

NO: R036

COUNCIL DATE: February 14, 2022

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## REGULAR COUNCIL

TO: **Mayor & Council**

DATE: **February 10, 2022**

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

FILE: **0450-01**

SUBJECT: **South Campbell Heights Update to Address MVRD Board Comments**

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## RECOMMENDATION

The Planning & Development Department and Engineering Department recommend that Council:

1. Receive this report for information; and
2. Direct the City Clerk to forward a copy of this report, related attachments and the related Council resolution to Metro Vancouver.

## INTENT

The intent of this report is to provide Council with information on concerns raised at the January 28, 2022 Metro Vancouver Regional District Board (“MVRD Board”) meeting, and subsequently discussed in a February 1, 2022 meeting between Metro Vancouver and City staff, as directed by the MVRD Board, regarding Surrey’s proposed Regional Growth Strategy (“RGS”) Amendment request related to the South Campbell Heights Plan (“SCH Plan”).

## BACKGROUND

On July 30, 2021, the City of Surrey submitted a request to Metro Vancouver for a Type 3 minor amendment to *Metro Vancouver 2040: Shaping our Future* (“Metro 2040”) for the area corresponding with the SCH Plan Stage 1. The proposed amendment extends the Urban Containment Boundary by 223.7 hectares and redesignates lands currently designated ‘Rural’ within a Special Study Area. Land use designation changes support a mix of ‘Mixed Employment’, ‘Conservation and Recreation’, and ‘Agricultural’. The proposal also redesignates 13.4 hectares of existing ‘Mixed Employment’ land to ‘Conservation and Recreation’.

At its October 29, 2021 regular meeting, the MVRD Board gave First, Second and Third Reading to the RGS Amendment Bylaw. During this time, Metro Vancouver also notified affected local governments and agencies of the proposed amendment and provide a comment period, as required by the *Local Government Act* and Metro 2040. Eight responses were received from affected local governments and agencies, one response was received from Semiahmoo First Nation, and two memoranda were provided by Metro Vancouver utilities.

On January 28, 2022, at the MVRD Board Meeting, the Board passed the following resolution with regard to the “Regional Growth Strategy Amendment Bylaw No. 1328 – South Campbell Heights, City of Surrey” report:

*That the MVRD Board refer the report titled, ‘Regional Growth Strategy Amendment Bylaw No. 1328 – South Campbell Heights, City of Surrey’, dated January 17, 2022, back to staff to discuss concerns that have been raised by Board members with City of Surrey staff.*

City staff met with Metro Vancouver staff on February 1, 2022 to discuss the areas of concern raised by the MVRD Board. This report provides a summary and response to each of the areas of concern that were discussed. Should the staff recommendation to forward a copy of this report to Metro Vancouver be approved by Council, the City Clerk will send a copy of this report along with the Council resolution to Metro Vancouver. Upon receipt of the report, Metro Vancouver staff would prepare a cover report to accompany Surrey’s report, and endeavour to bring it forward to the next MVRD Board meeting scheduled for February 25, 2022.

