



**To:** Planning Committee **Date:** January 16, 2008  
**From:** Joe Erceg, MCIP **File:**  
 General Manager,  
 Planning and Development  
**Re:** **Richmond's Recommendations on Metro Vancouver's Discussion Paper For A New Regional Growth Management Strategy**

**Staff Recommendation**

1. That Council approve the "Staff Recommendations" contained in the report entitled: "Richmond's Recommendations on Metro Vancouver's Discussion Paper For A New Regional Growth Management Strategy", dated January 16, 2008, and
2. That the report and Staff Recommendations be forwarded to Metro Vancouver staff for consideration in the preparation of a regional Growth Management Strategy and Growth Management Strategy Implementation Program.
3. That the Metro Vancouver Board be requested to establish a Work Program which clarifies all the steps required to prepare, review and approve the Growth Management Strategy and Growth Management Strategy Implementation Program.

*Joe Erceg*  
 Joe Erceg, MCIP  
 General Manager,  
 Planning and Development

TC  
Att. 2

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		CONCURRENCE OF GENERAL MANAGER	
		<i>Joe Erceg</i>	
REVIEWED BY TAG	YES <input checked="" type="checkbox"/> <i>dw</i>	NO <input type="checkbox"/>	REVIEWED BY CAO
		YES <input checked="" type="checkbox"/> <i>AA</i>	NO <input type="checkbox"/>

## Staff Report

### Origin

The purpose of this report is to provide recommendations to Council regarding the Metro Vancouver (MV) booklet entitled: "Choosing a Sustainable Future for Metro Vancouver: Options for Metro Vancouver's Growth Management Strategy" and a questionnaire (**Attachments 1 and 2**).

### Background Information

#### General

The Metro Vancouver (MV) booklet does not propose a draft 2031 regional Growth Management Strategy (GMS), but rather invites municipalities and stakeholders to comment on what the GMS might contain.

#### Growth Management Strategies (GMS)

The requirement for a regional "growth management strategy" (GMS) is set out in the Local Government Act. Currently, Metro Vancouver's GMS is called the Livable Region Strategic Plan (LRSP) and was accepted by all member municipalities in 1996. An updated regional "growth management strategy" will replace the 1996 LRSP.

#### Co-ordinating Regional - Municipal Planning

In 1995, the Local Government Act was amended to require municipalities to include Regional Context Statements (RCS) in their OCPs. Municipal OCP RCSs are used to articulate the ways in which municipalities support the GMS objectives and policies. Richmond's 1999 and current OCP contains its RCS. Implementation of Metro Vancouver's new GMS will require adoption of updated OCP Regional Context Statements from all 22 member municipalities in their OCPs within two years of adoption of the new GMS. The MV Board approves municipal OCP RCS.

Richmond is considering updating its 1999 OCP. This is subject to securing funding from the 2007 surplus. While doing so, staff would draft a new complementary OCP Regional Context Statement. The preferred sequence is to have: the GMS reflect Richmond priorities, the GMS approved and then for the City to update its OCP with an updated RCS which will indicate how the City will achieve the new GMS, and advance and protect the City's interests. The MV Board would approve the City's new OCP RCS.

#### Progress To Date

After several years of discussion among the MV Board, MV Technical Advisory Committee (TAC) and municipal planning staff, in November 2007, the Metro Vancouver Board initiated a stakeholder consultation process to obtain input on the issues and options for the new regional growth management strategy. Metro Vancouver staff will use this input to prepare a draft regional "Growth Management Strategy". There will be additional consultation with municipalities and stakeholders regarding the draft GMS, prior to finalization.

This is the first opportunity for Richmond to provide Metro Vancouver with recommendations regarding the GMS discussion paper and the roles that the MV Board, municipalities and other stakeholders (e.g., Translink, ALC, GVHC, the federal and provincial governments) should play in implementing the GMS.

## Discussion

### What Metro Vancouver Is Proposing At This Time

MV is not proposing a draft Growth Management Strategy at this time. Rather, in its booklet, it provides and proposes:

- an explanation of the MV regional planning background,
- an overview of the challenges facing the region over the next 25 years – to 2031,
- a possible new regional GMS vision,
- five possible GMS goals,
- generally, possible three strategies to achieve each goal. (There are a 11 strategies in all); and
- generally, three possible options to achieve each the strategy. (There are 30 options in all).

Each set of GMS strategy options offers the MV Board, municipalities and other stakeholders a choice as to how they would like the GMS to be implemented. Generally, the options include:

- Flexible Options: - Flexible GMS policies or guidelines, would allow the MV Board, municipalities and other stakeholders to interpret and apply GMS policies flexibly. Here, GMS results might be less certain, but it could work effectively where the MV Board, municipalities and stakeholders, in their respective and various ways, flexibly commit to addressing a topic (e.g., GMS 2031 population, employment, affordable housing, sustainability, environmental management targets; land use objectives). Municipalities would indicate their commitments in their updated OCP RCSs.

AND / OR

- Prescriptive: Prescriptive GMS policies and guidelines, which if most agree when the GMS is approved, that:
  - the MV Board have more authority to apply and enforce GMS implementation, and
  - municipalities and stakeholders be required to apply the GMS policies, for example:
    - to also follow the new GMS policies and guidelines in addition to their OCP policies,
    - by amending their OCP Regional Context Statements (RCS) and possibly some other OCP policies, to achieve the GMS objectives.

The serious caution is that, while the MV Board has no zoning power, the prescriptive approach, in effect, would give them such authority which may not be in municipalities' interests as it would alter the flexibility of municipal planning and zoning decisions, and autonomy. Municipalities would indicate their commitment in their updated OCP RCSs and possibly other OCP policies, and
  - others stakeholders be required to amend their respective policies to achieve the GMS.

Here, GMS results would be more certain, as those involved would be required to indicate how they would address the topic.

When the MV Board approves the GMS (a weighted vote), it might contain both implementation approaches in order to balance:

- achieving results,
- providing flexibility, and
- respecting municipal and stakeholder autonomy.

For the MV Board itself, the GMS might enable it to have several implementation roles, for example:

- where flexible GMS policies and guidelines are used, the MV Board itself might:
  - work towards achieving them, and
  - monitor municipal progress and give feedback,
- where prescriptive GMS policies and guidelines are used, the MV Board might:
  - have decision making authority by playing a direct role in achieving them, and
  - require municipalities to meet them. This authority could trump municipal decisions, for the “greater good”, so a cautious approach is needed when considering this approach.

### Summary

At this point in the evolution of the GMS, City staff do not recommend a prescriptive approach but recommend a flexible approach because it:

- supports regional GMS objectives,
- allows municipal autonomy and flexibility in applying the GMS, in a tailored manner, and
- still recognizes that with municipal flexibility, comes a municipal responsibility to work towards regional GMS objectives.

Everyone is being asked to identify what they think is good for the region and what they can support themselves.

Actually, the final GMS will reflect regional values, interests, commitments and achieved consensus.

### Status Of MV Booklet Data and Maps

It is to be noted that MV booklet data (e.g., population and employment estimates) and maps are general and that Richmond is not being asked to approve them at this time, as such will be subject to municipal review later. City staff will work with MV staff to establish appropriate 2031 GMS data and maps.

### Context

Regional planning involves the co-ordination and management of regional interests. At this point, the main proposed regional GMS planning topics include regional growth, growth pattern, land use, transit, affordable housing, infrastructure, natural assets.

Whose interests are addressed in the GMS depends on the regional planning topics and who has the decision making authority for them. Those who have a regional planning interest and should be involved in preparing and implementing the GMS include the Metro Vancouver Board, the 22 municipalities, TransLink, the ALC, GVHC and senior governments.

The Metro Vancouver does not directly manage or regulate all the things in the regional growth management strategy. (The MV Board does not have zoning powers). Thus, an effective implementable regional growth management strategy involves the co-ordination many interests and actions, preferably by consensus.

### Decision Making Considerations

Staff used the following considerations to formulate their recommendations and comments:

1. Who has the authority to manage the item?
2. Is fulfilling the strategy goal good for the region?
3. Which strategy goal option will address the issue effectively (e.g. retaining industrial lands)?
4. Which strategy goal option is the best one to advance and protect:
  - The Metro Vancouver Board's interests?
  - Richmond's interests?
  - Other municipalities' interests?
  - Other stakeholders' interests (e.g., Translink, ALC, developers, the private sector)?
5. Which strategy option can provide needed long term certainty to both manage expectations and achieve results?
6. Can the a selected strategy goal option be effectively implemented by (as the case may be):
  - the Metro Vancouver Board?
  - Richmond?
  - Other municipalities?
  - Other stakeholders (e.g., Translink, ALC, developers, the private sector)?
7. Does the particular strategy goal option reduce municipal autonomy, flexibility, or zoning?
8. Does the particular strategy goal option involve a new level of MV Board decision making over municipalities?
9. Does the particular strategy goal option promote MV, municipal and stakeholder consensus?
10. Other, as necessary.

### Summary

To repeat, at this point in the evolution of the GMS, City staff do not recommend a prescriptive approach but recommend a flexible approach because it:

- supports regional GMS objectives,
- allows municipal autonomy and flexibility in applying the GMS, in a tailored manner, and
- still recognizes that with municipal flexibility, comes a municipal responsibility to work towards regional GMS objectives.

Also, given that we are still exploring viable GMS policies, City staff acknowledge that, with some MV booklets options:

- several options may be selected to work together, due to the way in which they are written and due to some uncertainty as to their full implications at this time, and
- it appears useful to further explore options, to see if they are worthwhile and based on further analysis, either drop it or accept it.

### About 2031 GMS Targets

An effective GMS should contain targets (e.g., for 2031 population, employment, affordable housing) because targets tell us what we should be trying to achieve and what the results should look like.

Staff recommend that, where in the Growth Management Strategy targets are used, they should only be used:

- as guidelines and as a reference - to be worked towards - and not as hard pass-fail measures which the MV Board, municipalities, or others must exactly achieve and may punish whomever does not do so,
- if the targets are developed in consultation and consensus with municipalities and stakeholders, and
- where targets are not used as “caps”, prohibiting them to ever be exceeded.

This is practical because targets encourage one to strive to effectively address a topic, but realistically recognize that they may not be fully achieved, or be exceeded, due to a variety of factors some of which the MV Board, municipalities and stakeholders cannot control including: growth rates, demographics, immigration, market forces, and senior government support programs and funding, and municipalities’ priorities and finances. For example, successfully meeting any GMS 2031 regional affordable housing targets will require significantly more and stable senior government funding which is uncertain at this time.

