

NO: R119

COUNCIL DATE: June 13, 2022

REGULAR COUNCIL

TO: **Mayor & Council**

DATE: **June 9, 2022**

FROM: **Acting General Manager, Planning & Development**

FILE: **0450-30 (Metro 2050)**

SUBJECT: **Response to Metro Vancouver Regional Growth Strategy Bylaw No. 1339, 2022**

RECOMMENDATION

The Planning & Development Department recommends that Council:

1. Receive this report for information;
2. In accordance with Section 436 of the *Local Government Act*, not accept “Metro Vancouver Regional District Regional Growth Strategy Bylaw No. 1339, 2022” (Metro 2050), on the basis of the reason outlined in the attached Appendix “I”;
3. As required in Section 436 of the *Local Government Act*, advise Metro Vancouver that the City of Surrey is not willing to accept inclusion of the provisions to which it objects, as outlined in Appendix “I”, into the Regional Growth Strategy, unless the provision to which it objects will not apply to Surrey;
4. If Metro Vancouver does not approve Council’s request to remove the applicability of the above-noted provision to the City of Surrey then Council approves a request for a facilitator be appointed by the Province as provided for in Section 435 of the *Local Government Act*, to monitor and support discussions between Metro Vancouver and the City of Surrey to address the City of Surrey’s objections to the proposed Regional Growth Strategy; and
5. Direct the City Clerk to forward a copy this report, along with the related Council resolution, to Metro Vancouver.

INTENT

The purpose of this report is to respond to the statutory request by Metro Vancouver to member local governments for acceptance of the Regional Growth Strategy (“RGS”) and to outline provisions within Metro 2050 that the City of Surrey (the “City”) objects to and the rationale for the objection.

BACKGROUND

On April 26, 2019, the Metro Vancouver Regional District Board (the “MVRD Board”) passed a resolution to initiate an update to the RGS, Metro Vancouver Shaping Our Future (“Metro 2040”). This update (“Metro 2050”) would replace Metro 2040 and extend the RGS to the year 2050.

Between January and May of 2021, Metro Vancouver staff worked with staff from member jurisdictions, First Nations, and other regional stakeholders through the Metro 2050 Intergovernmental Advisory Committee. Drafts of each of the goal areas were presented to the Metro Vancouver Regional Planning Committee (“RPC”) and the MVRD Board between March and May 2021.

The complete draft of the updated RGS, Metro 2050, was provided to the RPC and the MVRD Board in June 2021, with a recommendation to commence a comment period for member jurisdictions, First Nations, and other regional stakeholders. The comment period ended on November 26, 2021.

At the November 22, 2021 Regular Council Public Hearing meeting, Council received Corporate Report No. R231; 2021 (attached as Appendix “II”) and referred it back to staff to add additional comments. Council highlighted areas of concern, including the overall scope of the RGS review and regional authority in land use matters. Further, Council noted that the City is best suited to understanding its local context in consideration of the Urban Containment Boundary (“UCB”). As well, to address the region’s limited supply of vacant industrial land, Council commented that the Metro 2050 scope of work be expanded to include a land use designation review including the redesignation of the rural area south of the South Campbell Heights Plan to Mixed Employment.

At the December 20, 2021 Regular Council Public Hearing meeting, Surrey Council passed the following resolution:

That Surrey Council request that Metro Vancouver allow additional time for Surrey Council to review and fully understand Metro Vancouver’s draft Regional Growth Strategy - Metro 2050, prior to the City providing comments on the strategy; and to assist with the review, Surrey Council requests that Metro Vancouver staff schedule a workshop with Surrey Council to provide an opportunity to review and ask questions regarding the draft Regional Growth Strategy - Metro 2050.

At the April 29, 2022 MVRD Board meeting, the proposed Metro Vancouver Regional Growth Strategy Bylaw (Metro Vancouver Regional District Regional Growth Strategy Bylaw No. 1339, 2022) was referred to local governments, including the City of Surrey, for acceptance. On May 3, 2022, the City received the formal notice of the RGS acceptance request (Appendix “III”). In accordance with Section 436 of the *Local Government Act*, affected local governments must, by way of a Council resolution submitted to Metro Vancouver and within 60 days of receipt of the notice (July 2, 2022), accept the RGS or communicate to Metro Vancouver that they do not accept the RGS.

DISCUSSION

Objection to Provisions in Metro 2050

If an affected local government does not accept the RGS, it must indicate by way of a resolution within the 60-day period:

- (a) the provision(s) to which it objects;
- (b) the reasons for its objection; and
- (c) whether it is willing that a provision to which it objects be included in the RGS on the basis that the provision will not apply to its jurisdiction.

As referenced at the November 22, 2021 Council meeting, Council has identified a number of concerns with Metro 2050. In terms of the concerns that relate to provisions within the proposed RGS, these pertain to the UCB and Metro Vancouver's involvement in local land use issues. These specific provisions in Metro 2050 are listed in Appendix "I" of this report and are further detailed below:

Objection: The Current Urban Containment Boundary Does Not Appropriately Consider Surrey's Context.