## **DISCUSSION**

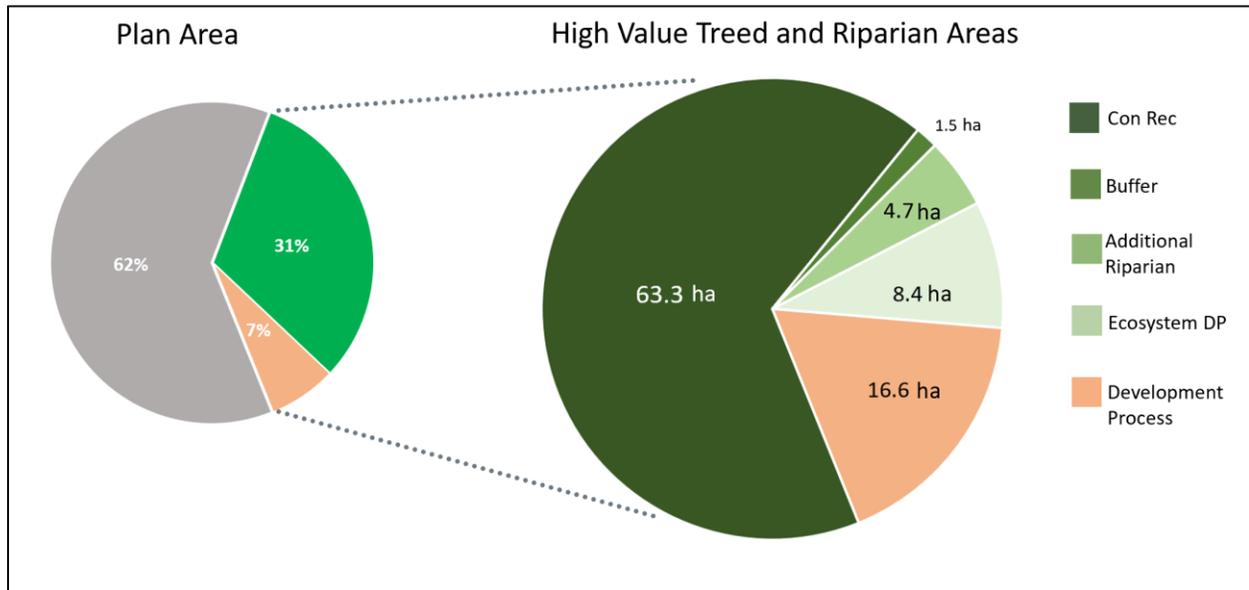
Areas of concern with the RGS Amendment were discussed at the January 28, 2022 MVRD Board meeting. These largely were related to environment and ecosystem protection, drainage and aquifer protection, stakeholder consultation, water and liquid waste infrastructure, transportation, and the broad nature of the ‘Mixed Employment’ land use designation.

### **Environment and Ecosystem Protection**

The proposed SCH Plan proposes to protect approximately one-third of the Plan Area within the ‘Conservation and Recreation’ designation.

The core areas of the Conservation designation include sensitives areas and riparian setbacks along the Little Campbell River and its tributaries (Twin Creeks, in the northwest of the study area), as well as portions of significant forested blocks along 192 Street that are owned by the City. Areas with medium to high tree value (as identified in the Madrone Environmental Study) are largely protected within this Conservation and Recreation (“Con Rec”) Designation.

Overall, 38% of the Plan area is comprised of areas with medium to high tree value and riparian areas. Of these high value areas, currently 7% (16.6 hectares) is not protected within a formal land use protection tool, but further protection measures for these lands will be determined either through additional requirements established during the Stage 2 Plan process and/or through the development application process. All riparian areas within the Plan area are protected.



Staff are currently working with Madrone Environmental to update the existing Environmental Study for SCH Plan, which typically occurs during Stage 2 of the planning process. The update will focus on changes and clarifications to Provincial and Federal Environmental Legislation put in place since 2015, including Riparian Areas Protection Regulation, Water Sustainability Act, and the Federal Fisheries Act. The Study will also undertake a review of Species at Risk (“SAR”) for the Plan area.

The next phase of update work, subject to MVRD Board approval of the RGS Amendment, includes:

- Desktop Review and Field-truthing of watercourse (streams and wetlands) and updating and inventory of watercourse classifications;
- Developing detailed SAR survey and wildlife habitat process guidelines to be used in conjunction with the City’s Sensitive Ecosystem Development Permit Areas; and
- Continuing to meet with Semiahmoo First Nation regarding traditional ecological knowledge and evaluating ecosystem services.

It is anticipated that the environmental study update will be completed by the late Spring of 2022. Results of the study will be shared with the public and stakeholders and will inform the Stage 2 Planning work in the SCH Plan. The SCH Plan will respond to the findings of the environmental study update through refinements to land use designations, which is typical with Stage 2 planning work.

## **Drainage and Aquifer Protection**

### Aquifer Protection

The Brookwood aquifer covers 3,866 hectares in total area, the majority within the boundary of the Township of Langley. The SCH Plan occupies the most southwestern corner of the Brookwood aquifer with a total area of 200 hectares, as depicted in the attached Appendix “I”.

South Campbell Heights represents only 5% of the area of the whole Brookwood aquifer; of which almost one third is within the proposed RGS 'Conservation and Recreation' designation. The net result is that only 3.3% of the entire Brookwood aquifer is located within the 'Mixed Employment' designation of the SCH Plan.

Special onsite and offsite stormwater best management practices and considerations will be employed to ensure that the Brookwood aquifer is recharged appropriately. This approach to recharging stormwater will promote sustainable groundwater and creek baseflows. This approach has been successfully implemented by the City in Campbell Heights for the past 15 to 20 years and is consistent with the Township's of Langley's planned approach for the neighbouring Brookwood-Fernridge Community Plan (adopted in October 2017) which overlaps a large portion of the Brookwood aquifer. The proposed approach will also reduce the risk of future contamination.