**City Staff Comments and Recommendations**

Below are Richmond staff comments and recommendations.

**The Proposed 2031 Regional Growth Strategy Vision:**

“Metro Vancouver will be a livable and sustainable region.

- It will be a region of well-designed, connected and diverse communities where people of all ages, incomes, and origins can live, work and play in safety and comfort.
- The conservation of land, water and energy resources will drive regional decision-making.
- Valuable farmland and natural areas will be protected and enhanced.
- An affordable and efficient transportation system will support economic prosperity, healthy living, and community well-being.”

Staff Comment:

The proposed GMS vision identifies an acceptable future environment that regional stakeholders can work towards for 2031. As well, it enables sustainability to be addressed in evolving ways. Staff note that the GMS is one of a series of MV plans (e.g., water, sanitary sewer, drainage, park, air quality, affordable housing) being developed by the Metro Vancouver Board, which in combination, will enable the MV Board to provide leadership in achieving a sustainable region.

Staff Recommendation

Richmond staff recommend the GMS vision.

**Goal 1: A sustainable, compact metropolitan structure**

**Staff Comment:** The Goal is acceptable as a compact metropolitan structure better achieves livable, serviceable and affordable communities and thus a sustainable region.

**Strategy 1: Focus regional growth in centres and along transit corridors.**Strategy Options

Option A states that GMS centres and corridors should be the primary location for jobs, shops, services and housing. Each municipality would determine the location and development character of centres and corridors.

Option B would identify on a GMS map the regional and municipal town centres and transit corridors, and provide GMS guidelines on the types of uses to be encouraged in the centres and corridors.

Option C, in addition to the above, would establish GMS housing guidelines, GMS targets for job creation, GMS minimum land use densities and GMS maximum parking standards for centres and transit station areas.

Staff Comment

Options A and B are similar to the existing LRSP, while Option C calls for specific targets.

Note that existing LRSP Growth Concentration Area (GCA) concept is to be discontinued. The final selected GMS option will replace the existing LRSP concept of the 'Growth Concentration Area' (GCA). In the 1996 LRSP, Richmond was/is not part of the regional LRSP Growth Concentration Area. Not having a GCA is acceptable, as there are other effective ways to manage regional growth concentration (e.g., locate and densify urban uses where infrastructure and services already are or will be located). Urban growth would be within a GMS network of regional and municipal town centres and transit corridors. The majority of future growth in Richmond will be concentrated in its City Centre, which is a proposed GMS regional town centre, and is a realistic depiction of the pattern of Richmond's growth in the region.

Staff Recommendation

Staff recommend that:

- Option B be selected.
- Option C be explored because it may provide more clarity and certainty for everyone. This is on the condition that any GMS targets would be applied as guidelines and developed in consultation with member municipalities and affected stakeholders. It needs to be recognized that establishing any minimum land use densities will impact on local decision-making and may be challenging to implement.
- the GMS policies and maps better co-ordinate regional transportation services (roads and transit) with the regional GMS land use growth pattern.

**Strategy 2: Establish defined areas for urban growth**Strategy Options

Option A offers general GMS goals and guidance for developing a compact metropolitan region and does not propose a regionally GMS defined area for growth.

Option B would designate on a GMS map:

- an "Urban" area (non Green Zone lands), and
- a "Green Zone".

Option C would designate on a GMS map:

- an "Urban" area (non Green Zone lands), and include a "Newly Developing Urban Areas" designation,
- a "Green Zone," which would include a "Rural Area" and an "Urban Reserve" area.

Staff Comment:

Option B is consistent with the current LRSP approach of depicting a Green Zone both as a boundary for urban growth and as means of protecting agricultural lands. It provides flexibility in land use decision-making in the Green and Urban areas in conjunction with the policies of Strategy 1.

Option C is a departure from the current LRSP. The purpose of the new designations (Rural Areas, Urban Reserve, Newly Developing Urban Areas) is not explained and their locations on the map make Option C confusing. For example:

- the designation of "Newly Developing Urban Areas" is located in the Urban Area Designation,
- "Rural Areas" and "Urban Reserve Areas" appear to be located in the Green Zone, which is confusing.

The purpose of the Green Zone in Option C seems to be to protect the region's natural assets.

Staff Recommendation

Staff recommend that:

- Option B be selected, and
- Option C be explored to clarify the new designations and see if they can be made useful.

**Goal 2: Diverse and affordable housing choices**

**Staff Comment:** The Goal is acceptable as it is important to enable a range of housing choices, including affordable housing choices, to accommodate a diverse population with varied needs.

**Strategy 3: Increase housing supply and diversity, including the supply of housing for low and moderate-income households.**

Strategy Options

Option A would state general GMS goals to promote increased the general and affordable housing supply.

Option B establishes targets for the general housing affordable housing supply, by sub-region and requires municipalities to prepare "Municipal Housing Action Plans".

Option C would establish region-wide GMS provisions to stimulate the production of affordable housing. In addition to targets, GMS provisions could include reduced parking regulations, development cost charges, and inclusionary zoning.



Staff Comment:

Goal 2 states that regional stakeholders need to provide more diverse housing, yet the proposed options do not fully address all diverse types of housing and focus on affordable housing. More options are needed to address the range of housing needs (e.g., ground oriented).

Option A is similar to the current LRSP approach. Over the years, this approach has not been sufficient or successful in providing needed affordable housing, yet this is one of the most important challenges facing the region.

The Metro Vancouver Board, the Greater Vancouver Housing Corporation (GVHC) and each of the 22 municipalities should, it is suggested, collectively provide for an adequate stock of affordable housing. Metro Vancouver Board and GVHC can take on a much more proactive role in providing affordable housing. This will require securing significantly more and stable funding from senior governments which the MV Board and GVHC should strongly pursue.

Option B would require municipalities to prepare Municipal Housing Action Plans to address the supply of housing and affordable housing. Richmond's new 2007 Affordable Housing Strategy would likely adequately meet part of this housing option.

Although Option B and C are stronger more proactive positions, flexibility needs to be built into the eventual GMS, to tailor it to the roles, opportunities and issues facing each stakeholder.

Staff Recommendation

Staff recommend that:

- The MV Board better address the full range of diverse housing needs,
- Option B be explored, only if targets are applied as guidelines,
- Option C be explored, as affordable housing incentives are clearly needed,
- The MV Board explore the concept of establishing all 2031 housing targets based on proportionate projected municipal growth,
- Member municipalities be consulted on setting the actual targets, and
- Other incentives also be considered and strongly pursued.

**Goal 3: A strong, diverse regional economy**

**Staff Comment:** The Goal is acceptable, as it is important to have a strong economy to accommodate the needs of a diverse population.

**Strategy 4: Maintain an adequate supply of industrial lands to meet the needs of the regional economy.**

Strategy Options.

Option A states a general GMS goal of industrial land protection. This is meant to encourage municipalities to consider the significance of the industrial land base.

Option B would identify the region's significant industrial lands on a map. It does not state who then would do what.

Option C, in addition to the above, would designate industrial land as a regional land use category on a map with specific guidelines on permitted uses.

Staff Comment:

The current LRSP contains no specific policies, industrial designations, or maps concerning the retention of industrial lands. According to MV projections, the region faces a significant shortage of industrial land in the future. The concept of a regional industrial land use designation that would ensure that the region's industrial land base is not eroded through conversion to other uses, is worthy to explore.

Other Considerations:

With this Goal it is important to note that:

1. attention needs to be paid to protecting all "employment lands", and
2. there has been some talk regarding a regional "industrial land reserve" which is not yet defined in terms of land use or ownership. If the concept is applied, there are several possible management options, for example:
  - it might be managed like the Agricultural Land Reserve (ALR) with the government not buying the industrial land, due to its cost, but rely on a decision making framework, similar to the ALC - municipal framework, where only the ALC and municipalities have a role.
  - once the industrial reserve lands are identified in a map, municipalities might commit to its long term protection in their OCPs and RCS. Removing any such lands might require MV Board final approval.
  - other options can be explored.
3. the "employment lands" and "industrial land reserve" concepts should be clarified and explored.

Option A is not sufficient.

Option B could be acceptable, if the region's significant "industrial lands" were identified on a map and municipalities were asked to indicate if and how they might be willing to protect them. Currently, it does not state who then would do what. If municipalities who have zoning powers, were to define which lands they consider long term industrial lands and how they would be willing to protect them, in a flexible manner, this option might work.

As well, to better protect and service these lands, the MV Board and senior governments should provide incentives. The GMS - OCP amendment procedure would need to be clarified.

Option C This option should not be supported because it would involve a new level of MV Board decision making which would be too administratively cumbersome (e.g., create a new complex administrative system involving applicants, municipalities, and MV Board regarding applications, submission, referrals, decisions) and as Option B appears better - with incentives.

Staff Recommendation

Staff recommend that:

- the “employment lands” and “industrial land reserve” concepts be clarified and explored,
- Option B be explored,
- the above be explored on the condition that they enable municipal flexibility, for example by showing them as GMS objectives and policies and with flexible GMS map designations,
- incentives be provided and strongly pursued.

**Strategy 5: Facilitate the location of major commercial activities in centre locations to enhance access for workers and customers and build prosperous attractive centres in every sub region.**

Strategy Options

Option A would state a general GMS goal of attracting and accommodating major commercial activities in centres. This option would:

- identify major centres on a GMS map, and
- encourage the establishment of jobs and major trip generating commercial activities in these areas.

This is similar to the current approach in the LRSP.

Option B would:

- identify general GMS development policies and guidelines that would set out MV Board GMS development expectations, and
- designate, on a GMS reference map, the Metro Core, regional town centres, and other economic growth centres and.

Option C, in addition to the above, would introduce GMS policies and processes that discourage out-of-centre commercial development. Mechanisms such as establishing GMS criteria for the evaluation of major out-of-centre development and providing incentives would be considered.

Staff Comments

Option A appears inadequate.

Option B appears reasonable to explore, as long as it provides municipal flexibility.

Option C appears too cumbersome to implement and entails another level of decision making by the MV Board. Buy-in from the 22 municipalities appears difficult to achieve with Option C.

Staff Recommendation

Staff recommend:

- defining “Major” commercial activities,
- Option B as it might be more effective than existing LRSP policies in managing the location of major commercial uses within centres, reducing sprawl and increasing the viability of transit, as long as municipal flexibility is ensured.

**Strategy 6: Maintain the agricultural land base for food production through supportive land use and development policies.**

Strategy Options

Option A would provide a general GMS goal statement to protect agricultural land (and presumably, continued flexibility for municipalities in implementing it, as is done now).