The specific provisions in Metro 2050 that relate to this objection are:

- Part D Urban Containment Boundary, Regional Land Use Designations, Overlays and Projections, specifically Urban Containment Boundary and Map 2 (p.14 and p.105).
- Part E Goals, Strategies and Actions, specifically subsection 1.1.9 depicts the Urban Containment Boundary on a map, generally consistent with the Regional Land Use Designations and Map 2 (p.29 and p.105).
- Part F Implementation, specifically subsection 6.3.3 that requires Type 2 amendments require an affirmative two-thirds weighted vote of the MVRD Board for amendments from Rural to Industrial. Employment or General Urban regional land use designations (p. 89).

Rationale for Objection

Escalating Land Costs and Limited Land Supply

The Metro 2050 UCB does not give enough consideration to the issue of limited land supply and escalating land costs to accommodate large parcel sizes for employment uses. In this context, Surrey has accommodated a significant portion of the region's population and employment growth, and between 2011 and 2020, 98% of its growth has occurred within its UCB.

The UCB makes it challenging for municipalities to consider and respond to changing future market conditions, including regionally pressing issues such as diminishing supply of and increasing demand for industrial land. Additional industrial lands are needed to allow for uses such as warehouses and other distribution functions to provide for a resilient supply chain system. Activities associated with these uses cannot easily be accommodated in Urban Centres or Frequent Transit Development Areas, or in small fragmented industrial parcels.

While the City continues to support the goal to focus growth within the UCB, given the current limited employment land supply and escalation of land values, there is merit in expanding the UCB with existing Rural land to provide opportunities to accommodate additional employment growth as Surrey has Rural-Designated land that may be ideal for these types of industrial purposes: larger parcel sized land that is located close to major goods movement routes.

Intent of Rural Designation and Surrey's Significant Percentage of Agricultural Land

The intent of the Rural designation is to protect land for agriculture and natural areas and preserve a rural characteristic. Only 1% (380 ha.) of Surrey's land is designated for Rural; however, Surrey has approximately 30% (~9,300 ha.) of its land base designated for Agriculture, most of which is protected within the Agricultural Land Reserve ("ALR"). Given the significant proportion of protected agricultural land in Surrey, redesignation of these Rural lands outside of the ALR would have little impact on the intent to provide and protect land for natural areas and agricultural purposes.

Proposed Change to Address Objection

It is recommended that Metro Vancouver allow the City to amend Rural lands to Industrial, Employment or General Urban regional land use designations without the need for consideration by the MVRD Board.

Next Steps

Once the acceptance period is complete, Metro Vancouver staff will bring forward received acceptances with an assessment of alignment and support across the region. The MVRD Board will be given an opportunity to consider Third Reading, and if support has been broadly achieved, Final Reading and Adoption of the updated RGS bylaw. This opportunity is anticipated to occur at the MVRD Board's July 29, 2022 meeting.

If one or more affected local governments refuses to accept the RGS, as per Section 439 of the *Local Government Act*, the MVRD Board must notify the Minister of Municipal Affairs in writing. The Minister must then initiate a non-binding resolution process to attempt to reach acceptance on the RGS before the RGS is adopted. Any affected local government may participate in a non-binding resolution process. The choice of non-binding resolution process is determined collaboratively between the MVRD Board and the affected local government(s) that refused to accept the RGS.

Legal Services Review

Legal Services has reviewed this report and have no concerns.

SUSTAINABILITY CONSIDERATIONS

This work supports the objectives of the City's Sustainability Charter 2.0. In particular, this work relates to the Sustainability Charter 2.0 themes of Built Environment and Neighbourhoods, Ecosystems and Infrastructure. Specifically, they support the following Strategic Directions ("SD") and Desired Outcomes ("DO"):

- Neighbourhoods and Urban Design DO6: Land is used efficiently and sensitively, and development minimizes the impacts on the natural environment, viewscales, agricultural land and urban wildlife;
- Neighbourhoods and Urban Design DO8: The built environment enhances quality of life, happiness and well-being;
- Buildings and Sites DO15: All new buildings, public places and outdoor spaces are welcoming, safe and universally accessible;
- Buildings and Sites SD15: Provide greater multi-family housing choice and options for affordability and accessibility;
- Neighbourhoods and Urban Design SD6: Provide a range of community amenities including culture, recreation, health, and educational facilities in each Town Centre;
- Natural Areas, Biodiversity and Urban Forest DO1: Parks, natural areas, urban forests and habitat corridors are interconnected throughout Surrey and the region, creating healthy places for people and wildlife;
- Green Infrastructure DO12: Surrey protects ecosystem services and manages natural assets in order to create resiliency to adapt and thrive in a changing climate; and
- All Infrastructure DO4: Ecosystems and natural assets are an essential part of the community's infrastructure system.

CONCLUSION

This report responds to the statutory request by Metro Vancouver to member local governments for acceptance of the RGS, and outlines a provision within Metro 2050 that the City objects to as well as the rationale for this objection. Specifically, the City does not accept provisions in Metro 2050 on the basis that the current UCB does not appropriately consider Surrey's context and the need for additional industrial lands in the region.

