

Supports Item No. 6  
P&E Committee Agenda  
May 21, 2009



POLICY REPORT  
URBAN STRUCTURE

Report Date: May 12, 2009  
Contact: Ronda Howard/  
Randy Pecarski  
Contact No.: 7215/7810  
RTS No.: 08076  
VanRIMS No.: 08-2000-20  
Meeting Date: May 21, 2009

TO: Standing Committee on Planning and Environment

FROM: Director of Planning in consultation with General Manager of Engineering Services and Managing Director of Social Development

SUBJECT: City Comments on Draft Regional Growth Strategy: *Metro Vancouver 2040* (February 2009)

**RECOMMENDATION**

- A. THAT Council conveys support for the Goals and Strategies (listed in Appendix A) from the draft *Metro Vancouver 2040* (February 2009).
- B. THAT Council conveys support for the overall regional land use concept (summarized in Appendix A) which consists of a clear urban containment boundary that protects green areas and limits the extent of urban development; focuses growth in urban centres and along key transit corridors; maintains a regional industrial land base; and connects land use and transportation to support transit, walking, cycling and goods movement; AND FURTHER THAT Council acknowledge to Metro that the accompanying targets for dwelling units and employment are consistent with Vancouver zoning and policy, noting that they are a minimum not a maximum.
- C. THAT Council conveys support for regional land use regulation for the Urban Containment Boundary, Agricultural Area, and Conservation/ Recreation Area, AND FURTHER ADVISES THAT additional comments will follow on more detailed aspects of the Conservation/ Recreation Area, after upcoming consideration by the Board of Parks and Recreation and Council.

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- D. THAT, with respect to regional land use regulation for urban development lands (Urban Centres, Frequent Transit Development Corridors, Industrial Areas, Industrial/Commercial Areas), Council does not support this regulation, but instead conveys that these decisions should remain wholly within the realm of directly accountable municipal councils -- AND THAT, with respect to the intended purpose of better directing commercial jobs to centres and protecting industrial areas, Council suggests consideration of alternative approaches as more workable and effective, such as setting principles, guidelines, and targets; monitoring and reporting; and developing an overall regional commercial-industrial land use strategy.
- E. THAT, with respect to the proposed policy approach of a blanket 'no' to significant commercial development at rapid transit stations in industrial areas, Council conveys the need to develop alternative principles and guidelines that better combine industrial land protection with increased job-based transit ridership.
- F. THAT, to better address affordable housing issues, Council conveys the need for a comprehensive Regional Housing Action Plan to be prepared by Metro, along with the requirement for municipal Housing Action Plans, through a collaborate process and partnership among all levels of government, the private sector, the public, and community partners; AND THAT Metro engage regional stakeholders to review the estimates of future rental, ownership and affordable housing demand to identify a more equitable and achievable policy direction for municipal housing.
- G. THAT Council conveys additional more detailed comments, questions, and suggestions on the proposed actions, maps, and tables as recorded in Appendix B.
- H. THAT Council requests that the next draft of *Metro 2040* be reviewed by member municipalities prior to Metro Board initiation of the formal regional plan approval process of public hearing, concurrence, and possible dispute resolution -- with the goal of preparing a draft regional growth strategy that will start its formal process being both effective and partnership-based - AND FURTHER THAT the timing for approval be adjusted to accommodate Olympic commitments.
- I. THAT Council send this report and its recommendations to the Metro Board, the Regional Planning Committee, Metro's Chief Administrative Officer, and other Metro member municipalities.

***GENERAL MANAGER'S COMMENTS***

The General Manager of Community Services recommends approval of the foregoing.

***CITY MANAGER'S COMMENTS***

The City Manager recommends approval of the foregoing.

### ***COUNCIL POLICY***

The *Livable Region Strategic Plan (LRSP)*, the region's current regional plan, was endorsed by Vancouver City Council in 1995 and adopted by the regional district in 1996.

The *Vancouver Regional Context Statement Official Development Plan*, which demonstrates how the City's plans and policies support the *LRSP*, was adopted by Council in 1999.

### **SUMMARY**

A new Regional Growth Strategy (RGS), draft *Metro Vancouver 2040* (dated February 2009), was released by Metro for a public review period between April 15 and late May 2009. As part of this review, Metro has also requested final comments from municipalities by May 22, 2009.

The draft addresses key regional issues including growth management, protection of natural areas and agricultural land, economic prosperity, sustainable transportation, affordable housing, and climate change. These are important regional issues, and the proposed five Goals, each with accompanying Strategies, and the overall land use concept, are supported by City staff from both a regional and city perspective, noting they also fit well with Vancouver City Council priorities of affordable housing, inclusive communities, environment and sustainability, and creative and growing economy.

To implement the Goals, Strategies, and land use pattern, the draft *Metro 2040* relies on regional land use regulation as a key tool. City staff supports this approach for establishing a precise Urban Containment Boundary and protecting areas outside the defined urban area - i.e., Agricultural Areas and Conservation/Recreation Areas. These lands are primarily already under some form of public control. This approach is largely a continuation of the existing RGS, the 1996 *Livable Region Strategic Plan*.