Option B reinforces the provincial Agricultural Land Reserve (ALR) designation, by providing the ALR designation on a regional GMS map showing ALR lands.

Option C, in addition to the above, will require municipalities to define policies to address the agricultural/urban interface.

Staff Comment

The protection and maintenance of the agricultural land base for food production is a well established priority in Richmond's OCP and Agricultural Viability Strategy (RAVS). Through its policies, Richmond will strive to protect its farmlands and support the Agricultural Land Commission in its efforts to maintain the integrity of the ALR.

The MV Board should, it is suggested, recognize that the Agricultural Land Commission (ALC):

- is responsible for much ALR planning and protection, (municipalities also),
- thus, is an equal and parallel partner in preparing the regional GMS,
- is critical to the success of the GMS, as general land use must be integrated with ALC policies,
- has many existing agricultural policies and procedures.

Also, the MV Board should co-plan with the ALC to:

- learn ALC's plans, objectives, principles, policies and procedures,
- point out how best regional GMS "Urban", "Rural" and "Green Zone" land use objectives, policies and maps can complement ALC plans (and vice versa),
- integrate the ALC's plans, objectives, principles, policies and procedures into the GMS by establishing flexible and complementary regional GMS land use objectives, principles, policies and procedures, without duplication.

Independent MV Board GMS agricultural land use policies are not supported.

Option A appears reasonable as it respects the clear existing jurisdiction of the Agricultural Land Commission (ALC) and continues municipal flexibility.

Options B appears to establish a too cumbersome GMS implementation arrangement, as it proposes to establish another unnecessary level of decision making by enabling the MV Board to also make ALR decisions along with the ALC and municipalities.

Option C appears unacceptable as it also appears too cumbersome.

It is worth noting that, already for many years, in its OCP, Richmond has established Development Permit (DP) Areas for lands within 30 m (100 ft) of the edge of ALR lands, to address the agricultural/urban interface by requiring the provision of adequate setbacks, screening or other measures.

Staff Recommendation:

Staff recommend:

- that the MV Board integrate the ALC's plans, objectives, principles, policies and procedures into the GMS by establishing flexible and complementary regional GMS land use objectives, principles, policies and procedures, without duplication.
- Option A, as it works and enables municipally flexibility,
- that the GMS distinguish, on GMS maps, ALR lands, from other "Green Zone lands. This will clarify that the land uses and servicing requirements of agricultural lands are different from the other land uses in the Green Zone, such as parks and recreation corridors,
- that the GMS include a range of strong incentives to remove constraints to farming, have ALR land actually farmed, and improve agricultural viability and productivity which will assist in reducing urban land speculation.
- that Option C be explored to better enable municipalities to continue managing the agricultural - urban interface through their OCPs and related agricultural policies and guidelines, in a flexible manner.

**Goal 4: Protect and enhance the region's natural assets**

**Staff Comment:** The Goal is acceptable, as it is essential in achieving a sustainable region.

**Strategy 7: Ensure the long-term protection of critical habitat areas, drinking watersheds, riparian areas, parks, recreation corridors, forests and agricultural lands.**

Strategy Options

Option A designates a GMS Green Zone on a GMS map with general GMS guidance on permitted uses.

Option B:

- designates a GMS Green Zone on a GMS map with general GMS guidance on permitted uses, and
- in addition, identifies the types of permitted uses in the GMS Green Zone and strives to ensure a high consistency in protecting natural assets. This involves more MV Board decision making, which is not clarified in the MV booklet.

Staff Comment:

Option A is the current LRSP plan approach.

Through the GMS, staff believe that there is an opportunity to better clarify, for the Green Zone, its purpose, the land uses and the management role of various stakeholders. For example, the current LRSP Green Zone map does not differentiate between recreation uses and riparian lands.

Option B will involve new MV Board decision making which appears too cumbersome and unnecessary.

Staff Recommendation:

Staff recommend Option A with clarified GMS uses, guidelines and maps, as it provides needed municipal flexibility.

**Strategy 8: Ensure the protection and enhancement of ecological and recreational connectivity across the region.**

**Strategy Options**

Option A proposes a general GMS for integrating ecological values into land use development processes and for the provision of regional ecological and recreational corridors.

Option B, in addition to the above, would:

- provide regional GMS guidelines for integrating ecological values into municipal land use development processes, and
- identify on a GMS reference map the regional ecological and recreational greenways.

This option would be specific about the location of corridors.

Staff Comment:

The new GMS provides an opportunity to better manage and protect regional natural assets. As well, as a landowner of much of the Green Zone lands, the MV Board has a strong role to play in ensuring consistency of use in the Green Zone lands throughout the region

Staff Recommendation

Staff recommend:

- Option A, to better guide the MV Board, municipalities and all affected stakeholders,
- that GMS guidelines be established,
- that the GMS define the MV Board's role,
- that incentives be established to improve the enhancement and protection of ecological assets in the region and strongly pursued,
- That Option B be explored, to see if it has merit.

**Goal 5: Create a sustainable regional transportation system**

**Staff Comment:** The Goal is acceptable because to achieve needed regional sustainability, it is absolutely essential that regional land use be complemented by a co-ordinated regional transportation system. However, the MV Board should recognize that TransLink is the regional transportation authority that has the mandate for transportation planning in the region. The GMS should support TransLink's transportation plans and not develop its own plans that may be inconsistent with those of TransLink. Any transportation plans in the GMS should have the full

endorsement of TransLink. The MV Board's role, through the GMS, is to ensure that complementary regional land use policies are in place.

Independent MV Board GMS transportation policies are not supported.

As well it is important the MV Board acknowledge that its role can be to ensure that regional land use policies are complementary to TransLinks' and the Province's regional transportation plans and not try to replace them.

**Strategy 9: Increase transit supply throughout the region and promote walking and cycling.**

Strategy Options

Option A provides a GMS goal statement on increasing transit use throughout the region.

Option B:

- identifies a frequent transit network for the entire region on a GMS reference map, and
- sets GMS targets for increasing the share of transit trips.

Implementation will be undertaken by TransLink. How the transit network complements land use would be identified in the GMS.

Option C, in addition to the above, establishes GMS land use density guidelines and targets for cycling and walking in each sub-region.

Staff Comment:

The MV Board should recognize that TransLink:

- is responsible for transit (light rapid transit, buses and bicycle) planning and investment,
- should be recognized for it,
- thus, is an equal and parallel partner in preparing the regional GMS,
- is critical to the success of the GMS, as land use must be integrated with transit,
- has already initiated a process to identify a frequent regional transit network and is considering establishing region-wide targets for cycling mode share, as part of its development of a 10-Year Plan for its Bicycle Program.

Also, the MV Board should co-plan with TransLink to:

- learn TransLink's plans,
- point out how best regional GMS land use objectives and policies can complement transit (and vice versa),
- integrate TransLink's plans into the GMS by establishing complementary regional GMS land use, density and transit oriented development (TOD) objectives, principles and policies, which municipalities could implement in a flexible manner.

Staff Recommendation

Staff recommend:

- Option A,
- that the MV Board integrate TransLink's plans into the GMS by establishing complementary regional GMS land use, density and transit oriented development (TOD) objectives, principles and policies, which municipalities could implement in a flexible manner,
- that Option B be explored with TransLink to ensure that TransLink's plan are integrated into the GMS, and
- that Option C be explored, provided that municipalities have sufficient autonomy and flexibility to implement their municipal policies and programs to meet the regional GMS and TransLink objectives, policies, guidelines and feasible targets.

**Strategy 10: Advance a regional GMS network of roads and highways that prioritizes goods movement, transit operations and high occupancy vehicles.**

Strategy Options

Option A would state general GMS goals for a regional roads and highways network that prioritizes transit and goods movement.

Option B would identify regional roads and highways on a GMS map and state general GMS principles for implementation.

Option C, in addition to the above, would be more specific on GMS lane/corridor management guidelines to assist in the movement of transit and goods and commercial vehicles at critical locations.

Staff Comment:

TransLink has a well-established Major Road Network and has identified areas for transit priority. Staff recognize the need to allocate road capacity in a way that prioritizes specific uses and manages demand so that transit or goods movement are not delayed on roads congested with general purpose traffic.

Option C appears too prescriptive for local municipalities (e.g., GMS lane and corridor management guidelines could result in the required designation of specific truck and transit priority routes in Richmond).

Staff Recommendation

Staff recommend Option B provided that TransLink approves the identified GMS regional roads and highways, as well as the GMS principles and incentives for implementation.

**Strategy 11: Manage transportation demand**

Strategy Options

Option A states a general GMS goal of managing transportation demand with TransLink designing various programs intended to reduce transportation demand in the region.



Option B would provide a GMS framework for specific demand strategies at the local level, which might include transit priority measures such as bus lanes and parking supply measures. At the regional level, it might include road pricing mechanisms.

Staff Comment:

With respect to Option A, staff recognize that a general GMS goal of managing transportation demand with TransLink alone implementing programs may not be adequate to address the issue of increasing traffic congestion in the region.

Staff Recommendation

Staff recommend exploring Option B provided that municipalities have sufficient autonomy and flexibility to implement local policies and programs to meet the GMS and TransLink region-wide guidelines and feasible targets for transportation demand management.

**Additional Richmond Comments and Recommendations**

1. Importance of the Metro Vancouver Board

Richmond recognizes that the regional planning is essential if the region is to continue to be a sustainable, award winning, World Class region.

Staff believe that:

- the MV Board is responsible for preparing such an effective, flexible GMS,
- equally important is the role that Translink, the ALC and senior governments can play establishing and implementing co-ordinated regional GMS policies,
- the MV Board should collaborate with Translink, the ALC and senior governments to achieve stakeholder buy-in and implementation incentives, to achieve the GMS goals.
- a clearer Growth Management Strategy, with flexibility, which more clearly identifies the roles of the MV Board, TransLink, ALC, municipalities, senior governments, private sector and other agencies is needed,

2. Transportation and Land-Use Planning

Currently, there may be a public perception that there is a lack of collaboration among the Province, TransLink and Metro Vancouver with respect to the development of long-term transportation plans for the region and their integration with the GMS. TransLink is rarely mentioned in the "Choosing a Sustainable Future" booklet, yet will be critical to the implementation of GMS transportation-related measures. Moreover, the Province's vision and TransLink's Transport 2040 Strategy will be completed long before the GMS. The separate processes need to be co-ordinated. It is believed that improved co-ordination is underway.

The new GMS should recognize the existing transportation infrastructure as an indication of where to concentrate growth in order to maximize its effectiveness.