Jeff Arason, P.Eng.
Acting General Manager,
Planning & Development

PH/cc

Appendix "I" – Summary of the City's Objection to Metro 2050

Appendix "II" – Corporate Report No. R231; 2021

Appendix "III" - MVRD Board Notice of Metro 2050 Acceptance Request

Summary of the City’s Objections to Metro 2050

Objection: The current Urban Containment Boundary does not appropriately consider Surrey’s context.

Provisions: Part D Urban Containment Boundary, Regional Land Use Designations, Overlays and Projections, specifically Urban Containment Boundary and Map 2 (p.14 and p.105); and Part E Goals, Strategies and Actions, specifically subsection 1.1.9 depicts the Urban Containment Boundary on a map, generally consistent with the Regional Land Use Designations and Map 2 (p.29 and p.105). Part F Implementation, specifically subsection 6.3.3 that requires Type 2 amendments require an affirmative two-thirds weighted vote of the MVRD Board for amendments from Rural to Industrial, Employment or General Urban regional land use designations (p. 89).

Reasons: The Metro 2050 Urban Containment Boundary (“UCB”) does not give enough consideration to the issue of limited land supply and escalating land costs to accommodate large parcel sizes for employment uses. In support of the UCB, Surrey has accommodated a significant portion of the region’s population and employment growth, and between 2011 and 2020, 98% of its growth has occurred within its UCB. While the City continues to support the goal to focus growth within the UCB, given the current limited employment land supply, escalation of land values and the limited amount of Rural lands in most member municipalities, there is merit in adding Rural Designated land (which only represents 1% of the land available in Surrey) to the UCB which will provide opportunity to accommodate additional employment growth.

CORPORATE REPORT

NO: R231

COUNCIL DATE: November 22, 2021

REGULAR COUNCIL

TO: Mayor & Council DATE: November 18, 2021

FROM: Acting General Manager, Planning & Development
General Manager, Engineering
General Manager, Parks, Recreation & Culture FILE: 0450-01

SUBJECT: Comments on Metro Vancouver's Draft Regional Growth Strategy -
Metro 2050

RECOMMENDATION

The Planning & Development, Engineering and Parks, Recreation & Culture Departments recommend that Council:

1. Receive this report for information;
2. Endorse staff's comments on Metro Vancouver's Draft Regional Growth Strategy – Metro 2050; and
3. Instruct the City Clerk to forward a copy of this report and the related Council resolution to Metro Vancouver before November 26, 2021.

INTENT

The purpose of this report is to provide information to Council on Metro Vancouver's Draft Regional Growth Strategy - Metro 2050 ("Metro 2050") attached as Appendix "I", and to provide staff comments on the draft for submission to Metro Vancouver within the consultation period ending November 26, 2021.

POLICY CONSIDERATIONS

Under the provisions of the *Local Government Act*, regional districts are required to prepare a regional scale land use plan, called a Regional Growth Strategy ("RGS"). The RGS must cover a period of at least 20 years and include a comprehensive statement on the future of the region, including social, economic, and environmental objectives, population and employment projections, and proposed actions regarding housing, transportation, regional services, parks and natural areas, and economic development.

Once a RGS has been adopted by a majority vote of the regional board, the *Local Government Act* requires that each municipality within the regional district prepare and adopt a Regional Context Statement (“RCS”) as a part of its Official Community Plan (“OCP”). The RCS must explain the relationship between the OCP and the RGS, and how the OCP will be made consistent with the RGS.

The current RGS, *Metro Vancouver 2040: Shaping our Future* (“Metro 2040”) was adopted by the Metro Vancouver Board and ratified by member municipalities in 2011. The proposed update to the RGS would replace the 2011 document. Within two years of the adoption of the revised RGS, all municipalities within Metro Vancouver will be required to update their RCS to work toward achieving the strategies in the RGS. The current draft of the RGS specifies approximately 40 areas where municipalities will be required to include specific policies and maps in its OCP consistent with the direction of the RGS.

BACKGROUND

On April 26, 2019, the Metro Vancouver Regional District Board (the “MVRD Board”) passed a resolution to initiate an update to Metro 2040. As part of that process, Metro Vancouver staff implemented an Engagement Plan, including eleven themed policy reviews to identify opportunities to enhance policies and identify and address policy gaps.

Between January and May of 2021, Metro Vancouver staff worked with staff from member jurisdictions, First Nations, and other regional stakeholders through the Metro 2050 Intergovernmental Advisory Committee (“IAC”). Drafts of each of the goal areas were presented to the Metro Vancouver Regional Planning Committee (“RPC”) and the MVRD Board between March and May 2021.

The complete draft of Metro 2050 was provided to the RPC and the MVRD Board in June 2021 with a recommendation to commence a comment period for member jurisdictions, First Nations, other regional stakeholders. The public was also invited to review and provide comment on the draft through the Metro 2050 webpage of the Metro Vancouver website and were able to submit comments by email or through an online comment form. Videos providing an overview of Metro 2050 were released and promoted over social media, and Metro Vancouver staff also hosted a public webinar in the Fall of 2021.