The draft *Metro 2040* also proposes a significant body of new regional regulation of several land use elements within the urban area: Urban Centres, Frequent Transit Development Corridors, Industrial Areas, and Industrial/Commercial Areas. While broad in coverage, the intent is largely directed at one of the most challenging issues arising from the current RGS - management of employment location in the region. There has been a regional trend toward conversion of industrial land to non-industrial uses and of office and retail growth outside of urban centres. This low density and dispersed job pattern has made it difficult to achieve the RGS goals and strategies of effectively serving jobs with transit, of creating complete communities where people live near jobs and services, and of maintaining an adequate industrial land base.

City staff agrees that the RGS does need to set in motion actions that will address these employment land use issues. But staff does not believe that the proposed regional land use regulation would be a workable, effective, and accountable approach. City staff recommends an alternative approach -- a phased strategy that includes both immediate requirements for action through guidelines, targets, and monitoring; as well as commitments to further work to develop a comprehensive regional industrial and commercial land use strategy (perhaps with similarities to the

work done for the City's *Metro Core Plan*). A related benefit to the longer-term work is that it builds knowledge, awareness, consensus, and commitment.

*Metro 2040* also includes actions on affordable housing, proposing that municipalities prepare Housing Action Plans. This is supported by City staff, who again requests that Metro prepare a Regional Housing Action Plan to assist in this important work, and that Metro work with stakeholders to create more equitable and achievable municipal targets.

At the completion of the public comment period at the end of May, Metro's intention is to make changes to create a new RGS draft and to then enter the formal RGS approval process, as set out in Provincial legislation, including referral to public hearing, followed by seeking municipal council approvals, and a dispute resolution process as necessary.

This timing leaves no real opportunity for municipalities to review how the new draft RGS will address the changes now being suggested, before entering the formal approval process. Therefore, staff recommends an opportunity for review and discussion of the intended final draft, and a timing schedule that better accommodates Olympic commitments. These decisions on how best to shape and manage the next 30 years of regional development are important ones meriting full discussion of effective implementation mechanisms.

#### **PURPOSE**

The purpose of this report is to:

- Respond to the Metro Board request for a final set of comments on the draft Regional Growth Strategy *Metro Vancouver 2040* (February 2009) by May 22;
- Reiterate support, concerns and suggestions from previous comments and more fully explore the implementation implications and alternative approaches;
- Offer additional detailed comments; and
- Provide specific recommendations for Council to convey to Metro and member municipalities.

#### **BACKGROUND**

On February 27, 2009 the Metro Board directed that the draft Regional Growth Strategy (RGS), *Metro Vancouver 2040*, be released for public review beginning on April 15. At Metro's request, Council on April 7, 2009 conveyed Vancouver's preliminary comments on this draft for Metro's use in their public consultation materials. The public consultation program is now underway and Metro staff has requested that final and more detailed comments from municipalities be provided by May 22, 2009.

Through 2007 and 2008, Metro Vancouver staff have been working with member municipalities to update the 1996 *Livable Region Strategic Plan (LRSP)*. City staff has provided data, advice, and detailed comments to emerging drafts of the RGS.

In Council's April 7, 2009 report several outstanding issues were raised, particularly with respect to industrial land at rapid transit stations, land-use regulation and decision making, and affordable housing implementation. The report also raised

concerns regarding the relatively short public consultation process and the proposed timing for approval of the RGS especially in light of Vancouver's commitment to the 2010 Olympic Winter Games. This report provides additional commentary on these and other issues.

Regional Context Statement (RCS): An important feature of the following discussion is the role of Regional Context Statements (RCS's). Following adoption of a regional growth strategy, each municipality must prepare a RCS to describe how its plans and policies are consistent with the Regional Growth Strategy. For Vancouver, the RCS is an Official Development Plan adopted after a Public Hearing. A RCS requires Metro staff evaluation and regional Board approval. Similarly, amendments to a RCS need to follow the same process, of approval by the regional district and approval by the City through a Public Hearing. If the amendment were to relate to a specific rezoning application, the application would need to be on-hold pending the Metro approval. Up to now Vancouver has not needed to amend its RCS; however, proposals in the draft Metro Vancouver 2040 for more regional land use regulation would mean that this could become a frequent occurrence. (See especially discussion related to Recommendation D).

### ***DISCUSSION***

Vancouver has been a strong supporter of, and participant in, regional planning, and acknowledges that local decisions have regional, and to an increasing extent, global implications. The following comments consist of areas of support for the current draft, as well as areas of concern, with suggestions for alternative approaches. (Copies of the draft *Metro Vancouver 2040* (February 2009) document have been distributed to Council.)

#### **Goals and Strategies (Recommendation A)**

Recommendation A signals Council's support for the overall Goals and Strategies in the draft Regional Growth Strategy *Metro Vancouver 2040* (February 2009). These are listed in Appendix A, Table 1 of this report. These Goals and Strategies build upon past regional plans and collectively move the region toward improved sustainability. They are also consistent with Council's priorities of affordable housing; strong safe and inclusive communities; environment and sustainability; and creative capital and growing economy. In particular, staff supports the stronger focus on the economy, affordable housing, responding to climate change, and connecting land use and transportation, as welcome additions to the new RGS, as compared to the existing RGS, the *LRSP*.