3. Make the GMS Incentive Based - Not Just Regional Regulation

- Staff recommend that the GMS be based on clear policies, roles and incentives, rather than just a regulatory approach that relies on punitive measures administered by the Metro Vancouver Board, as such will not build needed MV Board - municipal – stakeholder consensus.
- The MV Board should, it is suggested, consider how it and others (e.g., senior governments) can provide municipalities and stakeholders with new significant and meaningful incentives to implement the GMS. For example, the MV Board could:
  - lead the region in negotiating five-year provincial and federal financial incentive agreements to implement the GMS,
  - link municipal GMS performance to obtaining other favourable MV Board decisions. For example, if a municipality does well in being sustainable by reducing, say its water consumption per capita, or in meeting its affordable housing target guidelines, then the MV Board may provide other favourable regional incentives (e.g., additional water, sewer and drainage capacity; additional parks; more affordable housing assistance).
- It is critically important that other stakeholders be included in implementing the GMS.
- It is especially important that Translink and the Province take the new GMS seriously and recognize the partnerships necessary in achieving the GMS goals.
- Those areas in the region, where transit oriented developments (TOD) policies are being applied or will be implemented, should be favoured for transit improvements.

4. Suggested Growth Management Strategy Format:

As the effective implementation of the GMS is spread out among various stakeholders, it is essential that all roles and responsibilities be clearly defined.

Staff recommend that for each GMS policy topic (e.g., affordable housing, industrial lands), the following format be used provide the required clarity:

1. <b>Topic Heading:</b> (e.g., affordable housing, industrial land management)
2. <b>Why The Topic Is Important</b> .....
3. <b>Metro Vancouver Board's Role</b> (in managing the topic):
- For its part, the MV Board agrees to .....
4. <b>The 22 Municipalities' Collective Role</b> (in managing the topic)
- For their part, the 22 municipalities agree to .....
5. <b>Other stakeholders' Roles</b> (in managing the topic):
- TransLink: For its part, TransLink agrees to .....,
- GVHC: For its part, the GVHC agrees to.....,
- Provincial government: The MV Board will encourage the Province to .....
- Federal government: The MV Board will encourage the Federal government to... .

5. A Financially Viable GMS

The new GMS must state be financially viable and must state how this will be achieved over time. For example, if we value the ALR, we must increase senior government funding (for drainage). For affordable housing, significantly more and stable senior government funding is needed

6. Metro Vancouver's 2031 Projections For Richmond Population And Employment:

For each municipality, the 2031 GMS projections for population, employment, housing, etc., and other target guidelines (e.g., affordable housing, densification, environmental management) should be applied as GMS guidelines, to be worked towards and not punitively enforced by the MV Board.

For 2031, in the MV booklet, for Richmond:

- the proposed MV population projection of 232,000 appears too low, as Richmond may need at least 250,000 for 2031.
- the proposed MV employment projection 188,000 appears acceptable.

Also, GMS targets should not be regarded as "caps".

In 2008, City staff will clarify these MV projection estimates in discussions with MV staff and Council.

7. Addressing Sustainability

For the MV Board to provide regional leadership, the GMS should contain sustainability objectives and policies because it needs to be addressed and it is assumed that all municipalities are already doing it, to various degrees, as their circumstances and finances allow.

The, GMS needs to clarify and provide:

- A regional context for sustainability,
- Regional sustainability objectives,
- 2031 regional sustainability targets – as guidelines
- regional sustainability policies and guidelines,
- who will do what and how it will be funded.

## Some Options To Consider

The GMS might require all municipalities and stakeholders:

- Option A – To Do Nothing – Not acceptable.
- Option B - The Laissez-Faire Approach: at a minimum:
  - To state their own municipal sustainability objectives,
  - To address them in ways which they think appropriate and financially viable,
- Option C - The Proactive Approach:
  - To address certain regionally GMS specified targets and objectives,
  - To address them in ways which they think are appropriate and financially viable to them.

At a minimum, Option B is recommended as it is assumed that all municipalities are addressing sustainability to various degrees and will welcome MV leadership, support and incentives.

8. Amending the Growth Management Strategy:

It is very important to establish a more flexible GMS amendment process. Currently, the MV is exploring major and minor types of GMS amendments. These are to be identified before the GMS is finalized.

Staff note that the Province recently adopted an interim regulation put forward by the Metro Vancouver Board, which simplifies the process for managing LRSP map amendments (e.g., Green Zone). This method is to be used as an interim measure until the new GMS is adopted which will include a more flexible and detailed amendment procedure.

9. A Growth Management Strategy Implementation Program

Staff recommend that the Metro Vancouver also prepare a GMS Implementation Program to establish for each GMS policy: who, how, when and with what funding and incentives, the policies will be achieved. This will ensure an effective and financially viable GMS. As well, a sound GMS can be an excellent incentive tool for the region when negotiating with senior governments for new programs and funding, as it co-ordinates so many interests (e.g., of 22 municipalities).

10. A GMS Preparation Work Program - Next Steps

The exact GMS preparation and approval process has not been yet identified but appears to involve the following steps:

- All comments are to be forwarded to MV staff who will analyse them and then prepare a draft GMS for MV Board consideration (Jan. 31, 2008).
- Municipal and public comments will be reviewed (Spring 2008).
- Then, the MV staff will prepare a draft GMS for municipal and MV Board consideration
- a final draft may be needed before it is approved (2008 - 9?).

Staff recommend that the Metro Vancouver Board establish a “Work Program” in consultation with TransLink, the ALC and the 22 municipalities which identifies all the next steps required to prepare and finalize the GMS and GMS Implementation Program. This will provide certainty and facilitate co-ordination.

**Summary**

In summary, City staff recognize the important role which regional planning has in achieving a sustainable, award winning, World Class region. Many of the GMS proposals are welcomed and some need refinement. City staff welcome the opportunity to assist the MV Board in preparing a new GMS.

**Financial Impact** – None.

**Conclusion**

The Metro Vancouver Board has initiated a process to prepare a new Growth Management Strategy to 2031.

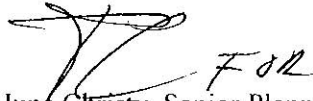
This provides the MV Board, municipalities and stakeholders with a unique opportunity to establish an innovative, World Class, sustainable and municipally flexible regional plan.

The first round of the public consultation has begun with invitations to stakeholders to comment on an MV booklet containing a draft vision, goals, strategies and strategy options that would form the basis of a draft GMS.

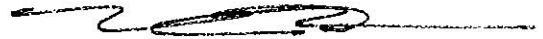
Staff have reviewed the MV Booklet proposals and offer recommendations and comments to be considered by Council and, if acceptable, forwarded to the Metro Vancouver staff.



Terry Crowe, Manager,  
Policy Planning (4139)



June Christy, Senior Planner 3,  
Policy Planning



Victor Wei, Director,  
Transportation Planning (4131)

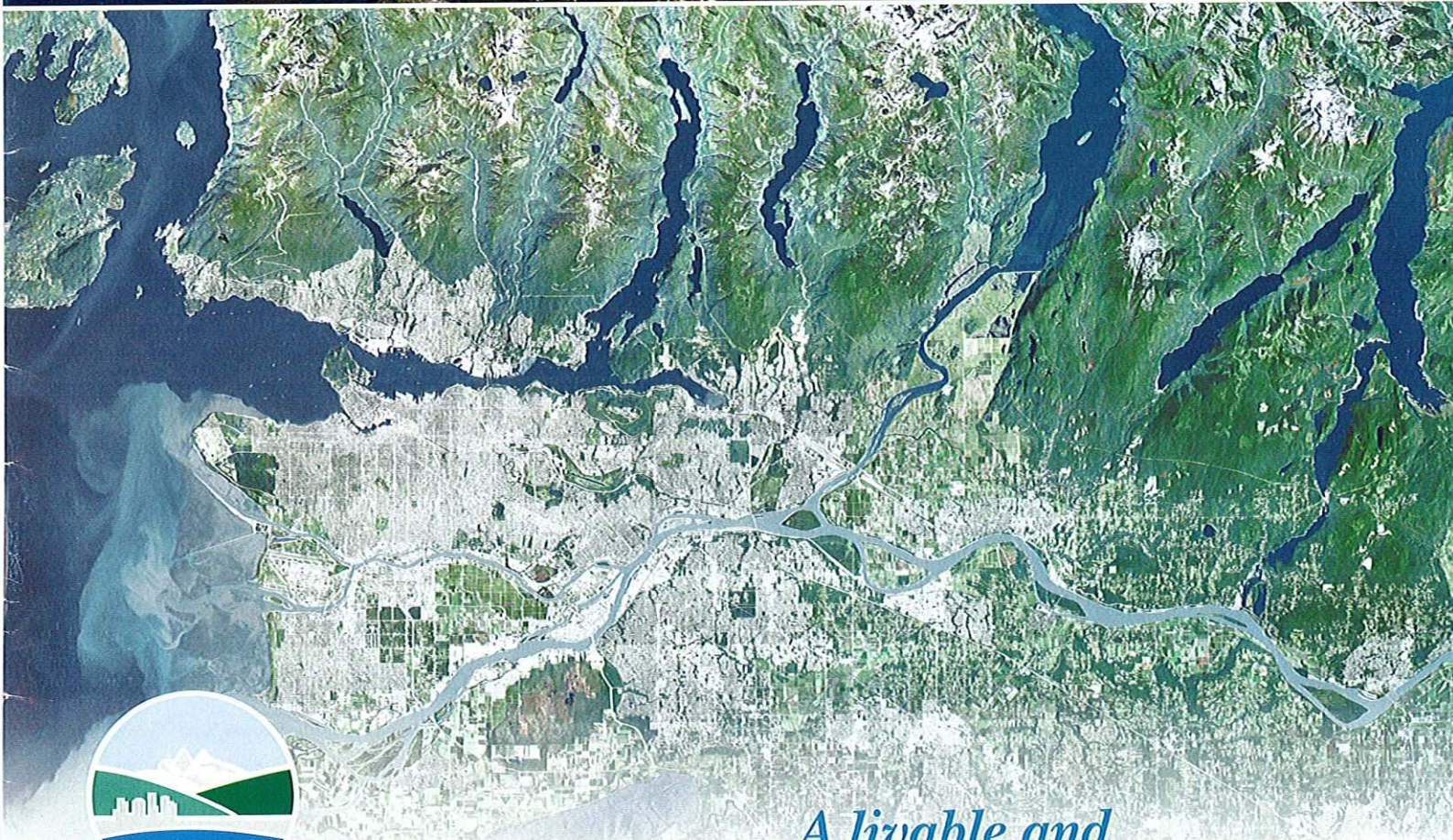
TTC:jc

**Attachments 1 and 2**

# Choosing a Sustainable Future for Metro Vancouver

Options for Metro Vancouver's Growth Management Strategy

NOVEMBER 2007



*A livable and sustainable region*



**METRO  
VANCOUVER**

# Hearing from you

*This Guide is the starting point of a public consultation process to develop a new Regional Growth Strategy for Metro Vancouver to replace the Livable Region Strategic Plan. The Regional Growth Strategy will set out the vision, goals, strategies and actions for a livable, sustainable Metro Vancouver.*

**This is  
your region  
— we want to  
hear from you.**

**Get involved.**

**Help plan  
our future.**

**How and  
where should  
we grow  
as a region?**

**The deadline  
for written  
comments is  
January 15,  
2008.**

## How to get involved

### Attend: Regional Public Meetings

Attend Regional Public Meetings in your area to learn more about the proposed strategies, talk with Metro Vancouver Board Directors and staff and meet others in your community.

