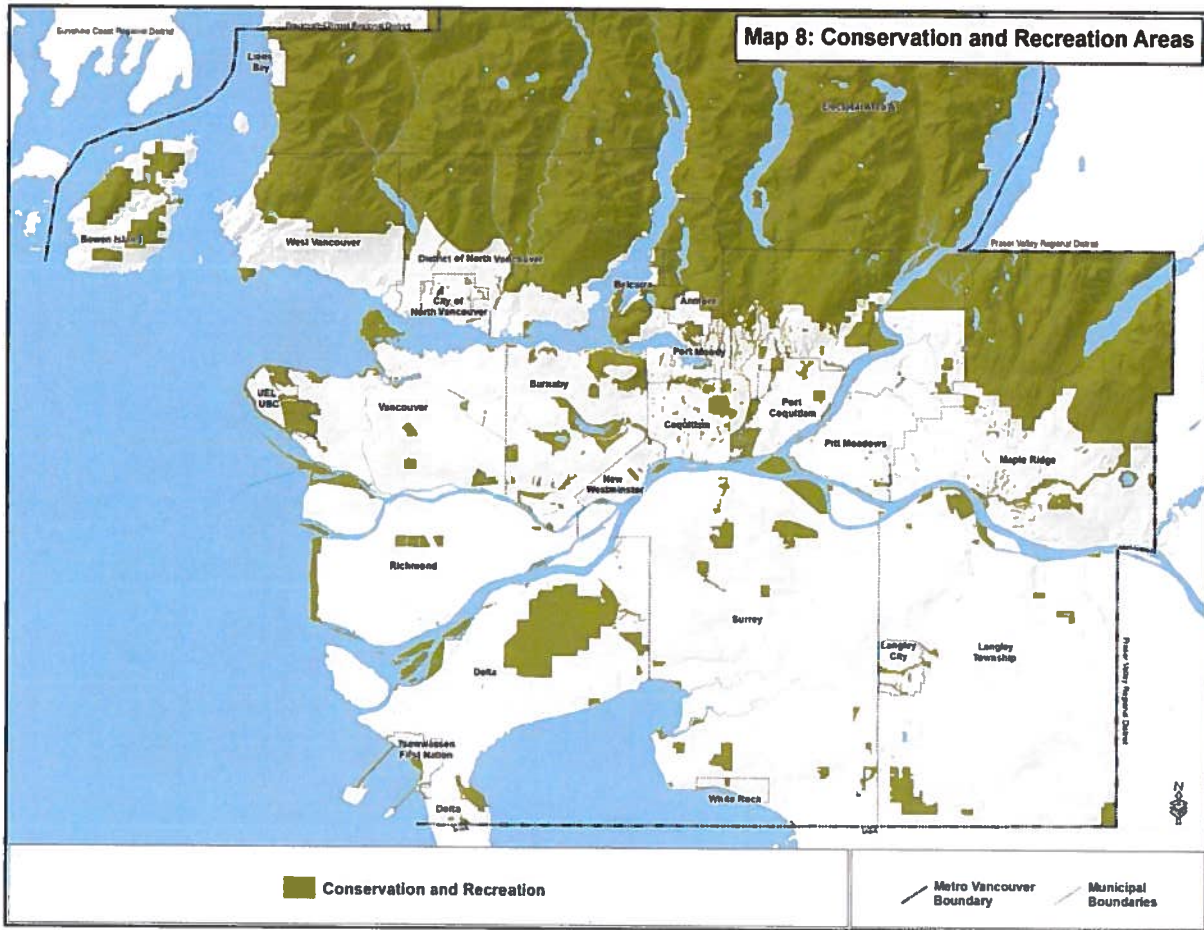


Map 7: Agricultural Areas

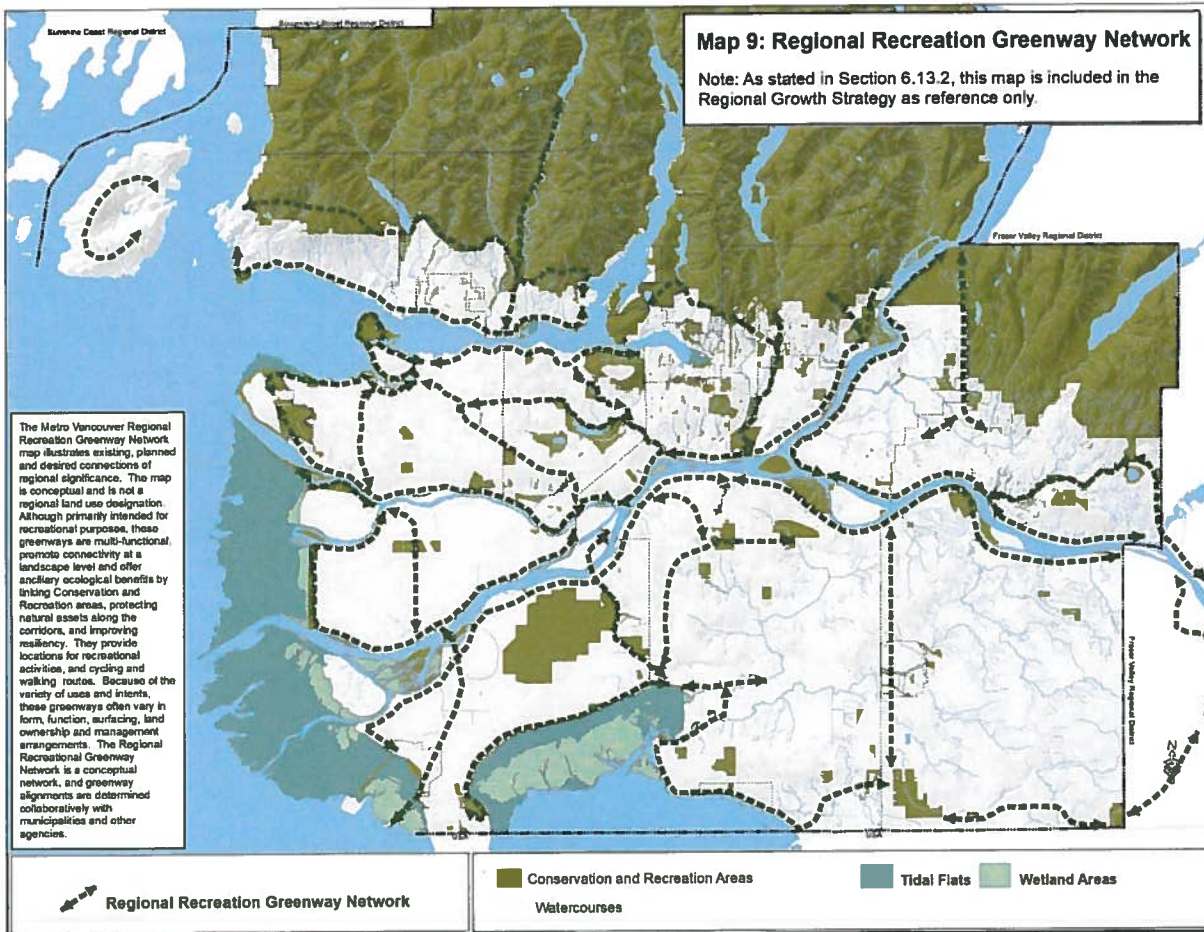


Schedule B

Map 8: Conservation and Recreation Areas

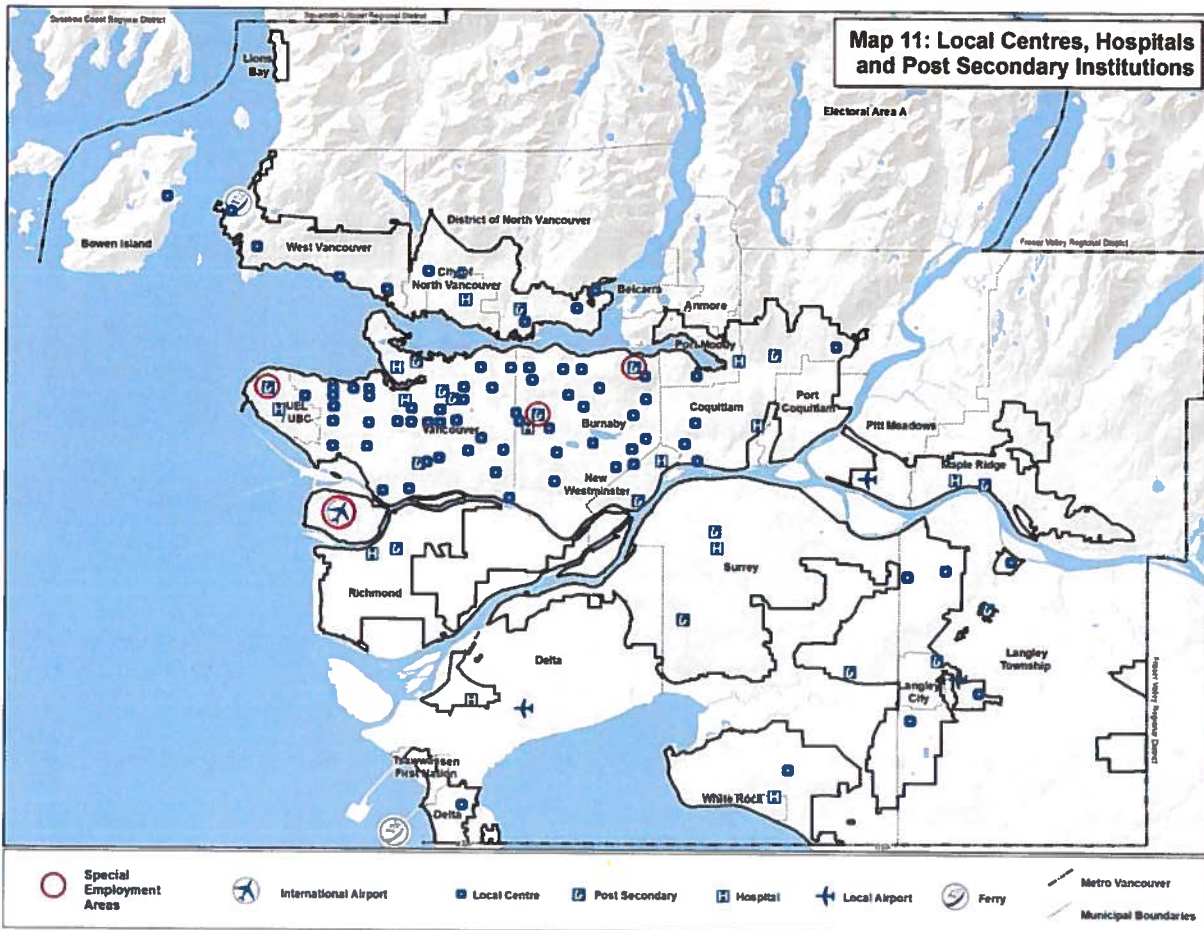


Map 9: Regional Recreation Greenway Network



Schedule B

Map 11: Local Centres, Hospitals and Post-Secondary Institutions



Schedule B

Map 12: Special Study Areas and Sewerage Extension Areas