The City will ensure that the SCH Plan is compliant with all Provincial and Federal regulations and is sensitive to these aquatic resources. The City will also review stormwater best management practices to better understand and determine specific stormwater criteria to direct future development. These further investigations may ultimately affect development requirements for specific areas within the SCH Plan.

#### Integrated Stormwater Management Plan

City staff are currently preparing a draft of the Integrated Stormwater Management Plan ("ISMP") Terms of Reference for Semiahmoo First Nation's review and feedback. The goal of the ISMP is to maintain the health of the Brookwood Aquifer and Little Campbell River. The ISMP will:

- Incorporating the findings of the environmental study update;
- Include a hydrogeological assessment that builds on past studies and available field data; and
- Build a sustainable drainage strategy with performance targets.

As noted above, the planned objectives and approach of the ISMP is consistent with that of the objectives and policies of the neighbouring Township of Langley's Brookwood-Fernridge Community Plan.

#### **Consultation**

The initial SCH Plan Stage 1 was developed with the support of a stakeholder engagement. Input was received through a series of public events, stakeholder meetings and surveying. Additional meetings have also taken place since the October 29, 2021 MVRD Board meeting, as summarized below.

#### Meetings with Semiahmoo First Nations

City staff have been regularly meeting with staff at the Semiahmoo First Nation. These meetings have focused on information sharing, relationship building and scoping work to build a baseline understanding of the cumulative effects on traditional practices of the Semiahmoo First Nation. Collaborative efforts are underway to develop a scope for a Cumulative Effects Assessment ("CEA") to be undertaken by Semiahmoo First Nation staff with the support of the City.

A summary of meetings since Third Reading of the RGS Amendment Bylaw is provided below:

- **December 1, 2021**  
Overview of the Plan process presentation, acknowledgement on directions for Semiahmoo First Nation engagement approaches, future background study updates, and feedback on the development of a potential Traditional Use Study
- **December 15, 2021**  
Comments on the Madrone Environmental Report findings and discussion on a potential expansion on the scope of work for the Traditional Use Study to include a CEA.
- **December 22, 2021**  
Semiahmoo First Nation provided the City with written correspondence that included a proposed scope of work for the CEA.
- **January 5, 2022**  
Initial comment and discussion regarding the CEA and a request from Semiahmoo First Nation to document questions and comments arising from meeting.
- **January 12, 2022**  
Discuss and clarify questions and comments related to the draft proposal for the CEA, including study area, objectives, scope of work, deliverables, budget, etc.
- **January 19, 2022**  
Further discussion and clarification on the CEA proposal.
- **January 26, 2022**  
Discuss mapping of traditional territory and study area for CEA, and sequencing of CEA work.
- **February 2, 2022**  
Discuss MVRD Board Meeting and the addition of a Surrey Heritage Planner to the group.
- **February 3, 2022**  
Letter sent from City of Surrey Mayor to Semiahmoo First Nation Chief proposing a Council-to-Council meeting to be held at City Hall (Appendix "II").
- **February 9, 2022**  
Complete details of the draft CEA Terms of Reference.

The City will establish an interdisciplinary working group to support the CEA process. Meetings will continue between City staff and Semiahmoo First Nation as the study progresses. The outcomes of the CEA will advise Surrey staff through the ongoing planning process and may result in archeological policy or regulatory requirements for future development within the SCH Plan area.

### Stakeholder Meetings

On January 13, 2022, City staff hosted a virtual stakeholder information meeting regarding the SCH Plan. Staff provided an overview of the Plan, outlined the current status of the proposed Metro 2040 amendment, and received community feedback. Stakeholders included environmental groups community associations, Surrey Board of Trade, industrial/development groups as well as representatives from Semiahmoo First Nation, Kwantlen First Nation and local and Provincial governments.

In total, 23 stakeholders attended the meeting, along with six City staff. Staff provided a general overview of the City's next steps for the SCH Plan, should the MVRD Board approve the RGS Amendment, including:

- Environmental Study Update;
- CEA of Semiahmoo First Nation Traditional Practices;
- Archaeological Study Update; and,
- ISMP.

Additional stakeholder meetings will be scheduled to provide updates on the above noted studies and to review and provide feedback on refinements made to the SCH Plan through the Stage 2 planning process.