### Visit: [www.metrovancouver.org/growth/strategy-review.htm](http://www.metrovancouver.org/growth/strategy-review.htm)

Learn about upcoming meetings and public events, find background documents and research papers, and comment on-line.

## Provide your input and ideas

### Respond: Questionnaire

Tell us what you think the choices for the region should be. Fill out the questionnaire included with this guide or fill out the on-line questionnaire. Submit the questionnaire on the web, by email, mail or fax.

Email: [growthstrategy@metrovancouver.org](mailto:growthstrategy@metrovancouver.org)

### Write: Choosing Our Sustainable Future

Metro Vancouver

10th Floor, 4330 Kingsway, Vancouver, B.C. V5H 4G8

## How your feedback will be used

After we hear back from you on the issues and options to guide a new strategy, Metro Vancouver staff will prepare a Draft Regional Growth Strategy. The draft Regional Growth Strategy will be forwarded to Metro Vancouver's Board of Directors. The formal plan adoption procedure will be followed which includes further opportunities for public input.

## Contact us

This document is available in electronic format on the Metro Vancouver website. A paper copy is available upon request.

Metro Vancouver

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[www.metrovancouver.org/growth/strategy-review.htm](http://www.metrovancouver.org/growth/strategy-review.htm)

This booklet contains important information that may affect you. Please ask someone to translate it for you.

此通告刊載有可能影響閣下的重要資料。請找人為你翻譯。

ਇਸ ਨੋਟਿਸ ਵਿਚ ਮਹੱਤਵਪੂਰਨ ਜਾਣਕਾਰੀ ਹੈ ਜੋ ਕਿ ਤੁਹਾਡੇ ਲਈ ਜ਼ਰੂਰੀ ਹੋ ਸਕਦੀ ਹੈ। ਕਿਰਪਾ ਕਰਕੇ ਕਿਸੇ ਨੂੰ ਇਸ ਦਾ ਉਲੱਥਾ ਕਰਨ ਲਈ ਆਖੋ।

Thông báo này có tin tức quan trọng có thể ảnh hưởng đến quý vị. Xin nhờ người phiên dịch hộ.

Este aviso contiene información importante que puede afectarle personalmente. Pídale a alguien que se lo traduzca.

Ce document contient des renseignements importants qui pourraient vous concerner. Veuillez demander à quelqu'un de vous le traduire.

# A sustainable long-term growth strategy for Metro Vancouver

Regional growth management has a long legacy in Metro Vancouver, with successive regional plans guiding growth and development for over 40 years. The themes of these plans have endured: connect land use and transportation by building a network of centres connected by transit and roads; build strong, complete communities with jobs close to home; build in a compact way; and take care of agricultural land, green spaces, and waterways.

The *Livable Region Strategic Plan* (LRSP), approved by the Metro Vancouver Board in 1996, is Metro Vancouver's existing growth strategy. It is now time to revisit our regional growth strategy and the way we collectively implement it. Business as usual is unlikely to deliver a livable and sustainable future. A new plan has to address the multiple challenges of climate change, a growing and aging population, traffic congestion, housing affordability, and our ties to a globalized economy.

Metro Vancouver is a great place to live, and more people want to live here. With a forecast of over 30,000 new residents per year, the region is expected to grow from 2.2 million people in 2007 to 3 million people by 2031. The number of jobs will increase by 400,000 over the same time period to about 1.5 million.

Growth can be both a challenge and an opportunity. More people living in the region can reduce our quality of life through increased congestion, degradation of our natural environment, and loss of public amenity. Well-managed growth can strengthen the region's economic competitiveness, enhance local communities' well-being, and preserve the ecological assets of the region.

Metro Vancouver is now planning 25 years ahead to ensure that our region will continue to be a great place for us and for future generations. Metro Vancouver is proposing a new regional growth management strategy that

will provide a long-term spatial plan for the region to the year 2031. This strategy will define a framework for future residential, commercial, and industrial growth compatible with the protection of the region's natural assets and green space. The strategy will link long-term land use and transportation planning. At the same time, TransLink is preparing a long term vision called *Transport 2040* which will work to reinforce the spatial plan for the region and provide a framework for more detailed transportation plans.

The opportunities and challenges presented by growth and change cross jurisdictional boundaries. Development occurring in one corner of the region can affect communities throughout the region and beyond. The location of housing, jobs, services, and shops affects traffic flow and transit needs, while transportation decisions affect land use patterns. Pollution of one stream can affect the ecological health of an entire watershed. Air pollution generated in

Metro Vancouver can affect the health of people living in the Fraser Valley. The efficiency of access to port and airports has an impact on local and national economies.

Successful implementation of the growth strategy requires the alignment of the public, non-government and private sectors. Official Community Plans prepared by each member municipality will help meet the goals of the regional growth strategy. Senior levels of government make important decisions about infrastructure, fiscal policy, climate change, housing and other policy areas that can help reinforce regional goals.

Achieving the growth strategy does not rest on government shoulders alone. Businesses, organizations, and individuals in the region all have a role to play. Making Metro Vancouver livable and sustainable requires a collective effort.



*The challenge is to accommodate growth while creating a livable and sustainable region.*



# What are the key issues facing Metro Vancouver?

A number of key issues have been identified through discussions at public forums, particularly the Future of the Region dialogues, and at the Metro Vancouver Board. These issues have formed the basis for thinking about growth management planning in the region. Are these the right issues? Would you identify others?

## The growth challenge: keeping the region livable

Metro Vancouver is expected to grow by about 820,000 people over the next 25 years, from 2.2 million currently to about 3 million. About 420,000 new dwellings will be needed by 2031. Another 400,000 jobs are likely to be located in the region.

The growth management strategy's challenge is to find ways to accommodate this growth within a limited land base, using utility, transportation, and social infrastructure as efficiently as possible, and without losing our natural, cultural and heritage assets.

Newly developing communities will continue to experience high growth rates. The challenge will be to design new communities that are transit-oriented, pedestrian friendly and well connected to schools, jobs, and services.

Much of the new growth, however, will take place in centres, along transit corridors and in existing areas where more housing can be added. This means making better use of underutilized developed land. The strategy will need to address the tension between density and livability by ensuring communities are enhanced rather than degraded by growth.

## A place to live for everyone: improving housing diversity and affordability

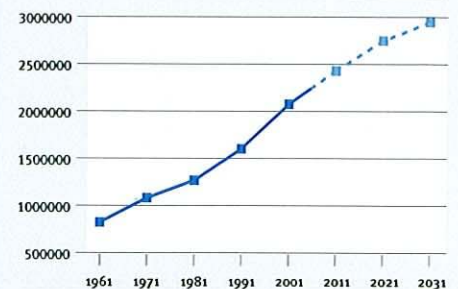
Making sure that everyone has an adequate place to live is a key component of a livable and sustainable region. At the same time the population of the region is growing, the number of people per home is declining. This means that more dwellings and a wider range of dwellings are required to house the same number of people. The number of people over 65 will substantially increase by 2031, and they will require more affordable housing choices and accessible services.

Immigration will continue to drive growth in the region, accounting for most of the forecast population increase. This not only means appropriate housing but building inclusive, culturally diverse communities.

Approximately 65 per cent of the region's housing stock is owner-occupied and 35 per cent is rented. The majority of households across the region have access to adequate and affordable housing but for an estimated one-third of the region's households, renting or owning an affordable home is a problem and getting worse. The construction of housing built as rental housing is virtually at a stand still. Homelessness continues to be a region-wide problem and funding from senior levels of government for assisted housing is falling short of the region's needs.

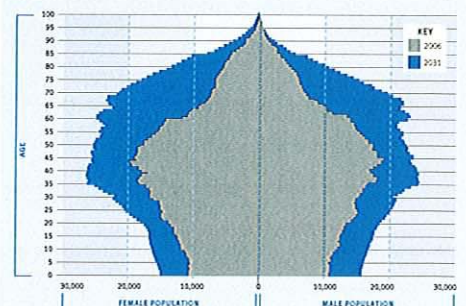
The challenge is to ensure that the region has adequate and affordable housing to meet the full range of incomes and needs.

Projected Population Growth, 2031



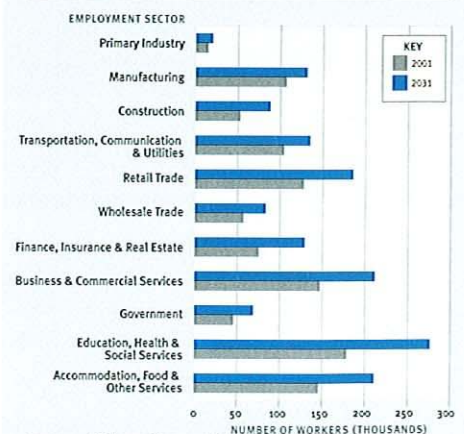
Source: Metro Vancouver

Population Age Profile – Metro Vancouver 2006 and 2031



Source: Urban Futures Institute

Employment by Sector in Metro Vancouver (2001 - 2031)



Source: Urban Futures Institute



## An economic hub: competing in a global economy

Metro Vancouver occupies a strategic position in the global economy. It has a diversified and trade-oriented economic base, a well-educated workforce, connects and serves a resource-rich province, and has strong links to the Asia-Pacific region.

To maintain this advantage, economic activities need space to expand. Port, airport and rail activities that support the region's key gateway role for the province and Canada require container storage, freight forwarding and truck parking facilities. City-serving businesses such as repair, maintenance, food processing and distribution need space to serve the growing population. The region needs to provide a nurturing business climate, including affordable space for a wide variety of enterprises, from small incubator businesses to large multi-national firms. In the last few years, the supply of industrial land available in the region has decreased, as a result of lands being rezoned to higher value market uses, such as office, retail space and housing. Location decisions by commercial businesses are important in reinforcing the creation of vibrant and prosperous town centres throughout the region.