During the Summer and early Fall of 2021, Metro Vancouver staff convened a series of working group sessions for Metro 2050 IAC members focused on specific topic areas of Metro 2050. The objective of the sessions were to provide information and discuss concerns to support the preparation of formal comments. The working group topics included: Major Transit Growth Corridors; affordable housing targets; updated Urban Centre framework and permitting residential within employment areas near rapid transit stations. Surrey staff participated in these working groups and provided feedback.

The formal comment period will end on November 26, 2021. This scheduling allows for the relevant bylaws to be finalized and prepared for initial consideration by the MVRD Board in January 2022. The comment period will also provide an opportunity to assess general support for the overall direction outlined in Metro 2050, and, if necessary, to consider amending the timeline to allow for additional engagement.

DISCUSSION

The proposed RGS update extends the strategy to the year 2050 and builds on the existing framework. It provides a greater focus on climate adaptation and includes the addition of an equity lens. Policy actions for Metro Vancouver and municipalities have also been updated to reflect plans that have been completed since Metro 2040’s adoption, with a greater focus on affordable housing in transit locations and enhanced integration of land use and transportation planning.

Metro 2050 Adjusted Goal Framework

Metro 2050, reinforces and enhances existing policy directions and responds to new and emerging policy issues with new content in the following areas:

- Actions to reduce GHG emissions have been integrated across the five goal areas;
- Support for affordable housing to respond to the ongoing housing affordability crisis in the Metro Vancouver region;
- Social equity outcomes integrated throughout and noted as an objective of the strategy;
- Major Transit Growth Corridors Overlay – these corridors will serve as the organizing framework for transit-oriented growth in the region, working together and in support of Urban Centres and TransLink’s Major Transit Network;
- Trade-Oriented Overlay - this new overlay would identify industrial lands that are intended to support goods movement in, out and through the Metro Vancouver region;
- Allowance of residential uses in the Mixed Employment Designation within 200 metres of rapid transit stations; and
- Sub-regional Growth Projections - a new “sub-regional” approach to growth projections has been introduced; the region has been divided into six subregions.

The Metro 2050 Goals Framework has been adjusted to allow a greater focus on diverse and affordable housing policies. In Metro 2040, these housing policies were discussed under “Goal 4 Develop Complete Communities”. In Metro 2050, the housing policies are now a stand-alone goal: “Goal 4 Provide Diverse and Affordable Housing Choices”. The remaining policies related to complete communities under Metro 2040 Goal 4 have moved into “Goal 1 Create a Compact Urban Area”. The table below provides a comparison of the Metro 2050 and Metro 2040 Goals.

Metro 2040 Goals Framework		Metro 2050 Goals Framework	
Goal 1	Create a Compact Urban Area	Goal 1	Create a Compact Urban Area
Goal 2	Support a Sustainable Economy	Goal 2	Support a Sustainable Economy
Goal 3	Protect the Environment and Respond to Climate Change Impacts	Goal 3	Protect the Environment and Respond to Climate Change and Natural Hazards
Goal 4	Develop Complete Communities	Goal 4	Provide Diverse and Affordable Housing Choices
Goal 5	Support Sustainable Transportation Choices	Goal 5	Support Sustainable Transportation Choices

New Themes and Content in Metro 2050

Metro 2050 reinforces and enhances existing policy directions and responds to new and emerging policy issues in the following areas:

Climate Action Through Reduction of Greenhouse Gas Emissions

Actions to reduce greenhouse gas (“GHG”) emissions have been integrated across the five goal areas. Goal 1 includes supportive policies to limit development outside the Urban Containment Boundary and outside Urban Centres and Major Transit Growth Corridors. Goal 3 includes new GHG monitoring actions for Metro Vancouver and for member jurisdictions to demonstrate how they will contribute to the regional target of carbon neutrality by 2050.

These Metro 2050 policies are complementary to the City’s work on the update to the Climate Change Action Strategy (the “CCAS”). The CCAS similarly seeks to embed the work of climate action in plans, policies and programs across the City. These updates will strengthen the connections between Metro 2050 and the recently adopted climate action targets and will provide additional regional-level information that can support the ongoing update to the CCAS.

Climate Change and Natural Hazard Resiliency

In recognition of the multiple natural hazards and climate change impacts the region is exposed to, Metro 2050 contains a greater emphasis on adaptation actions such as encouraging the adoption of local flood hazard policies, discouraging new development in areas with known and unmitigated hazards, and an action for Metro Vancouver to lead the preparation of a multi-hazard risk assessment and map.

Surrey has identified and mapped specific Development Permit (“DP”) Areas in the OCP as Hazard Lands. These DP areas address development in steep slopes, as well as flood prone lands to protect people, property, and natural environment from natural hazards due to development in unsafe areas.