#### **Regional Land Use Concept (Recommendation B)**

Recommendation B signals support for the proposed overall land use concept for the region as it accommodates projected growth.

Overall, the proposed framework (summarized in Appendix A, Table 2) translates the draft Goals and Strategies into a sustainable regional land use pattern, and it is also largely consistent and compatible with Vancouver's overall land use policy directions.

The proposed regional land use concept is that growth and development will take place within a defined urban area. Areas for agricultural, recreation, and conservation, and rural areas would not be areas of future growth.

The urban area is divided into specific elements, with growth and activity focused in urban centres, along transit corridors, and in industrial areas. Limiting the extent of urban growth and focusing growth in urban centres and along key transit corridors, links land use and transportation in a sustainable manner and helps minimize green house gases.

Staff also supports the introduction of Special Activity Areas to the land use concept to recognize the port, airport, and major universities. Staff recommend adding significant health precincts, such as Women's and Children's Hospital to these areas as they have similar characteristics to the other uses (e.g., major economic generators) and similar planning and transit implications. (Detailed request included in Recommendation G.)

The draft *Metro 2040* illustrates how the region could grow from 2.2 to 3.4 million people by 2040, within the proposed urban area. This growth anticipates adding 600,000 jobs and 550,000 new homes to the region. In particular, staff supports the proposed population and employment projections and targets for Vancouver. The dwelling unit and employment targets are consistent with existing zoning and policies. Staff notes that the targets are not limits to Vancouver's growth. For example, between 1991 and 2006 Vancouver grew at a rate 30% faster than anticipated in the *LRSP* (1996).

#### **Regional Land Use Regulation - Urban Containment and Non-Urban Areas** (Recommendation C)

Recommendation C signals support for continued regional land use regulation of an Agricultural Area and Conservation/Recreation Area. This is basically a continuation of the existing plan's Green Zone designation. Whereas in the existing plan, this approach created a de-facto urban growth boundary, in *Metro 2040* the Urban Containment Boundary would be directly recognized. As in the existing plan, this sets a specific limit for urban growth and defines specific boundaries to protect non-urban areas from urbanization. Limiting sprawl and focusing growth has become a widely accepted requirement for a sustainable region.

An important factor of this regulation is that much of the land involved is already subject to some form of public control - either through the Agricultural Land Reserve (ALR) or under public ownership as park and green space. For Vancouver, the existing plan recognizes ALR land in Southlands and various conservation/recreation areas which Vancouver nominated for the Green Zone.

Vancouver final boundary corrections for the Conservation/ Recreation area are not included in this report, but will be provided following consideration by the Board of Parks and Recreation and Council. (The Park Board was unable to meet Metro's tight deadline for this report.)

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### **Regional Land Use Regulation - Urban Areas (Recommendation D)**

In addition to the regional regulation discussed above to establish a defined urban area for growth, the draft *Metro 2040* also proposes a significant body of new regional regulatory mechanisms for urban areas, the main purpose of which is described in a Metro staff report as largely to address “how the issue of employment location should be managed” (Metro Board report, Feb 27, 2009).

Recommendation D does not support regional land use regulation of urban lands. At the same time, the Recommendation does show Council support for the need to take action to improve management of regional employment location and protection of industrial land, through alternate strategies.

The proposed system consists of the following new series of regulatory and review mechanisms:

- Designate precise boundaries for Urban Centres, Frequent Transit Development Corridors, Industrial Areas, and Industrial-Commercial Areas -- requiring Metro staff evaluation and Metro Board approval of municipal land use boundaries (including future boundary changes);
- Require municipal adoption of policies to “Prevent major commercial and institutional development outside of Urban Centres” - requiring Metro approval of these policies;
- Require review of local development projects by Metro, Translink and the province. The following proposed reviews are included in various sections of the draft RGS:
  - Referral to Translink of major development proposals to determine whether a revision to the RCS is warranted;
  - Review by the province of development proposals impacting provincial highways;
  - Review by TransLink of major development proposals to ensure compliance of RGS policies regarding the concentration of commercial, cultural, institutional, and entertainment uses in Urban Centres; and
  - Review by TransLink and the province of any proposed amendment of official plans to remove industrial lands to maintain industrial areas near highways and barge/rail facilities.

Staff has numerous logistical concerns about this set of regulations and review processes, including its potential diversion of resources toward regulation instead of other more important work; the timeliness with which these reviews could be accomplished; and the lack of clear definitions and thresholds.

A more basic concern about these regional regulatory proposals is that they are a direct incursion into the land use planning powers of municipalities to make decisions on development within their boundaries. Land use planning is one of a municipality's key tools. Municipalities are directly accountable to their taxpayers, businesses, residents, and landowners.

There is also a high level question of regional effectiveness. Viewed from the outside, the proposed regulatory approach seems to presume that municipalities do not and cannot have a strong commitment to the regional strategy. Nor does it appear that the

proposed approach seeks to build this commitment. Yet, over the long-term, municipal commitment and cooperation are keys to successful implementation of a regional growth strategy - especially since the municipal councils and the regional Board are essentially the same set of decision-makers.