In addition to commercial and industrial activity, the region is home to a thriving agricultural sector that serves both local and distant markets. This has been accomplished through the protection of farmland.

The challenge is to ensure intensive and effective use of space to support economic activity throughout the region while appropriately protecting our communities and agricultural lands.

## Living with nature: protecting the region's natural assets

The confluence of the Fraser River estuary and delta and the Pacific Ocean and Coast Mountains is in one of the most biologically diverse areas along North America's western coast. That diversity, especially along Roberts and Sturgeon Banks and Boundary Bay, provides irreplaceable habitat for several nationally and globally significant species. The region's numerous salmon-bearing streams are another example of our highly-valued natural resources.

The region's natural assets support biodiversity, and provide valuable ecological services, such as drinking water, and the regulation of stormwater flows. These assets also provide opportunities for recreation and education, as well as aesthetic connections.

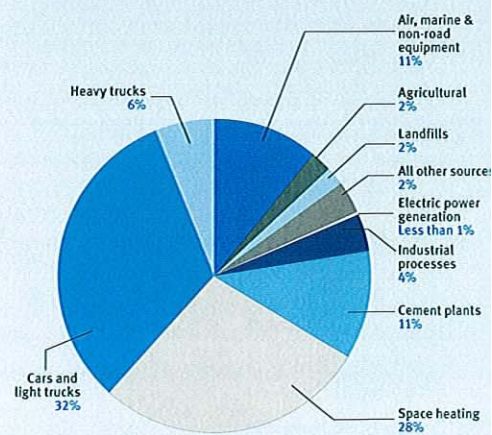
The challenge is to continue to build an urban area which does not undermine the natural assets of the region.

### Metro Vancouver Green Zone Lands

	Land Area (ha)
Agricultural Lands (including ALR)	59,000
Watershed	47,000
Regional and Provincial Parks	25,000
UBC Research Forest	5,000
Municipal Park	3,500
Other Green Zone Areas	58,500
<b>Total Green Zone Area</b>	<b>198,000</b>

Source: Metro Vancouver

### 2005 GHG Emissions Inventory for the Lower Fraser Valley



Source: Metro Vancouver. Lower Fraser Valley includes Metro Vancouver and FVRD



## Becoming resilient: reducing energy use and adapting to climate change

Anticipated effects of climate change will affect the way we live in the region. For example, low-lying areas will face higher flooding risks due to rising sea levels and changes in streamflows. Changes in precipitation patterns will affect snowpack and streamflows feeding our drinking water reservoirs and sustaining salmon populations.

The province has adopted a target of a 33 per cent reduction in greenhouse gas emissions from 2006 levels by 2020. With over half of the population and jobs in the province located in Metro Vancouver, the region will play a significant role in meeting those targets. Over 40 per cent of the greenhouse gas emissions in Metro Vancouver are transportation-related and 28 per cent are from the heating and cooling of buildings. The way we live, design our communities and move around the region will affect whether or not these targets can be met.

Uncertainty about the viability of long term supply of fossil fuels will likely mean more expensive energy costs.

The challenge is to design communities and buildings that reduce the demand for energy by all sectors while creating a regional strategy that can provide for adaptation to global warming. This will also involve identifying and using clean renewable sources of energy.

## Transportation choices: maintaining accessibility for people and goods while minimizing environmental impacts

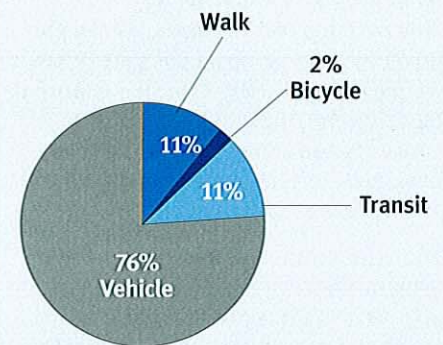
As the region is growing, so is traffic. Daily trips could increase by 30 per cent over the next 25 years, and the number of private vehicles could rise significantly from 1.38 million vehicles in 2007 to over 1.7 million in 2031 if present trends continue.

To keep up with anticipated growth, the region will need much more transit capacity, an improved cycling network, and additional road space in some parts of the region.

Increases in freight and goods movement are anticipated as Metro Vancouver's key role as a gateway region expands. The region's gateway function is served by the ports, Vancouver International Airport and regional airports, the four Cascade Gateway Canada-U.S. border crossings and a network of roads and highways. Container traffic in the region is projected to triple by 2020 if current trends continue.

The challenge is to create a regional transportation system that meets the needs for personal travel and goods movement while protecting the quality of life residents of the region currently enjoy.

How We Get Around in Metro Vancouver



Source: TransLink, 2004 Trip Diary Survey, all trips over a 24 hour period

Regional District Population Growth, 1996-2006

Regional District	Metro Vancouver	Fraser Valley	Squamish-Lillooet
Population, 1996	1,907,000	231,000	32,000
Population, 2001	2,074,000	248,000	35,000
Population, 2006	2,218,000	269,000	37,000
% Growth, 1996 - 2006	16.3%	16.5%	15.6%

Source: BC Stats (PEOPLE 32)

Metro Vancouver Growth, 1981 - 2031

	Households	Population	Jobs
1981 Census	477,000	1,268,000	688,000
2006 Estimate	820,000	2,218,000	1,187,000
2031 Projection	1,240,000	3,038,000	1,556,000
1981-2006 Increase	343,000	950,000	499,000
2006-2031 Projected Increase	420,000	820,000	370,000

Source: Census Canada and Metro Vancouver Projections. The job figure for 2006 is an estimate.



## Looking beyond: coordinating growth in the broader region

As Metro Vancouver grows, so are the neighbouring areas north and south of the international border.

The Georgia Basin area is expected to grow to 9 million people by 2021. Areas such as Squamish, Whistler, the Sunshine Coast, and the Fraser Valley will experience increased development pressure due to the high housing and commercial land costs in Metro Vancouver. Connections to the Seattle area will continue to strengthen. Regional land use and transportation decisions also affect air quality and the environment.

The challenge is to contribute to the overall environmental, economic and social qualities of the Georgia Basin by

building complete communities with local jobs and a diversity of housing.

Improved transportation linkages, especially by transit, will become increasingly important to all points of the broader region.

## Governance and finance: coordinating planning and investment

Governance and finance are key determinants of what kind of plan will be endorsed and how it is implemented. Many have commented in the sustainability dialogues and at the Board table on the over-reliance of the property tax system and how it can lead to short-sighted planning decisions. Other concerns are inequities across the region caused by uneven community impacts of regional traffic,

large proportions of lands yielding lower property tax revenues, and a concentration of residents needing supportive services and housing.

The challenge is to obtain new sources of funding from senior levels of government in order to take pressure off the current reliance on the property tax base, while pressing for adequate funding for affordable housing, services and infrastructure.

The challenge is also to determine what goals and strategies can be best delivered through regulation at the regional level and what should rest with individual municipalities. This is a key theme on choosing options for the region's sustainable future.

**Preliminary Population Projections by Subregion**

Subregion	2006	% of Total	2031 Projection	% of Total
Burnaby/New Westminster	274,000	12.4%	408,000	13.4%
Langleys	122,000	5.5%	207,000	6.8%
Maple Ridge/Pitt Meadows	90,000	4.1%	135,000	4.4%
North East Sector	207,000	9.3%	355,000	11.7%
North Shore	188,000	8.5%	226,000	7.4%
Richmond	183,000	8.3%	232,000	7.6%
Surrey/White Rock/Delta	536,000	24.2%	766,000	25.2%
Vancouver/UEL	618,000	27.9%	709,000	23.3%
<b>Metro Vancouver Total</b>	<b>2,218,000</b>	<b>100.0%</b>	<b>3,038,000</b>	<b>100.0%</b>

**Preliminary Employment Projections by Subregion**

Subregion	2001	% of Total	2031 Projection	% of Total
Burnaby/New Westminster	154,000	14.7%	228,000	14.7%
Langleys	55,000	5.2%	112,000	7.2%
Maple Ridge/Pitt Meadows	25,000	2.4%	43,000	2.8%
North East Sector	64,000	6.1%	121,000	7.8%
North Shore	73,000	7.0%	91,000	5.8%
Richmond	119,000	11.4%	188,000	12.1%
Surrey/White Rock/Delta	180,000	17.2%	324,000	20.8%
Vancouver/UEL	378,000	36.1%	449,000	28.9%
<b>Metro Vancouver Total</b>	<b>1,048,000</b>	<b>100.0%</b>	<b>1,556,000</b>	<b>100.0%</b>

*Note: These population and employment projections were prepared using multiple sources including BC Stats Projections and analysis prepared by consultants with input from municipal staff. Over the coming months, Metro Vancouver staff will be working with member municipalities to prepare new projections for the Draft Regional Growth Strategy. Source of 2001 and 2006 data is Census Canada.*

# A snapshot of Metro Vancouver

## NORTH SHORE

Population (2006)	188,000
Share of Metro Vancouver population (2006)	8%
Population growth (1996-2006)	9,200
% Population younger than 15 (2006)	16%
% Population 65 and older (2006)	16%
Jobs (2001)	73,000
Housing type: % Ground Oriented / % Apartments (2006)	66% / 34%
Average number of cars per household (2006)	1.34
Share of daily trips by car (2004)	82%
Share of daily trips by transit (2004)	6%
Share of daily trips by walking and cycling (2004)	12%
Share of daily trips leaving home subregion (2004)	22%