Ecosystem and Tree Canopy Cover Targets

Goal 3 contains two new regional targets for all members to work toward while respecting the context of their local community. First, a target to protect 50% of the region’s land base for nature (40% is protected now), and second, to expand the region’s Tree Canopy Cover (“TCC”) within the Urban Containment Boundary from 32% to 40%. Metro Vancouver’s current definition of ‘protected’ is limited to Federal, Provincial Parks, terrestrial-based Wildlife Management Areas, Ecological Reserves, Regional Parks, Watersheds, Lower Seymour Conservation Reserve, Municipal Parks, Buntzen Lake, UBC Malcolm Knapp, and BCIT sites. Other local protection measures (e.g., Development Permit Areas, covenants, etc.) are not represented in the Metro Vancouver map but will be updated over time.

The City is supportive of the targets, as the regional goal is accompanied by policy that allows municipalities to establish local targets which will ultimately contribute toward achieving the regional target. This allows flexibility to allow the City to consider its own context and establish an appropriate target for Surrey. The City is undertaking an Urban Forest Management Strategy to determine what TCC percent is appropriate for Surrey. The Strategy will also consider various zoning types and the kind of coverage that is typical for various types of development.

Surrey also has identified and mapped Sensitive Ecosystem Development Permit Areas in the OCP. These identify streamside areas and guidelines to ensure development activity does not encroach on aquatic habitat and riparian areas. As well, these Development Permit guidelines are intended to maintain and enhance ecosystems and critical habitat for at-risk species.

Surrey has a significant portion of land identified as the Green Infrastructure Network (“GIN”) as defined in Surrey’s Biodiversity Conservation Strategy (“BCS”). This land contributes substantial land area toward the regional goal. Surrey will continue to acquire lands identified in the GIN through the Secondary Land Use Plan process, and direct acquisition using the City-wide Development Cost Charge fund. The future acquisition of BCS lands and protection of land through the Development Permit Areas will further contribute to the regional ecosystem land base target.

Promoting and Supporting Affordable Housing

Metro 2050 contains a Goal and three new strategies dedicated to housing policies to respond to the ongoing housing affordability crisis in the region. These policy actions emphasize: the need to expand the supply of transit-oriented, affordable rental housing; the expansion of housing supply to meet a variety of needs; protecting renters; and providing options for people experiencing or at risk of homelessness and people with very low incomes. There are also multiple new advocacy actions calling on senior levels of government to fund and legislate new measures enabling local governments to take stronger action on housing.

The third strategy, to expand and retain rental housing supply, includes a regional target of achieving 15% affordable rental housing in Urban Centres and Frequent Transit Development Areas. Municipalities will be required to indicate how, within their local context, they will work towards the regional target.

Policy work in Surrey aligns with the Metro 2050 focus on affordable housing. The City completed its Affordable Strategy in 2018, which focused on purpose-built market and non-market rental housing in Surrey. The strategies specifically are to:

- Prevent the loss of purpose-built rental housing;
- Strengthen protection for tenants;
- Encourage the development of new purpose-built rental housing; and
- Increase the supply of housing affordable to renter households with low to moderate incomes,

As well, the City has recently completed a Housing Needs Report to help establish need for various housing and unit types across the City. A report under separate cover at the November 22, 2021 Council Meeting will detail the Housing Needs Report. The Housing Needs Report will help to better understand current and future housing needs and inform future planning work. The Housing Needs Report focuses on key issues and populations including:

- Affordable housing;
- Rental housing;
- Special needs housing;
- Housing for seniors;
- Housing for families;

- Shelters for people experiencing homelessness and housing for people at risk of homelessness;
- Affordable housing along the Fraser Highway Skytrain Corridor Planning Area; and
- Urban Indigenous housing.

Mixed Employment Designation and Residential Uses at Transit Stations

Metro 2050 proposes changes to the Mixed Employment Designation to include a provision for added flexibility for areas near rapid rail transit stations. The current Regional Mixed Employment Designation in Metro 2040 does not permit residential uses. The proposal in Metro 2050 is to allow residential uses on upper floors of higher density buildings within 200 metres of SkyTrain stations within areas designated as Mixed Employment. Commercial and light industrial uses are to be located on the ground or lower floors. Residential uses are intended to support other regional growth strategy objectives regarding the provision of affordable rental housing near transit.

In Surrey, Mixed Employment Designations exist within 200 metres of proposed stations along the future Fraser Highway SkyTrain line. Rental residential would be considered important in such locations. If this change is supported, it would for example allow residential uses in the form of mixed-use development at sites located at the 166 Street Skytrain Station that are currently being used for large format commercial. The Fortis BC office already has employment uses, and expansion would likely include intensification of these uses, but the option for including residential is supportable.

Major Transit Growth Corridors Overlay

A new Major Transit Growth Corridor (“MTGC”) Overlay has been introduced in Metro 2050. This layer identifies locations where regionally significant growth is anticipated that aligns with some of the major transit investments that are planned. This supports member jurisdictions in determining where, how, and when growth and development density are distributed, including improved transit-oriented housing choices, while also supporting the regional need for greater coordination of growth and services. This approach supports the work to further integrate Metro 2050 and Transport 2050 planning.