Staff does believe that it is important to give priority to improving employment land management in the region. *Metro 2040* could be revised, to replace regional land use regulation with another approach -- to include immediate actions, as well as actions that commit to further work to develop increasingly effective approaches for future:

- Require municipalities' Regional Context Statements to show how local plans and policies are consistent with regional goals and dwelling unit and employment targets (e.g., *Metro 2040*, Table 1.2). (The RGS can also still include maps as part of the goals and guidelines, but Metro would not regulate municipal land use boundaries or decisions.)
- Monitor key indicators related to employment location and industrial land protection and alert the Metro Board at regular intervals of municipal and regional performance with respect to these indicators. Metro staff would undertake this work. Some key indicators already exist in the draft RGS (e.g., development to be within 400-800 meters of the Frequent Transit Corridors; employment targets) and others if needed could be added now.
- Develop broader employment strategies, such as an economic development strategy and/or commercial and industrial land strategy to better manage regional employment location. This would be a longer term piece of work, but the first phase for inclusion now in the RGS could be an agreed-to terms of reference, in partnership with all relevant stakeholders. Such a process would help develop a deeper understanding of the varying types of commercial demand and supply, and help put municipal variations in use of their land into a broader perspective. Without this, it is difficult to evaluate the long-range significance of individual parcel-based changes to the region's industrial land base, or to understand commercial job needs in relation to how best to direct job growth to Urban Centres. A related benefit to this work is that it can build knowledge-base, awareness, consensus, and commitment.
- Use the results of the monitoring and the land strategies to have a fuller discussion of whether, and how, to introduce additional strategies. This would occur after adoption of the RGS, but the RGS could contain a commitment to this, and future amendments to the RGS could incorporate new agreements.

#### Land Use at Rapid Transit Stations in Industrial Areas (Recommendation E)

Recommendation E signals Council's request that *Metro 2040* be revised to provide alternative land use policy for job-intensive uses at industrial areas at rapid transit stations.

*Metro 2040* contains policies that encourage significant commercial to locate in Urban Centres, but discourage it in industrial areas -- even at rapid transit stations. However,



this does not recognize that there are overlapping policy objectives of preserving industrial land, while also maximizing transit ridership.

Staff suggests that an Action be added to the draft *Metro 2040* to allow limited but dense job intensification at these rapid transit stations. The objective should still be to retain surrounding industrial land as industrial. This may require a means, perhaps by developing criteria, which would keep in-check the negative impacts on industrial areas that could come from transit station commercial development (e.g. property value, speculation, and property tax impacts, and compatibility issues). A related objective would need to be ensuring that the majority of office space growth occurs in Centres.

### **Affordable Housing (Recommendation F)**

Recommendation F signals Vancouver Council's request for development of a comprehensive regional housing action plan, along with the municipal housing action plans called for in the draft *Metro 2040*.

As discussed in the April 7, 2009 report, affordable housing is key issue for the proposed regional strategy and in addition to the need for a regional housing action plan, the report identified concerns related to how affordable housing targets are identified in the region. Staff again recommends that Metro staff work through a collaborative process and partnership among all levels of government, the private sector, the public, and community partners to develop a regional housing action plan. Staff also recommends that Metro engage regional stakeholders in the review of the draft estimates of future rental, ownership and affordable housing demand to identify a more equitable and achievable policy direction for municipal housing.

### **Other Detailed Comments (Recommendation G)**

Recommendation G seeks to convey additional detailed staff comments, questions, and suggestions on the proposed actions, maps, and tables to Metro staff for their consideration in revisions to the draft *Metro 2040*. These are recorded in Appendix B and include detailed comments and staff suggestions with respect to:

- **Metro Actions:** e.g., a suggestion for Metro to take more leadership in compiling local climate trends and projections to assist local planning for climate change.
- **Municipal Actions:** e.g., suggested re-wording of parking reduction actions for more clarity.
- **Other Agency or Government Actions:** e.g., request for clarification on how provincial reviews of developments impacting highways would be applied; and request for clear wording that acknowledges that many of the Metro and Other Government/Agency actions need collaboration with municipalities.
- **Figure, Table and Maps:** e.g., requests as follows: to clarify the relationship between Map 1-Urban Containment Boundary and Map 5-Conservation/Recreation Areas so that it is clear that the Urban Containment Area does not override Agricultural or Conservation/Recreation Areas; to correct Vancouver's actual Metro

Core boundary; and to add major health facilities to Special Activity Areas on Map 1 (i.e., add Women's and Children's Hospital).

### **Further Review and Timing for Approval Process (Recommendation H)**

Recommendation H requests further revision to the draft *Metro 2040* be reviewed by member municipalities and the public prior to Metro initiation of the formal regional plan approval process. Staff also recommends amendment of the proposed timing for the formal approval process to accommodate Olympic commitments.

Comments from Vancouver and other municipalities on the draft *Metro 2040* suggest that several substantial issues should be considered and discussed. Metro's schedule to finalize and begin formal adoption within a few weeks from the May 22, 2009 conclusion of public consultation leaves little time to accommodate such changes or to have any real discussion of them.

Staff are concerned about Metro's proposed timing which would refer a final draft *Metro 2040* to public hearing in June 2009, especially if significant changes being suggested by Vancouver and region partners are not addressed. This would not be in keeping with a partnership approach to regional planning, and it could lead to the dispute resolution process provided for in the growth management legislation, which would likely not be an effective regional planning tool.