### **Water and Sewerage / Liquid Waste Infrastructure**

If the RGS Amendment is approved, the City will submit a Fraser Sewerage Area ("FSA") amendment request to the GVS&DD for technical review and GVS&DD Board consideration. Preliminary water and sewage estimates have been developed for the proposed SCH Plant, and City staff have met with Metro Vancouver staff to review the flows.

#### Water

For water services, City staff's preliminary study shows that there would be enough capacity in Metro Vancouver's system to provide water to the proposed SCH Plan area, through the necessary water main extension of the City's system.

#### Sewerage / Liquid Waste

Metro Vancouver staff have reviewed the preliminary sewage flow rates from the SCH Plan and indicated that there is, under normal operating conditions, enough capacity available within the existing system.

There are regional capacity issues in Metro Vancouver's trunk sewer during major wet weather events, as a result of stormwater entering the sewerage system. This issue is not limited to the City of Surrey's system but is impacted by the upstream flows from the Township and City of Langley(s). The City has worked and invested heavily to address its Inflow and Infiltration ("I&I") challenges and will continue to address its I&I to help reduce peak flows from wet weather events. Furthermore, with the SCH Plan requiring sewage be conveyed to the City's sewers through a pumped connection, any foreseen impacts to Metro Vancouver's system during wet weather events will be mitigated as flows will be balanced/attenuated in City's pump station, resulting in a more stabilized, consistent flow in Metro Vancouver's trunk sewer during wet weather events.

### **Transportation**

The Plan area is currently served by two main arterial roads, 16 Avenue and 192 Street. Both arterial roads are designated truck routes that help service Campbell Heights. 16 Avenue is also part of TransLink's Major Road Network, which accommodates intra-regional traffic between Surrey, Langley, and Abbotsford, and provides connections to Provincial Highway Nos. 99, 15, and 13, with connections to the United States border crossings.

Both 16 Avenue and 192 Street are identified for major arterial road improvements to service the Campbell Heights area, including additional travel lanes, and cycling and pedestrian infrastructure. Funding for these improvements include a mixture of sources including Area Specific Development Cost Charges (“DCCs”), City-wide DCCs, and TransLink’s Major Road Network and Bike Capital Program.

TransLink currently provides transit service to Campbell Heights along 24 Avenue. The recently approved Transport 2050 Rapid Transit Network map, illustrated in Appendix “II”, included 24 Avenue through Campbell Heights as a Major Transit corridor, connecting to the upcoming Surrey-Langley-Skytrain at Willowbrook Centre. The anticipated level of transit service on 24 Avenue matches other major transit corridors in the region (refer to Appendix “III”), providing increased transportation options for businesses and employees. The SCH Plan is within 800m of the planned Major Transit Network on 24 Avenue.

The approved Transport 2050 also included establishment of a Major Bikeway Network identified through both Campbell Heights and SCH Plan area, as illustrated on Appendix “IV”. With this regional Major Bike Network and the City’s planned protected cycling facilities along 192 Street, the SCH Plan will also be served with active transportation infrastructure that quickly connects businesses and employees to the 24 Avenue major transit route.

### **Broad Nature of Mixed Employment Designation**

The Plan will provide clear parameters to support Mixed Employment uses, while restricting large format retail or commercial uses. While the ‘Mixed Employment’ designation is very broad at the regional level, the designation is more defined and restrictive at the City’s Official Community Plan (“OCP”) level. The City’s ‘Mixed Employment’ designation is intended to support a mix of industrial, business, office, and supportive commercial uses that are not suited for Town Centres.

Under the City’s ‘Mixed Employment’ designation:

- Heavy industrial uses are not permitted; and,
- Large-format retail is not intended for this designation and is not permitted unless specified in a secondary plan. The proposed SCH Plan does not permit large format retail.

The North Campbell Heights area immediately to the north of the Plan area is also designated as Mixed Employment in the RGS and the OCP. As is evident from the build-out of the North Campbell Heights area, predominant uses include business park, warehousing, logistics, and light manufacturing. There is no large format retail, only accessory uses including small scale commercial uses, such as coffee shops to support the primary business park uses.

It is projected that the SCH Plan would generate between 10,000 – 12,000 new jobs and provide a real opportunity to address regional challenges of new supply of business employment over then next 10-15 years.

## Next Steps

Subject to the MVRD Board approval of the proposed RGS Amendment, staff will initiate the Stage 2 planning process. This will include the additional studies outlined within this report, as well as continued opportunity for stakeholder engagement. Information from the detailed studies, as well as input from additional engagement, will be used to refine the Plan before it is brought back to Council for final consideration.