## VANCOUVER/UBC/UEL

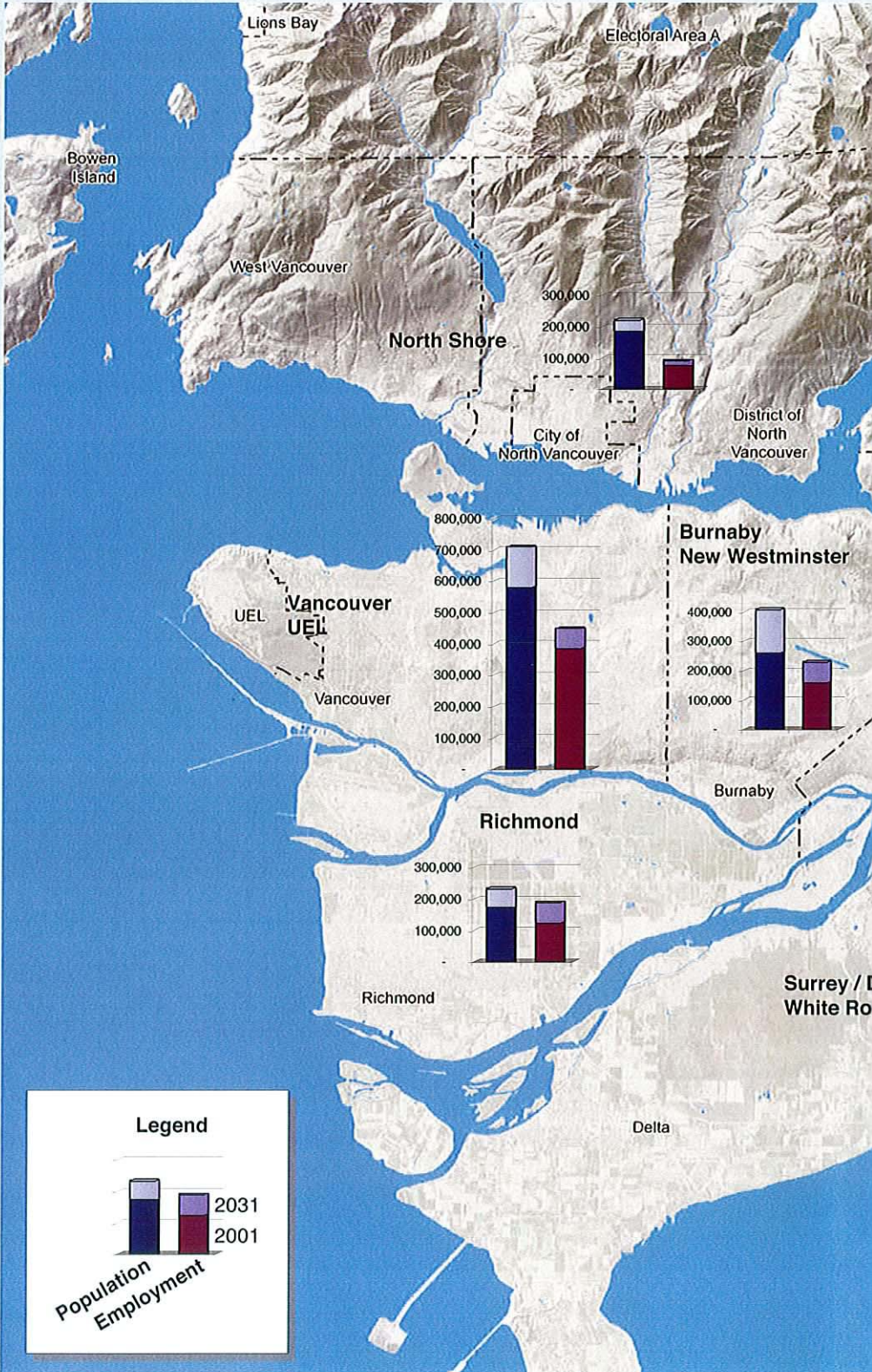
Population (2006)	618,000
Share of Metro Vancouver population (2006)	28%
Population growth (1996-2006)	68,000
% Population younger than 15 (2006)	13%
% Population 65 and older (2006)	13%
Jobs (2001)	378,000
Housing type: % Ground Oriented / % Apartments (2006)	41% / 59%
Average number of cars per household (2006)	1.04
Share of daily trips by car (2004)	61%
Share of daily trips by transit (2004)	20%
Share of daily trips by walking and cycling (2004)	19%
Share of daily trips leaving home subregion (2004)	21%

## BURNABY/NEW WESTMINSTER

Population (2006)	274,000
Share of Metro Vancouver population (2006)	12%
Population growth (1996-2006)	32,800
% Population younger than 15 (2006)	15%
% Population 65 and older (2006)	14%
Jobs (2001)	154,000
Housing type: % Ground Oriented / % Apartments (2006)	49% / 51%
Average number of cars per household (2006)	1.19
Share of daily trips by car (2004)	74%
Share of daily trips by transit (2004)	15%
Share of daily trips by walking and cycling (2004)	11%
Share of daily trips leaving home subregion (2004)	41%

## RICHMOND

Population (2006)	183,000
Share of Metro Vancouver population (2006)	8%
Population growth (1996-2006)	25,600
% Population younger than 15 (2006)	16%
% Population 65 and older (2006)	13%
Jobs (2001)	119,000
Housing type: % Ground Oriented / % Apartments (2006)	69% / 31%
Average number of cars per household (2006)	1.74
Share of daily trips by car (2004)	86%
Share of daily trips by transit (2004)	5%
Share of daily trips by walking and cycling (2004)	9%
Share of daily trips leaving home subregion (2004)	29%



Source: 2001 and 2006 Census of Canada and TransLink, BC Ministry of Transportation, Greater Vancouver Trip Diary Survey 2004

## METRO VANCOUVER TOTAL

Population (2006)	2,218,000
Population growth (1996-2006)	284,900
% Population younger than 15 (2006)	16%
% Population 65 and older (2006)	13%
Jobs (2001)	1,048,000
Housing type: % Ground Oriented / % Apartments (2006)	61% / 39%

Average number of cars per household (2006)	1.28
Share of daily trips by car (2004)	77%
Share of daily trips by transit (2004)	11%
Share of daily trips by walking and cycling (2004)	12%

## NORTHEAST SECTOR

Population (2006)	207,000
Share of Metro Vancouver population (2006)	9%
Population growth (1996-2006)	26,300
% Population younger than 15 (2006)	18%
% Population 65 and older (2006)	10%
Jobs (2001)	64,000
Housing type: % Ground Oriented / % Apartments (2006)	74% / 26%
Average number of cars per household (2006)	1.45
Share of daily trips by car (2004)	86%
Share of daily trips by transit (2004)	6%
Share of daily trips by walking and cycling (2004)	8%
Share of daily trips leaving home subregion (2004)	31%

## MAPLE RIDGE / PITT MEADOWS

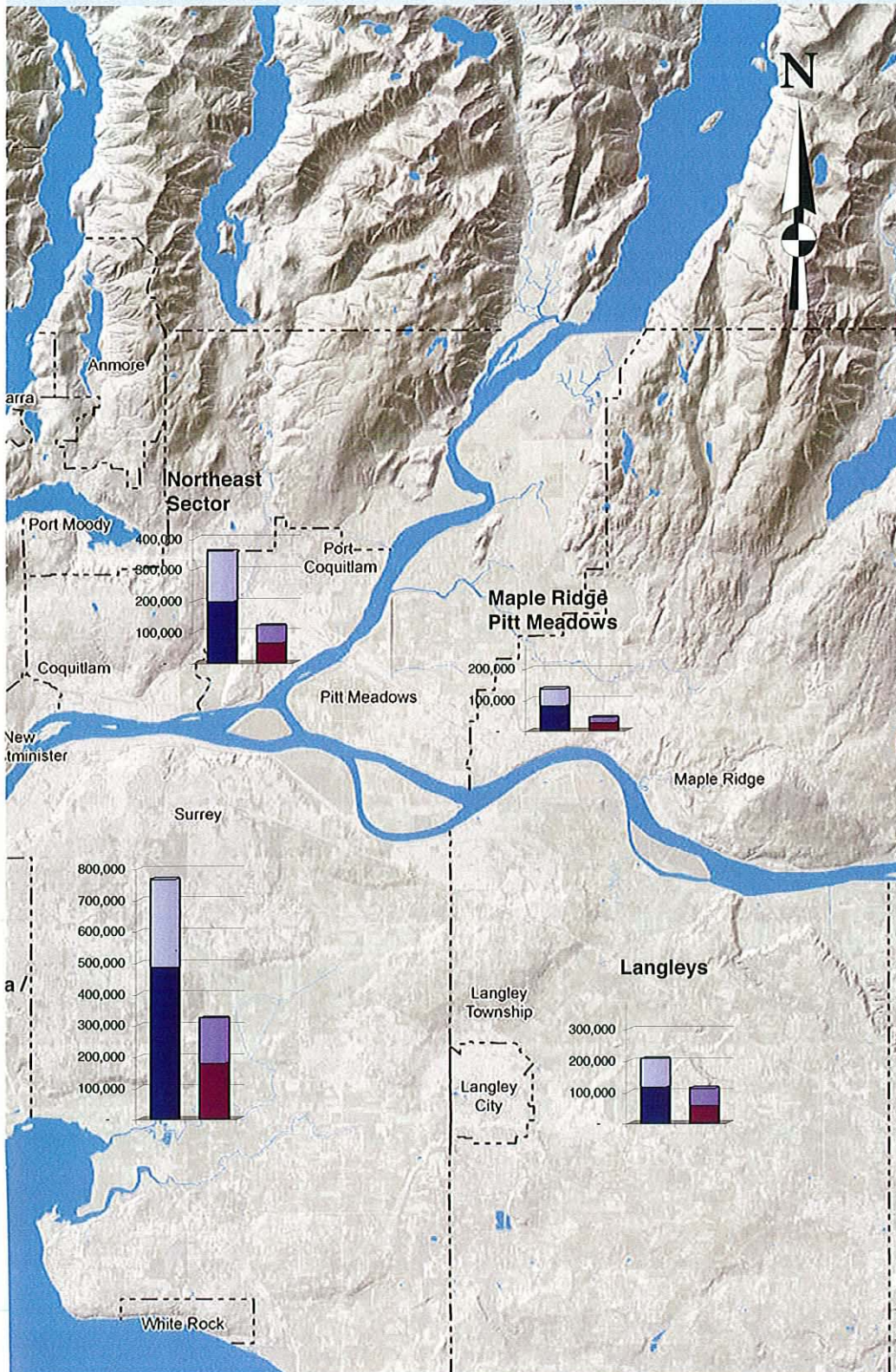
Population (2006)	90,000
Share of Metro Vancouver population (2006)	4%
Population growth (1996-2006)	15,000
% Population younger than 15 (2006)	20%
% Population 65 and older (2006)	11%
Jobs (2001)	25,000
Housing type: % Ground Oriented / % Apartments (2006)	84% / 16%
Average number of cars per household (2006)	1.38
Share of daily trips by car (2004)	86%
Share of daily trips by transit (2004)	4%
Share of daily trips by walking and cycling (2004)	10%
Share of daily trips leaving home subregion (2004)	26%