Council's April 7, 2009 report suggested an extended timing for public consultation to the end of June 2009. This would allow for summer and fall revisions to the draft with a final consultation program after the 2010 Olympic Games. This provides for more thorough evaluation of alternate approaches to some of the key issues and discussion of their details and consequences before final decision making on how best to shape and manage the next 30 years of regional development. It allows for more of a partnership-based final draft of *Metro 2040* before beginning the formal approval process.

Public input to date: Prior to submission of this report staff attended the two Metro public meetings in Vancouver that were held to date (of a total three). Metro's presentation included a summary of preliminary municipal comments, although Vancouver's specific concerns received little, if any mention. From the events attended, staff notes that the discussion was high-level, and generally supportive of the broad goals and strategies, and for finding a way to make sure that the region as a whole does live up to its goals. There was little consideration or discussion of detailed regulatory actions and their costs and benefits and no discussion of alternatives - where most of the staff concerns lie. From this limited public input, there appears to be public support for *Metro 2040's* goals, strategies, and land use concept, but staff does not feel that any clear conclusion could be reached on public input regarding the proposals for more regional land use regulation.

### **Refer Report to Regional Partners (Recommendation I)**

Recommendation I asks Council to refer this report and its recommendations to the Metro Board, the Regional Planning Committee, Chief Administrative Officer, and Metro member municipalities.

***FINANCIAL IMPLICATIONS***

There are no financial implications.

***PERSONNEL IMPLICATIONS***

There are no personnel implications.

***CONCLUSION***

On February 27, 2009 the Metro Board directed that the draft RGS, *Metro Vancouver 2040*, be released for public review beginning on April 15. At Metro's request, the public consultation program is now underway and Metro staff has requested that final comments from the public and municipalities be provided by May 22, 2009.

Much of the proposed *Metro 2040* is supported by City staff, including the specific Goals and Strategies, the overall land use concept, and the regional land use regulation for an Urban Containment Boundary and non-urban land categories of an Agricultural Area and a Conservation/Recreation Area.

Regarding additional regional land use regulation extending to urban land, Vancouver staff is not in support. However, staff shares Metro's concerns about the issue of employment land management, including protection of an industrial land base. This report suggests an alternative approach of both immediate action and longer-term policy work.

This report also reiterates Vancouver's call for Metro to prepare a Regional Housing Action Plan, in addition to their proposed requirements for municipal level Housing Actions Plans; and to review affordable housing targets.

A number of additional detailed comments on draft *Metro 2040* Actions, maps, and tables are also provided.

Finally, this report requests that Metro feed back its changes on the draft RGS before entering the Provincially defined formal approval process, and to adjust timing to accommodate Olympic commitments.

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**Draft Metro Vancouver 2040 Goals, Strategies, and Land Use Concept**

The *draft Metro Vancouver 2040* is centred on five Goals, each with key Strategies, as repeated in Table 1 below. These are supported in Recommendation A.

**Table 1: Draft Metro 2040 Goals and Strategies**

| Proposed Goals                                | Proposed Strategies   |
|---|---|
| 1. Create a compact urban area                | 1.1. Contain urban development within the Urban Containment Boundary  |
|   | 1.2. Focus growth in Urban Centres and in Frequent Transit Development Corridors  |
|   | 1.3 Encourage land use and transportation development that reduces greenhouse gas emissions                                 |
|   | 1.4 Protect the region's rural lands from urban development   |
| 2. Support a sustainable economy              | 2.1. Promote patterns of land development that support a diverse regional economy and employment close to where people live |
|   | 2.2 Protect the region's supply of industrial land  |
|   | 2.3 Protect the region's supply of agricultural land and encourage its use for food production.                             |
| 3. Protect the region's natural assets        | 3.1 Protect the region's conservation and recreation lands  |
| 4. Develop complete and resilient communities | 4.1 Provide diverse and affordable housing choices  |
|   | 4.2 Develop complete, inclusive communities with access to a range of services and amenities                                |
|   | 4.3 Minimize risks from natural hazards and adapt to the impacts of climate change  |
| 5. Support sustainable transportation choices | 5.1 Connect land use and transportation to support transit, walking and cycling   |
|   | 5.2 Connect land use and transportation to support an efficient regional roads and goods movement network                   |

The Goals and Strategies in Table 1 largely play out in a proposed regional land use form that is summarized in Table 2 below. The land use concept is generally supported in Recommendation B. The further question of how this concept should be implemented through various degrees of regional or municipal regulation is a separate discussion and reflected in Recommendations C and D.