Also subject to the MVRD Board approval, staff will prepare a Regional Context Statement amendment application to the MVRD Board for approval. Staff will also forward *Surrey Official Community Plan Bylaw 2013, No. 18020, Amendment Bylaw, 2021, No. 20393* for Final Adoption.

## 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 Economic Prosperity and Livelihoods, Ecosystems, and Infrastructure. Specifically, this work supports the following Desired Outcomes ("DO") and Strategic Directions ("SD"):

- Economy DO4: Surrey's economy is diversified with a mix of service, industrial, agricultural and innovation-based businesses;
- Economy DO7: The City's strong revenue base includes a balance of commercial and residential property taxes;
- Innovation SD10: Support the development and growth of key sectors including health technology, clean technology, advanced manufacturing, agri-innovation and the creative economy;
- 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;
- Water, Air and Soil DO6: Water supports healthy ecosystem functioning;
- Green Infrastructure DO11: Surrey's Green Infrastructure Network is an essential and integrated component of the City's infrastructure, providing essential ecosystem services as well as places for recreation, conservation and rejuvenation;
- Natural Areas, Biodiversity and Urban Forest SD4: Develop, apply, monitor and enforce standards and strategies to minimize the impacts of development on the natural environment, ecosystems and urban forest;
- Water, Air and Soil SD7: Ensure water quality and base water levels are maintained in Surrey's river systems;
- Green Infrastructure SD9: Continue to acquire Surrey's Green Infrastructure Network as determined in the Biodiversity Conservation Strategy, including through a financial strategy; and
- Green Infrastructure SD12: Include natural capital and ecosystem services in all City projects at the planning phase, as well as in the City's infrastructure service program and climate adaptation planning.

## CONCLUSION

The South Campbell Heights Plan process addresses the concerns raised by the MVRD Board at its January 28, 2022 MVRD Board meeting. Overall, the proposed SCH Plan balances the need to address the industrial land supply shortage across the region, protection of environmentally sensitive land and development within 800m of an approved major transit network; collectively all of which support climate change goals. The proposed amendment is estimated to generate between 10,000 – 12,000 new jobs and provides opportunity a real opportunity to address regional challenges of new supply of business employment over then next 10-15 years. Along with the employment, the SCH Plan will also provide regional level protection of sensitive ecosystems through the proposed inclusion of 86 hectares of land into the ‘Conservation and Recreation’ designation.