The draft MTGC’s and draft Major Transit Network (“MTN”) are still subject to review and confirmation. The preliminary concept is shown on Map 5 of Appendix “I”. The draft MTN concept has been developed as part of TransLink’s Transport 2050 process and will be confirmed with the finalization of that work. An important consideration is that not all MTN corridors will have an associated MTGC. The MTGC is simply focused areas of transit related growth and the remaining MTN’s will have an associated growth that may not necessarily be as regionally significant.

The draft MTGC’s for Surrey have been identified along:

- Fraser Highway – to align with the Surrey Langley SkyTrain;
- King George Boulevard Corridor- between City Centre and South Surrey – to align with the existing R1 King George Rapid Bus and future Rapid Transit;
- Scott Road - between Scott Road Station and 72 Avenue – to align with the planned R6 Scott Road Rapid and future Rapid Transit; and

- 24 Avenue - between 152 Street and 176 Street – to align with proposed service improvements ultimately leading to potential rapid transit.

Trade-Oriented Land Overlay

The new Trade-Oriented Land overlay has been introduced to protect industrial lands that are intended to support goods movement in, out and through the Metro Vancouver region, and keep British Columbia and Canada connected to the global supply chain. These lands are occupied by such uses as: terminal facilities, distribution centres, warehouses, container storage, and freight forwarding activities that serve a national trade function and contribute to the provincial and regional economies. These operations generally require large sites and are located near major transportation infrastructure corridors and terminals. Industrial lands with a Trade-Oriented Land Overlay are not intended for stratification tenure or small lot subdivision.

City staff would need to assess if adding sites to the Trade-Oriented Overlay would be suitable. Metro Vancouver staff have confirmed that the addition of sites to this overlay are within the control of each municipality. As part of the upcoming OCP review process staff will assess sites to ensure that this overlay would make sense in Surrey. Staff concerns are two-fold: first, most of trade-oriented lands are not employment intensive (i.e., container storage). Second, the potential loss of flexibility for property owners due to the proposed reduction in ability for stratification tenure.

Given the importance of these types of trade-enabling lands, City staff support the introduction of the Trade-Oriented Overlay, as long as the decision to use or not to use the overlay remains with each municipality and their respected elected officials.

Regional Growth Projections

The Metro 2050 projections are proposed at the regional and sub-regional scale, rather than by member jurisdiction (as is done in Metro 2040). This enables better alignment between planned infrastructure investments being undertaken by Metro Vancouver Utilities and TransLink, while mitigating the static nature of the regional growth strategy and needed flexibility for member jurisdictions. The updated population, dwelling unit and employment projections to 2050 are based on improved methodology that is scenario-based with a range built in to address short terms shocks and uncertainties such as the one presented by COVID-19.

This subregional approach has the advantage of being less sensitive to the short-term oscillations and corrections that tend to happen within individual municipalities and changes in the housing market and economy. A principal benefit will be that the data behind the projections will be more accurate, and Metro 2050 will not need to be frequently amended to keep the projections current.

Specifically, the region has been divided into six subregions and the 30-year projections for growth are presented at the sub-regional level.

The Metro 2050 Sub-regions are:

- *North Shore:*
City of North Vancouver, Districts of North Vancouver and West Vancouver, Electoral Area A, and Lions Bay

- *Burrard Peninsula:*
Cities of Burnaby, New Westminster and Vancouver, UEL, and UBC
- *Tri-Cities:*
Cities of Coquitlam, Port Coquitlam, and Port Moody, Villages of Anmore and Belcarra
- *South of Fraser - West:*
Cities of Delta and Richmond, Tsawwassen First Nation
- *South of Fraser - East:*
Cities of Langley, Surrey, White Rock, and Langley Township
- *North East:*
Cities of Maple Ridge and Pitt Meadows

The sub-regional projections are shown in Table 1 of Appendix “I”. There was significant engagement with member jurisdictions, including Surrey, in the development of the projections. Surrey is part of the South of Fraser-East sub-region. By 2050, the for the South of Fraser East the population is projected to be 1,185,100, with 441,000 dwelling units and 465,200 jobs.