**Table 2: Draft *Metro 2040* Land Use Concept**

| Proposed Land Use Elements                                       | Summary Description   |
|--|---|
| Agricultural Area and Conservation/ Recreation Area              | Together, these areas were formerly known as the Green Zone. Most of the lands are Agricultural Land Reserve or are publicly-owned lands like parks   |
| Rural Area   | This reflects municipal plans for areas with very low density residential   |
| Urban Containment Boundary                                       | The Urban Containment Boundary is the region's urban growth area. It defined the urban area, as opposed to the non-urban area created by the Agricultural Area, Conservation/Recreation Area, or Rural Area.  |
| Within the Urban Containment Boundary are the following elements |   |
| Urban Centres  | Various levels including: Vancouver's Metropolitan Core, Regional Centres, and Municipal Centres. Centres serve as focal points for the growth of major office, retail, and high density housing, and as transit hubs.  |
| Frequent Transit Development Corridors                           | Corridors are intended as a focus for medium and higher density housing growth, with local commercial (either along a whole corridor, or at selected locations), but not seen as locations for significant office concentrations which are intended for Urban Centres |
| Industrial Areas   | Existing industrial areas, intended to be protected for industrial types of activity and some limited ancillary commercial  |
| Industrial/Commercial Areas                                      | Industrial areas where stand-alone office and retail is allowed. Because the draft Plan concentrates major office and retail in Urban Centres, additional Industrial/Commercial areas would not be encouraged   |

(In addition to the tables above, draft *Metro 2040* contains Actions, Tables, and Maps too numerous to copy here, but many of which are part of the discussion throughout this report.)

**Other Questions, Concerns, & Suggestions Regarding the Draft *Metro Vancouver 2040***

The following table provides detailed City staff responses to the draft *Metro 2040* (February 2009) for items not covered in the main body of the Council Report. The following abbreviations are used:

- **RGS:** Regional Growth Strategy - Under Provincial legislation, the *Metro Vancouver 2040* draft regional plan is a Regional Growth Management Strategy.
- **RCS:** Regional Context Statement - Under Provincial legislation, after a regional growth strategy is adopted, each municipality must prepare a RCS to show how municipal plans and policies are consistent with the regional strategy. The RCS must be submitted to, and approved by Metro, as must be any further amendments to it.
- **UC:** Urban Centre
- **MTC:** Municipal Town Centre
- **FTDC:** Frequent Transit Development Corridor
- **FTN:** Frequent Transit Network

| <b>Goal 1 - Create a Compact Urban Area<br/>Strategy 1.2 - Focus growth in Urban Centres (UCs) &amp; Frequent Transit Development Corridors (FTDCs)</b> |                                   |   |
|---|-----------------------------------|---|
| <b>Proposed Metro Requirement</b>   |                                   | <b>Description and City Staff Comments</b>  |
| 1.2.3 (b)<br>(bullet 5)   | Municipal Action                  | Identify policies that reduce residential and commercial parking requirements within UCs.   |
|   | City Staff Response               | This wording does not recognize actions that have already been taken and does not establish any base from which a reduction should be made. Staff suggest that it would be more workable if the instruction were "to establish, or maintain, lower parking requirements in UCs and at transit stations, than in other areas." |
| 1.2.4 (b)<br>(bullet 2)   | Municipal Action                  | Identify policies which reduce residential and commercial parking requirements within FTDCs   |
|   | City Staff Response               | See response to 1.2.3 (b)   |
| 1.2.4 (b)<br>(bullet 3)   | Municipal Action                  | Identify policies which ensure development within FTDCs does not detract from the viability of industrial areas.  |
|   | City Staff Response               | Staff are unclear on the meaning and intent of this action. One area of concern arises where a FTDC includes an industrial area. The City supports location of job-rich uses, such as office, at rapid transit stations. As such, staff are unsure how this action would be applied.  |
| 1.2.10  | Actions by Other Gov't & Agencies | The province review development proposals impacting provincial highways for consistency with the RGS.   |

|            |  |   |
|------------|--|---|
|            | City Staff Response  | This is a new action and staff are unclear how it would work and what the benefits and costs are. Only Highway 1 goes through Vancouver proper, but the Stanley Park Causeway, Lions Gate Bridge, UBC arterials and Oak Street Bridge are all provincial highways that connect with Vancouver's borders. The wording of this action is so broad that many Vancouver developments could be found to impact both Highway 1 and these other connecting locations. Staff look for Metro response to a number of questions including: Under what authority would this review be made (i.e. legislation)? What criteria would be used to guide such a review? How would these criteria be established? Which Ministry would be involved? At what stage of development review would this occur and what is the process? What are the timing, staffing and resource implications? |
| Figure 2 - | Guidelines for Urban Centres and FTDCs                                     | The guidelines describe the role and land uses the Metro Core as an Urban Centre.   |
|            | City Staff Comments  | Vancouver's Metro Core extends from 16 <sup>th</sup> Ave north to Burrard Inlet between Clark Drive on the east and Burrard Street on the west. Land uses within this area are largely consistent with the guidelines, but also include industrial areas that serve the downtown, the Port and other parts of the city and region. Staff suggests adding 'supporting industrial uses' to the land use activities for the Metro Core.  |
| Maps 1 & 5 | Map 1 -Urban Containment Boundary<br>Map 5 - Conservation/ Recreation Area | Map 1 shows the area boundary for Urban Containment. Map 5 shows the Conservation/Recreation area.  |
|            | City Staff Comments  | Map 1 and 5 are inconsistent and should be reconciled. Map 1 shows some, but not all, Conservation/ Recreation Areas, and thus might imply that the Urban Containment Boundary for urban growth and development overrides some protected areas. Staff suggest that all Conservation/Recreation areas be shown on Map 1, and if not, annotation of the Maps are needed to explain the apparent contradiction.  |