Ron Gill  
Acting General Manager,  
Planning and Development

Scott Neuman, P. Eng.  
General Manager,  
Engineering

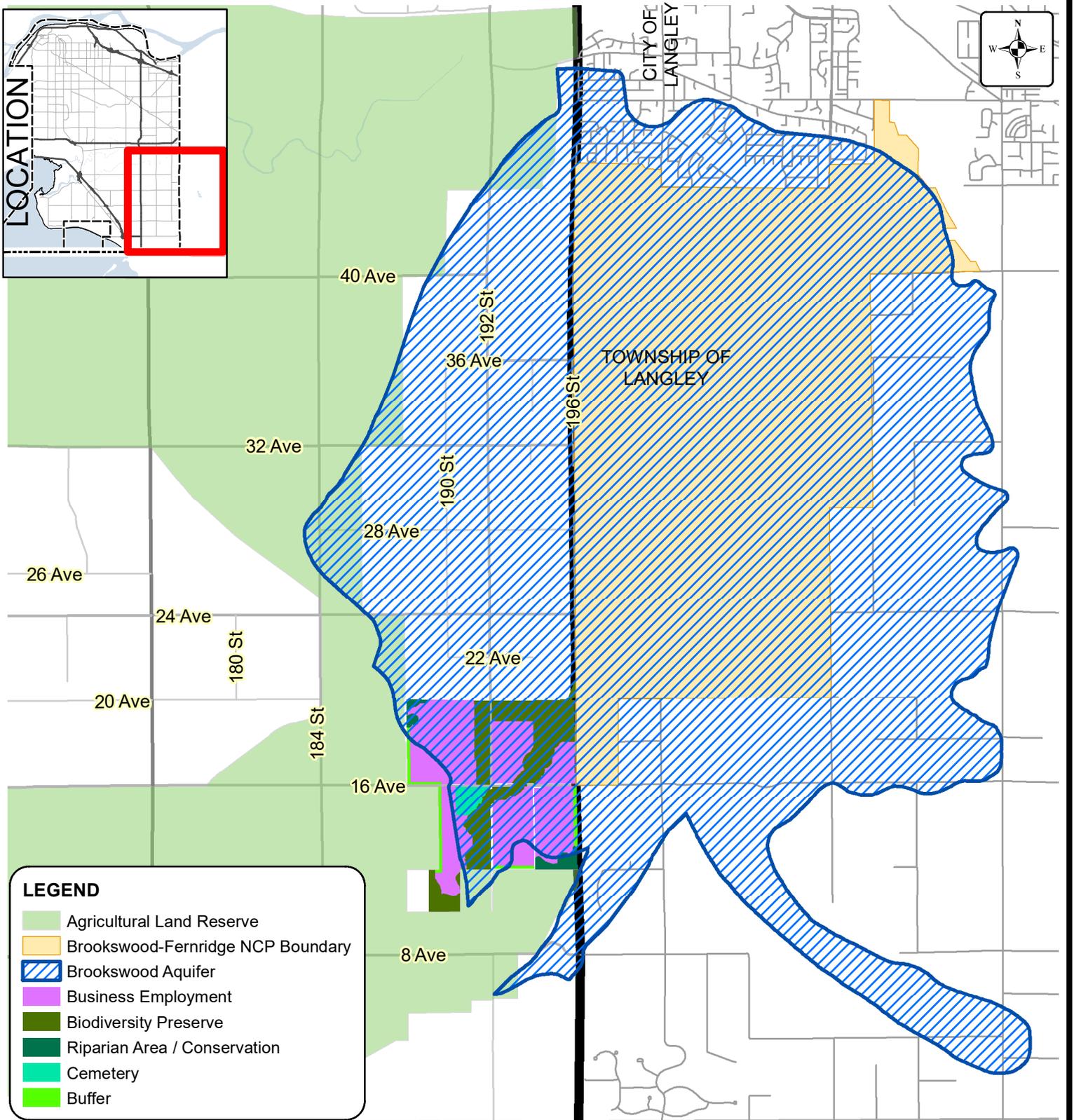
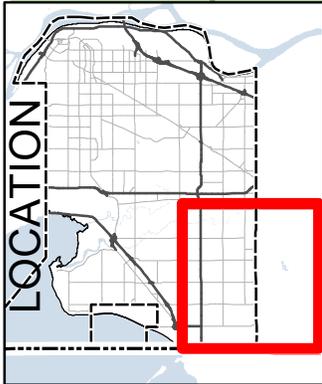
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Appendix “I” - South Campbell Heights Area within Brookwood Aquifer

Appendix “II” – Letter to Semiahmoo First Nation regarding Council-to-Council Meeting

Appendix “III” – Approved Transport 2050 Rapid Transit Network

Appendix “IV” – Approved Transport 2050 Major Bike Network



**LEGEND**

- Agricultural Land Reserve
- Brookswood-Fernridge NCP Boundary
- Brookwood Aquifer
- Business Employment
- Biodiversity Preserve
- Riparian Area / Conservation
- Cemetery
- Buffer

Produced by GIS Section: 07-Feb-2022, P205934

Scale: 1:50,000  0 470 M



## South Campbell Heights Area Within Brookwood Aquifer

ENGINEERING  
DEPARTMENT

The data provided is compiled from various sources and IS NOT warranted as to its accuracy or sufficiency by the City of Surrey. This information is provided for information and convenience purposes only. Lot sizes, Legal descriptions and encumbrances must be confirmed at the Land Title Office.

# CITY OF SURREY

OFFICE OF THE MAYOR

February 3, 2022

Chief Harley Chappell  
Semiahmoo First Nation  
16049 Beach Road  
Surrey, BC V3S 9R6

Dear Chief Harley Chappell:

**Re: Council-to-Council Meeting**

It has been some time since Surrey Council and the Chief and Council of the Semiahmoo First Nation have sat down together. Though meetings have taken place between individuals representing our respective Councils, the full value of a Council-to-Council meeting, where issues and opportunities are discussed and ideas shared, has been lacking. I hope this can be rectified.

The recent decision of the Metro Vancouver Board to delay the South Campbell Heights project was a clear reminder of the importance of establishing and maintaining open dialogue between the City and the Semiahmoo First Nation.

I therefore propose a Council-to-Council meeting be held at City Hall, or a location of your choice, sometime in the near future. Our GM of Investment & Intergovernmental Relations, Donna Jones, will follow up with you directly to explore a possible date, time and location.