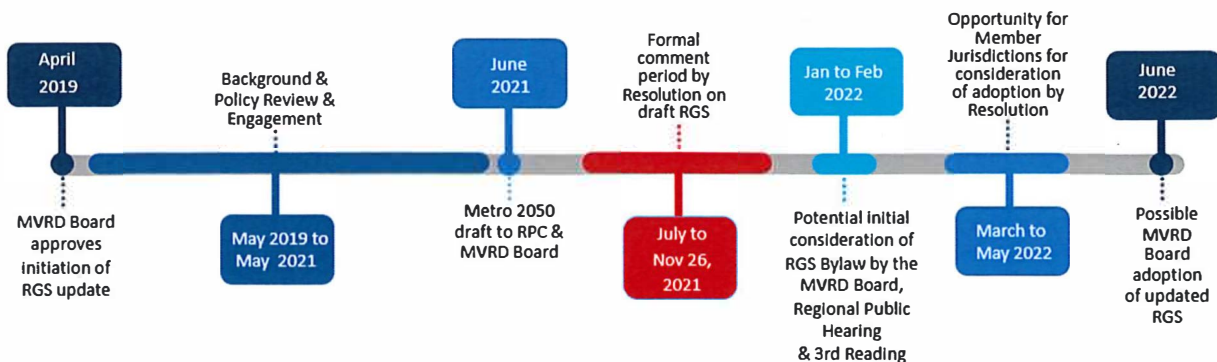
Individual member jurisdiction projections will still be prepared and will be reported out annually, independent of the RGS. Once the RGS is approved, along with the sub-regional projections, the individual municipal growth projections will be published as data on the Metro Vancouver website.

It is expected that over 70% of the sub-regional growth is projected to be in Surrey. Similarly, 67% of projected housing growth of sub-regional dwelling units is allocated to Surrey and 75% of the new sub-regional jobs (2016-2050) have been allocated to Surrey. These individual member projections will be updated annually.

Next Steps

Figure 1 below illustrates the process and draft timeline. Staff are currently in the formal comment period, shown in red.

Figure 1. RGS Update Process - Draft Timeline



The Metro 2050 comment period will close on November 26, 2021. If additional engagement is not requested by member jurisdictions, Metro Vancouver staff will produce a final draft RGS to present to the Regional Planning Committee and Metro Vancouver Board. As indicated in the discussion above, staff have found that Metro 2050 is complementary and/or consistent with actions the City has taken or plans that in development, and as such, staff have no concerns with Metro 2050 as it has been developed to date. Given the above, staff are not seeking an additional engagement opportunity with Metro Vancouver staff.

It is anticipated that the RGS will be forwarded for initial consideration by the MVRD Board in January 2022 in accordance with the Board approved timeline. A RGS Bylaw will be considered for First and Second reading by the RPC and MVRD Board, and a regional public hearing held, and third reading considered in February of 2022.

The period between March and May of 2022 will be the opportunity for member jurisdiction councils, and the Boards of the Fraser Valley and Squamish-Lillooet Regional Districts and TransLink, to consider acceptance of Metro 2050 by resolution. If a local government refuses to accept the RGS, it must indicate the provisions to which it objects and the reasons for its objection. If no response is provided to Metro Vancouver within the 60-day period, the local government is deemed to have accepted the RGS.

In June of 2022, at the end of the acceptance period, the Metro 2050 Bylaw will be presented to the MVRD Board for consideration of adoption. If one or more affected local governments refuse to accept, then the MVRD Board must notify the Minister, who will then set in motion the settlement process which will focus on and resolve the issues raised by the non-accepting municipalities. All affected local governments are entitled to participate in any non-binding resolution processes used to resolve an objection or anticipated objection by an affected local government.

Following the adoption of Metro 2050, the City will have two years (to July 2024) to submit a new RCS that demonstrates how Surrey's OCP is generally consistent, or will work towards consistency, with Metro 2050.

SUSTAINABILITY CONSIDERATIONS

This work supports the objectives of the City's Sustainability Charter 2.0. In particular, it relates to the Sustainability Charter 2.0 themes of Built Environment and Neighbourhoods, Ecosystems and Infrastructure. Specifically, they support the following Strategic Directions ("SD") and Desired Outcomes ("DO"):

- Neighbourhoods and Urban Design DO6: Land is used efficiently and sensitively, and development minimizes the impacts on the natural environment, views, agricultural land and urban wildlife;
- Neighbourhoods and Urban Design DO8: The built environment enhances quality of life, happiness and well-being;
- Buildings and Sites DO15: All new buildings, public places and outdoor spaces are welcoming, safe and universally accessible;
- Buildings and Sites SD15: Provide greater multi-family housing choice and options for affordability and accessibility;
- Neighbourhoods and Urban Design SD6: Provide a range of community amenities including culture, recreation, health, and educational facilities in each Town Centre;

- Natural Areas, Biodiversity and Urban Forest DO1: Parks, natural areas, urban forests and habitat corridors are interconnected throughout Surrey and the region, creating healthy places for people and wildlife;
- Green Infrastructure DO12: Surrey protects ecosystem services and manages natural assets in order to create resiliency to adapt and thrive in a changing climate; and
- All Infrastructure DO4: Ecosystems and natural assets are an essential part of the community's infrastructure system.

CONCLUSION

On April 26, 2019, the MVRD Board passed a resolution to initiate an update to Metro 2040. The current RGS, Metro 2040, was adopted by the Metro Vancouver Board and ratified by member municipalities in 2011. The proposed update to the RGS would replace the 2011 document.

The proposed RGS update (Metro 2050) extends the strategy to the year 2050 and builds on the existing Metro 2040 framework. It provides a greater focus on climate adaptation and includes the addition of an equity lens. Policy actions for Metro Vancouver and municipalities have also been updated to reflect plans that have been completed since Metro 2040's adoption, with a greater focus on affordable housing in transit locations and enhanced integration of land use and transportation planning.