|  |                                   |   |
|--|-----------------------------------|---|
| Map 2  | Urban Centres                     | Map 2 shows the Urban Centres, Frequent Transit Development Corridors (to be identified in RCS') and the Frequent Transit Network Concept   |
|  | City Staff Comments               | Map 2 uses a symbol for the Metro Core that does not match the actual boundaries of the Metro Core, but rather considerably under-represents it. Staff suggest using the City's actual Metro Core boundaries to better indicate this location (and for use in plan monitoring). Use of the actual Metro Core boundary will also show a better relationship between rapid transit lines and their connectivity to the Core. In addition, Vancouver has several Special Activity Centres that are in the Metro Core but because of the use of the smaller symbol they fall outside this boundary. Given the significance of the Metro Core and Surrey's Metro Centre, these two areas may be better represented with actual rather than symbolic boundaries. (The existing regional plan, the <i>LRSP</i> , uses the actual Metro Core boundaries.) |
| <b>Goal 1 continued</b><br><b>Strategy 1.3 - Encourage land use and transportation development that reduces greenhouse gas emissions</b> |                                   |   |
| <b>Proposed Metro Requirements</b>   |                                   | <b>Description and City Comments</b>  |
| 1.3.4  | Actions by Other Gov't & Agencies | The province work with Metro, TransLink and municipalities to reduce GHGs   |
|  | City Staff Response               | The province should also work with the federal government to address the above action.  |
| <b>Goal 2 - Support a Sustainable Economy</b><br><b>Map 4 - Economic Areas</b>   |                                   |   |
| <b>Proposed Metro Requirements</b>   |                                   | <b>Description and City Comments</b>  |
| Map 4  | Economic Areas                    | Map 4 shows Urban Centres, Industrial Areas, Special Activity Areas, Agricultural Areas   |
|  | City Staff Comments               | <p>Staff supports the introduction of Special Activity Areas to the land use concept to recognize the port, airport, and major universities. Staff recommend adding significant health precincts, such as Women's and Children's' Hospital to these areas as they have similar characteristics to the other uses (e.g., major economic generators) and similar planning and transit implications.</p> <p>Vancouver's industrial areas are significantly obscured by the width of the rapid transit lines. This is particularly evident at the Grandview-Boundary industrial area.</p>   |



| <b>Goal 4 - Develop Complete and Resilient Communities</b>   |                     |  |
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| <b>Strategy 4.1 Provide Diverse and affordable housing choices</b>                                 |                     |  |
| <b>Proposed Metro Requirements</b>   |                     | <b>Description and City Comments</b>   |
| 4.1.1  | Metro Action        | Evaluate Regional Context Statements and Housing Action Plans to ensure that there is an adequate supply of housing to meet the full range of incomes and needs across the region and ensure that the requirements set out in Action 4.1.3 are met (see Action 4.1.3 below.)   |
|  | City Staff Response | The draft plan seeks to have Metro Vancouver take the role of enforcement and evaluation, instead of a role of policy leadership, support, and consultation. If housing issues are to be addressed in municipalities across the region, Metro will have to commit to assisting municipalities to do so, rather than simply evaluating municipal efforts. |
| 4.1.2  | Metro Action        | Implement the Metro Vancouver Affordable Housing Strategy including exploring opportunities to increase the portfolio of units managed by Metro Vancouver Housing Corporation.   |
|  | City Staff Response | The draft RGS requires municipalities to develop very detailed Housing Action Plans. While Metro Vancouver commits to implementing the Regional Affordable Housing Strategy (RAHS), this strategy is very high level and lacks the analytical basis municipalities need to assist with specific Housing Action Plans .                                   |
| 4.1.3  | Municipal Actions   | Develop Regional Context Statements and Municipal Housing Action Plans.  |
|  | City Staff Response | Metro Vancouver should take the lead by developing a regional Housing Action Plan. The City will undertake a Housing Action Plan only after Metro has developed a regional Housing Action Plan on which municipal plans can be based.  |
| <b>Goal 4 continued</b>  |                     |  |
| <b>Strategy 4.3 Minimize risks from natural hazards and adapt to the impacts of climate change</b> |                     |  |
| <b>Proposed Metro Requirements</b>   |                     | <b>Description and City Comments</b>   |
| 4.3.1  | Metro Action        | Evaluate RCS' to help ensure land use decisions adequately consider risks from natural hazards and climate change and ensure regional requirements are met   |