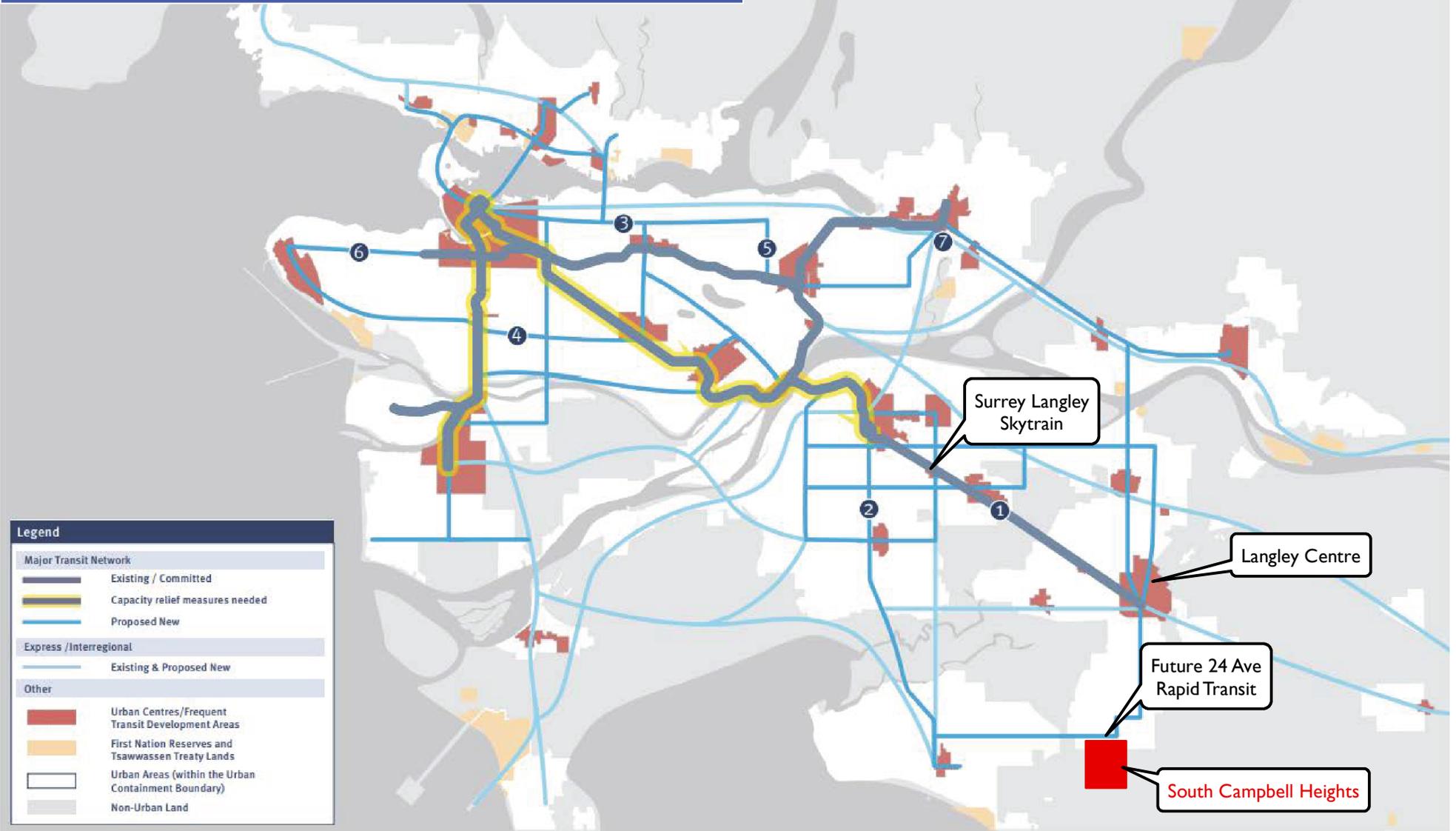
Sincerely,



Doug McCallum  
Mayor  
City of Surrey



# Transport 2050 - Major Transit Network



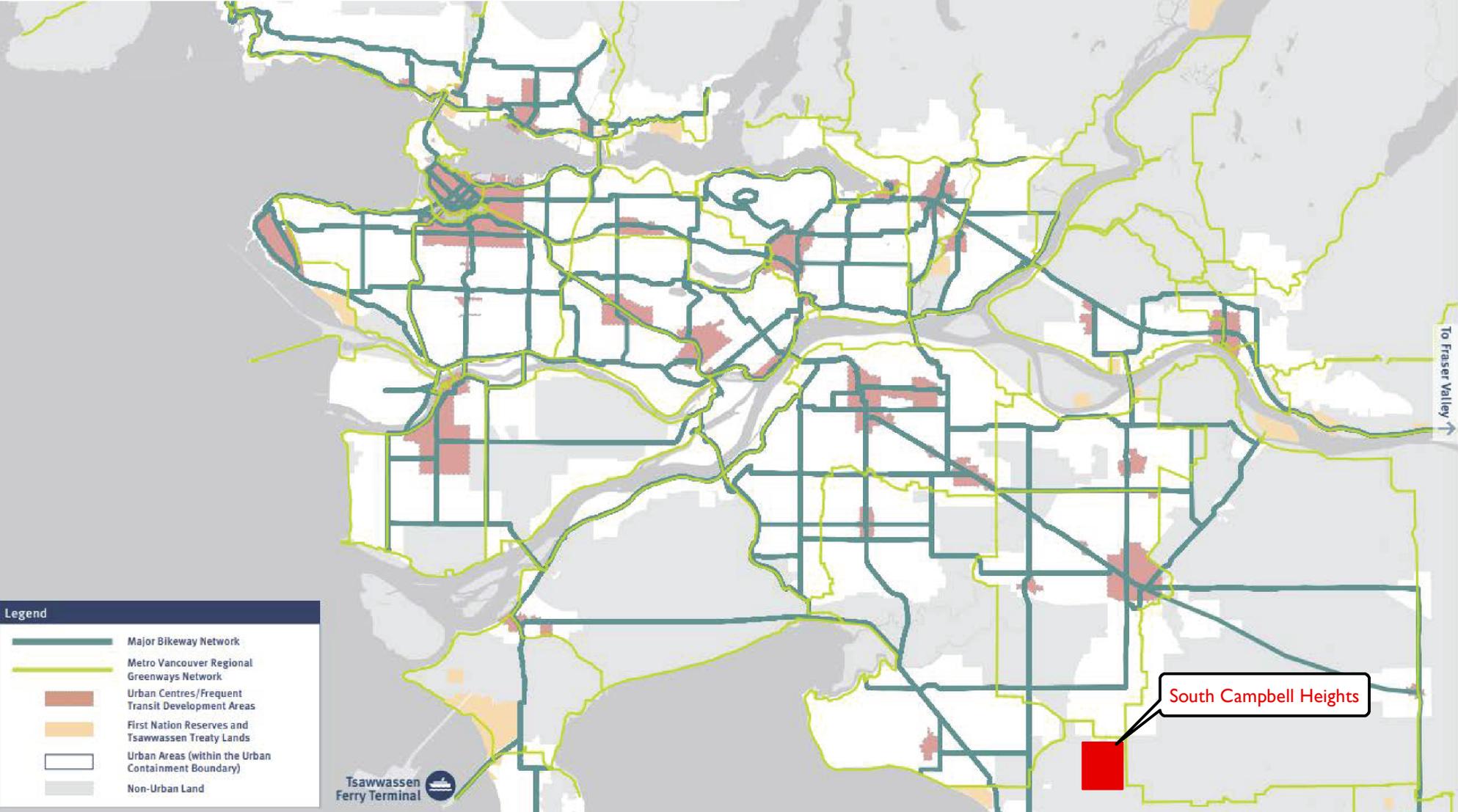
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## Transport 2050 - Major Transit Network

ENGINEERING  
DEPARTMENT

# Transport 2050 - Major Bike Network

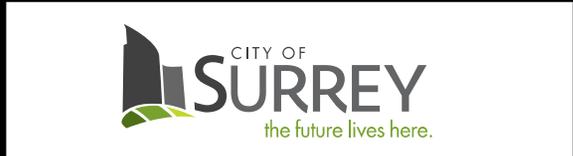


**Legend**

- Major Bikeway Network
- Metro Vancouver Regional Greenways Network
- Urban Centres/Frequent Transit Development Areas
- First Nation Reserves and Tsawwassen Treaty Lands
- Urban Areas (within the Urban Containment Boundary)
- Non-Urban Land

Tsawwassen Ferry Terminal

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## Transport 2050 - Major Bike Network

### ENGINEERING DEPARTMENT

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