Ron Gill
Acting General Manager,
Planning & Development



Scott Neuman, P.Eng.
General Manager,
Engineering



Laurie Cavan
General Manager,
Parks, Recreation & Culture

PH/cc

Appendix "I" - Draft Metro Vancouver Regional Growth Strategy- Metro 2050

Note: Appendix available upon request

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

May 3, 2022

File: CR-12-01
Ref: RD 2022 Apr 29

Mayor Doug McCallum and Council
City of Surrey
13450 - 104 Avenue
Surrey, BC V3T 1V8
VIA EMAIL: mayor@surrey.ca; clerks@surrey.ca

Dear Mayor McCallum and Council:

Submission of *Metro 2050* for Acceptance by Affected Local Governments

Metro Vancouver has been working closely with member jurisdictions, local First Nations, and other agencies and organizations over the past three years on the review and update of the regional growth strategy. Thank you for your participation and thoughtful contributions to the *Metro 2050* process. *Metro 2050* will replace *Metro Vancouver 2040: Shaping our Future*, and will guide land use decisions in Metro Vancouver over the coming decades.

Metro 2050 introduces important new and enhanced policies that will help Metro Vancouver, member jurisdictions, TransLink, and other parties address the significant challenges facing this region - including climate change, housing affordability, equity, and resilience - and will advance our shared vision for a sustainable, prosperous, and livable region.

Metro Vancouver Regional District Regional Growth Strategy Bylaw No. 1339, 2022, was given first and second readings by the Metro Vancouver Board on March 25, 2022, and a public hearing was held on April 20, 2022. At its meeting of April 29, 2022, the Metro Vancouver Board resolved to refer *Bylaw No. 1339, 2022* to all affected local governments (signatories) for acceptance. A copy of the Bylaw and the accompanying report dated April 22, 2022, titled "*MVRD Regional Growth Strategy Bylaw No. 1339, 2022, a bylaw to adopt Metro 2050 – Public Hearing Minutes and Bylaw Referral for Acceptance*" is attached.

In accordance with Section 436 of the *Local Government Act*, affected local governments must, by way of a council resolution submitted to Metro Vancouver and within 60 days of receipt of this notice, accept the regional growth strategy. The *Local Government Act* affirms that if an affected local government fails to act within the period for acceptance, it is deemed to have accepted the regional growth strategy.

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If an affected local government does not accept the regional growth strategy, it must indicate by way of a resolution within the sixty (60) day period: (a) the provision(s) to which it objects, (b) the reasons for its objection, and (c) whether it is willing that a provision to which it objects be included in the regional growth strategy on the basis that the provision will not apply to its jurisdiction.

Upon the conclusion of the acceptance period, Metro Vancouver staff will be reporting to the Metro Vancouver Board at its July 29, 2022 meeting on the status of affected local government acceptances, and, if appropriate, whether third reading and adoption of *Bylaw No. 1339, 2022* may be considered. Correspondingly, this will repeal *Metro 2040* (i.e. *Greater Vancouver Regional District Regional Growth Strategy Bylaw No. 1136, 2010*, as amended).

At the April 29, 2022 Metro Vancouver Board meeting, staff provided a summary of the engagement on the development of *Metro 2050* over the past three years. The Board expressed that this would be helpful context for member jurisdictions, and asked that the presentation be attached to the consideration of acceptance letter and email going to affected local government Councils and Boards. Please find attached the presentation titled "*Metro 2050: Public Hearing and Referral for Acceptance*".

Council resolutions can be sent to Chris Plagnol, Corporate Officer, Metro Vancouver, by email at Chris.Plagnol@metrovancover.org.

If you have any questions about the regional growth strategy or the process for adopting the Bylaw, please do not hesitate to contact Heather McNell, General Manager, Regional Planning and Housing Services, by email at Heather.Mcneil@metrovancover.org or by phone at 604-436-6813.

Yours sincerely,



Sav Dhaliwal
Chair, Metro Vancouver Board

SD/JWD/hm

cc: Vincent Lalonde, City Manager, City of Surrey
Preet Heer, Manager of Community Planning, City of Surrey
Jerry W. Dobrovlny, Commissioner/Chief Administrative Officer, Metro Vancouver
Heather McNell, General Manager, Regional Planning and Housing Services, Metro Vancouver
Chris Plagnol, Corporate Officer, Metro Vancouver

Enclosures:

1. Report dated April 22, 2022, titled “*MVRD Regional Growth Strategy Bylaw No. 1339, 2022, a bylaw to adopt Metro 2050 – Public Hearing Minutes and Bylaw Referral for Acceptance*”
2. *Metro Vancouver Regional District Regional Growth Strategy Bylaw No. 1339, 2022*
3. Presentation – *Metro 2050* Public Hearing Report and Referral for Acceptance

All enclosures can also be found at this link:

<https://cloudshare.metrovancouver.org:5001/sharing/3wjoLF21c>