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|   | City Staff Response | Metro could take on more of a leadership role on compiling local climate projections. Staff suggest adding a new action:<br>Metro will: (new possible action)<br>Ensure that the best possible local climate projections are available for municipal planners so that the impacts of climate change can be considered.  |
| <b>Goal 5 - Support Sustainable Transportation Choices</b><br><b>Strategy 5.1 Connect land use and transportation to support transit, walking and cycling</b> |                     |   |
| <b>Proposed Metro Requirements</b>  |                     | <b>Description and City Comments</b>  |
| 5.1.1   | Metro Action        | Evaluate RCS's to support an increased share of person trips by transit, walking and cycling and a reduction in vehicle kilometres travelled and that the requirements for municipal actions are met.   |
|   | City Staff Response | This is a limited role for Metro, see comments below  |
|   | Metro Action        | Previous drafts identified a more expanded Metro role in promoting accessibility and sustainable transportation choices and working toward achievement of mode share targets - including previous Actions for Metro to collaborate with TransLink and member municipalities to create linkages with TransLink's Regional Bicycle Plan and to ensure integration of TransLink's Regional Bicycle Plan and Regional Commuter Greenway Network with (Metro's) Regional Recreational Greenway Network.  |
|   | City Staff Response | Metro Actions for Strategy 5.1 have been reduced from eight items to one. The remaining Metro action is to evaluate RCS's. This appears to shift responsibility for achieving sustainable transportation entirely to TransLink and member municipalities. More Metro actions should be added to clarify their role.<br><br>As one example, greenways are an important alternate transportation choice. A more significant Metro role in coordination, with TransLink and municipalities, should be included to achieve mode share targets and to assist in implementing regional bike ways and greenways. Metro should meet the same goals as the municipalities regarding accessibility and sustainable transportation standards for regional greenways and bikeways located on lands that they control. |

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| 5.1.2 (b)  | Municipal Action                  | Develop RCS's which identify maps that illustrate how: <ul style="list-style-type: none"> <li>• The FTN will be accommodated and supported by local land use decisions</li> <li>• Regional and local cycling routes promote a safe cycling network serving major destinations; and</li> <li>• Pedestrian facilities and connectivity will be improved to provide a safe and accessible walking network serving major destinations, schools and transit services</li> </ul>  |
|  | City Staff Response               | <p>Bullet 1: Staff request clarification on how mapping alone can show how the FTN will be accommodated and supported by land use decisions. One issue is the actual location of the future FTN; this should be referred to TransLink to carry out in collaboration with municipalities. This action should be linked to 5.1.3 which does include TranLink work on the FTN.</p> <p>Bullets 1-3: Maps may not be the most effective way of identifying support for cycling, walking and transit. Staff suggest that the wording be changed to state "maps or program descriptions"</p> |
| 5.1.5  | Actions by Other Gov't & Agencies | TransLink implement a regional bike plan and improve cycling capacity and safety in development of regional road networks.  |
|  | City Staff Response               | Should be clarified that TransLink should implement a regional bicycle plan "in collaboration with Metro Vancouver and member municipalities".  |
| Map 6  | Frequent Transit Network Concept  | This map shows the proposed UBC Line as "proposed rapid transit (rail or bus)"  |
|  | City Staff Response               | In 2002, City Council reaffirmed its support for the extension of the Millenium Line as a subway servicing the Central Broadway Corridor to Granville. A review of options for the UBC Line is currently underway by TransLink. Accordingly, as the TransLink study results are concluded, there should be a process in place to update maps (i.e., remove references to bus rapid transit where appropriate) in both the draft and final version of the <i>Metro Vancouver 2040</i> document. The above comments are also relevant to Maps 2 and 8.                                  |
| <b>Goal 5 continued</b><br><b>Strategy 5.2 Connect land use and transportation to support an efficient regional roads and goods movement network</b> |                                   |   |
| <b>Proposed Metro Requirements</b>   |                                   | <b>Description and City Comments</b>  |
| 5.2.2 (c)  | Municipal Action Metro Action     | Protect existing and preserve potential future barge nodes and rail corridors where feasible and encourage goods movement by rail and water   |

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|  | City Staff Response   | Suggest that more flexibility for both people and goods movement by water be given (i.e. replace “barge” nodes with “marine” nodes.)  |
| 5.2.5  | Actions by Other Gov't & Agencies   | TransLink, Port and rail companies examine ways to protect rail rights-of-way and freight access points to waterways.   |
|  | City Staff Response   | Suggest that more flexibility for both people and goods movement, i.e., add “people movement” to freight access points to waterways.  |
| 5.2.6  | Actions by Other Gov't & Agencies   | TransLink and province develop and implement a regional goods movement strategy....   |
|  | City Staff Response   | This action by TransLink and the province should be clarified to be “in collaboration with Metro Vancouver municipalities”.   |
| <b>Section 8 Monitoring and Performance Measures</b> |   |   |
| <b>Measurement Items</b>                             |   | <b>Description and Comments</b>   |
| Section 8  | Monitoring  | For each goal and strategy, Metro proposes performance measures to monitor annual progress  |
|  | City Staff Response   | Staff suggest adding measures as follows:   |
|  |   | Goal 1: Strategy 1.2 - Focus growth in UCs and FTDCs - Add a comparison of development achieved to targets and guidelines contained in the growth strategy.   |
|  |   | Goal 1: Strategy 1.4 - Land use and transport to reduce GHGs - Add GHG measurement by Metro Vancouver sub-areas.  |
|  |   | Goal 2: Strategy 2.2 - Protect industrial land - Suggest adding measures of total industrial employment and employment growth in industrial areas (e.g., over time), and measures of employment density (e.g. jobs/hectare) to identify changes in job intensity over time. |
|  | Goal 5: Strategy 5.1 Connect land use and transport - Reference the transportation measurements to be developed by TransLink noted in Action 5.1.4. |   |