## LANGLEYS

Population (2006)	122,000
Share of Metro Vancouver population (2006)	6%
Population growth (1996-2006)	14,600
% Population younger than 15 (2006)	19%
% Population 65 and older (2006)	13%
Jobs (2001)	55,000
Housing type: % Ground Oriented / % Apartments (2006)	81% / 19%
Average number of cars per household (2006)	1.23
Share of daily trips by car (2004)	91%
Share of daily trips by transit (2004)	1%
Share of daily trips by walking and cycling (2004)	8%
Share of daily trips leaving home subregion (2004)	30%

## SURREY/DELTA/WHITE ROCK

Population (2006)	536,000
Share of Metro Vancouver population (2006)	24%
Population growth (1996-2006)	93,400
% Population younger than 15 (2006)	20%
% Population 65 and older (2006)	12%
Jobs (2001)	180,000
Housing type: % Ground Oriented / % Apartments (2006)	77% / 23%
Average number of cars per household (2006)	1.44
Share of daily trips by car (2004)	86%
Share of daily trips by transit (2004)	5%
Share of daily trips by walking and cycling (2004)	9%
Share of daily trips leaving home subregion (2004)	19%



# Moving along the path of sustainability

*To maintain livability and move toward a sustainable future, the new growth management strategy will need to build on past successes and also respond to the critical challenges.*

In the following sections of this guide, we put forward for discussion the key growth management elements that we think will help address the issues described in the previous pages, and move us along the path to sustainability:

- **Creating more development opportunities in vibrant, transit-friendly communities:** Options are presented that focus regional growth management and transportation investment decisions on reinforcing growth in centres and transit corridors, supported by a complete transit network throughout the region.
- **Strengthening urban containment:** Options are presented on how Metro Vancouver can continue to grow while reducing the need to expand the urban footprint. This means more emphasis on redeveloping and retrofitting existing residential areas throughout the region.
- **Providing housing affordability:** Options are offered for providing sufficient new housing supply and to encourage the production of affordable housing.
- **Supporting the regional economy:** Options include supporting an adequate supply of industrial land, building strong, vibrant centres, and providing transportation networks that support goods movement. They also include options for protecting agricultural lands.
- **Protecting natural assets:** Options include more guidance for the protection of the region's natural assets.

## Metro Vancouver's future: making choices

*In the following pages, a vision for the new regional growth strategy is proposed, as well as five key **goals** that support the vision. Each of the five goals is supported by **strategies** and possible options are proposed to accomplish the strategies.*

This guide is the starting point for a consultation process that will result in the development of the new regional growth strategy. The options presented are not a final product. They are intended to initiate a dialogue on how the region should respond to growth and change.

A questionnaire included with this guide asks you to choose the best options for the future of the region. Your valuable feedback will inform the Metro Vancouver Board on the future development of the regional growth strategy.

At the core of successive regional plans for Metro Vancouver is the recognition that local decisions on land use and infrastructure planning are best made within a regional context where decisions made in one part of the region affect the achievement of region-wide goals. The proposed options reflect a range of approaches, from minimal guidance at the regional level to much more specific measures. Where appropriate, the current plan's approach is noted.

Regional Context Statements are the policy link between the regional growth strategy and local Official Community

Plans. The more specific the measures in the regional growth strategy, the greater the level of detail that would be required in the Regional Context Statements.

In reading the options, the challenge is to strike a balance between keeping decisions at the local level as much as possible and the need for consistent actions to achieve a livable and sustainable region. Will broad goals provide enough assurance that local decisions will consistently contribute to the realization of the regional goals or is more specific guidance required?

# Proposed vision and goals

## Proposed vision: A livable and sustainable region

*Metro Vancouver will be a livable and sustainable region. It will be a region of well-designed, connected and diverse communities where people of all ages, incomes, and origins can live, work and play in safety and comfort. The conservation of land, water and energy resources will drive regional decision-making. Valuable farmland and natural areas will be protected and enhanced. An affordable and efficient transportation system will support economic prosperity, healthy living, and community well-being.*

## Proposed goals

### GOAL 1

#### Accommodate growth in a sustainable and compact metropolitan structure

Metro Vancouver's urban growth will be concentrated in compact communities with access to a range of housing choices and close to employment and service centres. Transit-oriented development patterns will reduce greenhouse gas emissions and support more efficient use of urban land.

### GOAL 2

#### Offer diverse and affordable housing choices

Metro Vancouver will offer a diverse range of housing types and an adequate supply of housing at all affordability levels to meet the needs of residents.

### GOAL 3

#### Support and strengthen a diverse regional economy

Metro Vancouver will be a region with a strong and diversified regional economy by providing the land base and infrastructure needed to sustain both traditional and new economy activities.

### GOAL 4

#### Protect and enhance the region's natural assets

Metro Vancouver will be a region with a natural environment which will continue to provide a wealth of services that residents and visitors enjoy and value. The fertile farmlands of the region will continue to provide fresh local food while our waterways will allow salmon and other species to thrive. Metro Vancouver will sustain these local and global assets for future generations.

### GOAL 5

#### Create a sustainable regional transportation system

Metro Vancouver will offer sustainable travel choices that support local and regional access, healthy living, a prosperous economy, and a compact pattern of development.

*Does the vision for Metro Vancouver match your vision for 2031?  
If not, how does your vision differ? What values need to be included in the goals and vision?  
Are the goals the right ones – anything missing?*



# Goal 1: A sustainable, compact metropolitan structure

## STRATEGY 1:

Focus regional growth in centres and along transit corridors

### WHY IS THIS STRATEGY IMPORTANT?

The regional growth strategy needs to deliver sufficient development capacity to accommodate over 800,000 people and about 400,000 jobs by 2031. To advance livability and sustainability, this growth needs to be accommodated while ensuring housing choice and affordability, supporting a prosperous economy, building great places to live and work, protecting the region's natural assets, making travel more efficient, and reducing greenhouse gas emissions. Increasing densities and connecting housing, jobs, and services to frequent transit is critical to Metro Vancouver's sustainability.

The strategy of concentrating growth in centres and transit corridors builds on the success of a strong Metropolitan Core, the regional and municipal town centres and the transit network. In the newly developing parts of the region, residents need a practical transit option. Identifying additional transit corridors that link centres together as well as linking neighbourhoods to centres will provide greater accessibility, contribute to attractive urban places and allow for the more cost-effective delivery of high quality transit services throughout the region. This approach enhances sustainable living and reduces environmental impacts. It also facilitates business synergies because housing, jobs and services are close to each other.

### SHOULD THE REGIONAL GROWTH STRATEGY:

#### A. State general goals for focusing development in centres and corridors.

The regional growth strategy's broad goals and policies would state that centres and corridors should be the primary location for jobs, shops, services and housing. Municipalities would determine the location and development character of centres and corridors.

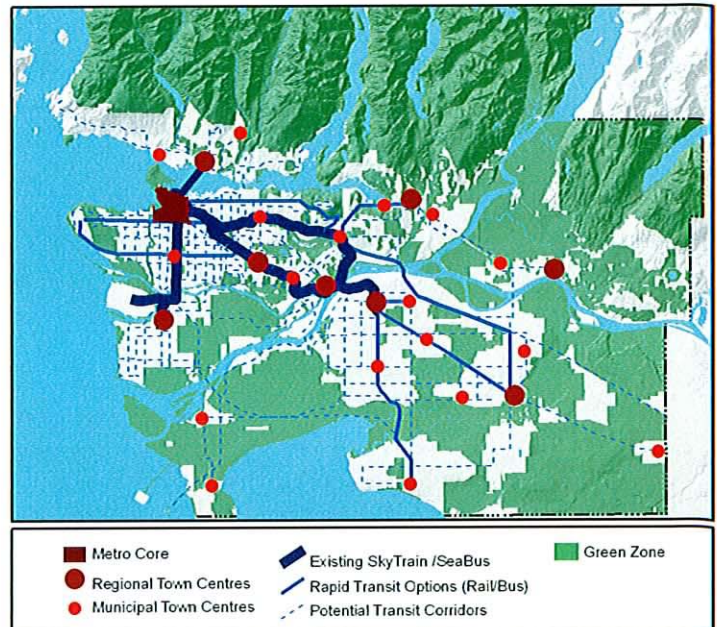
#### B. Identify regional and municipal town centres and transit corridor locations on a map and provide general guidelines.

This option is similar to the current plan and the growth strategy would state general goals and identify the locations of the centres and corridors on a map. It would include general guidelines on the types of uses to be encouraged in the centres and corridors.

#### C. Designate major centres, transit station areas and corridors on a regional map; provide housing and job targets, transit service expectations, minimum density guidelines, and maximum parking guidelines.

The regional growth strategy map would designate the regional and municipal town centres, transit stations areas and key transit corridors. Specific guidelines such as housing and job targets, minimum densities and maximum parking standards would be established for the centres and transit station areas.

*Should the regional strategy designate centres, transit station areas and transit corridors for higher density development?*



### REDUCING GREENHOUSE GAS EMISSIONS

The Province has adopted a target of a 33 per cent reduction in greenhouse gas emissions from 2006 levels by 2020. The new regional growth strategy will need to include targets for achieving these reductions. A sustainable, compact metropolitan structure can make a significant contribution to emission reductions. Some of the essential actions are:

- Compact region
- Mixed use centres
- Transit-oriented development
- Jobs close to home
- Green buildings
- Clean energy
- Walkable communities
- Cycling facilities

**STRATEGY 2:  
Establish defined areas for urban growth**

**WHY IS THIS STRATEGY IMPORTANT?**

Managing the region's land base in ways that most effectively balance environmental, social and economic considerations is fundamental for ensuring future generations are able to enjoy the benefits of this region. This strategy provides for continued growth in the newly developing areas but places a heightened emphasis on the proportion of growth in established areas versus newly developing areas and helps avoid scattered development. Current municipal Official Community Plans (OCPs) have already allocated sufficient land for urban development to accommodate the region's projected residential growth to well beyond 2031.

Identifying the footprint for urban growth in the plan will help ensure growth occurs in a coordinated way and facilitates cost-effective delivery of infrastructure, including transportation, utilities and community facilities. Maintaining a compact urban footprint helps reduce trip lengths by keeping homes, jobs and services closer together. This pattern of development reduces pressure on the Green Zone and rural areas, improves air quality and reduces greenhouse gas emissions.

**SHOULD THE REGIONAL GROWTH STRATEGY:**

**A. State general goals for developing a compact metropolitan region.**

The regional growth strategy would offer high level guidance and would not propose a regionally defined area for growth. Each municipality would determine land use allocations within their Official Community Plans.

**B. Designate an Urban area and a Green Zone on a regional map.**

This option is similar to the current plan. The Green Zone would continue to be both a boundary for urban growth and a means to preserve the region's natural assets and agricultural land. All other lands would be designated for general urban purposes.

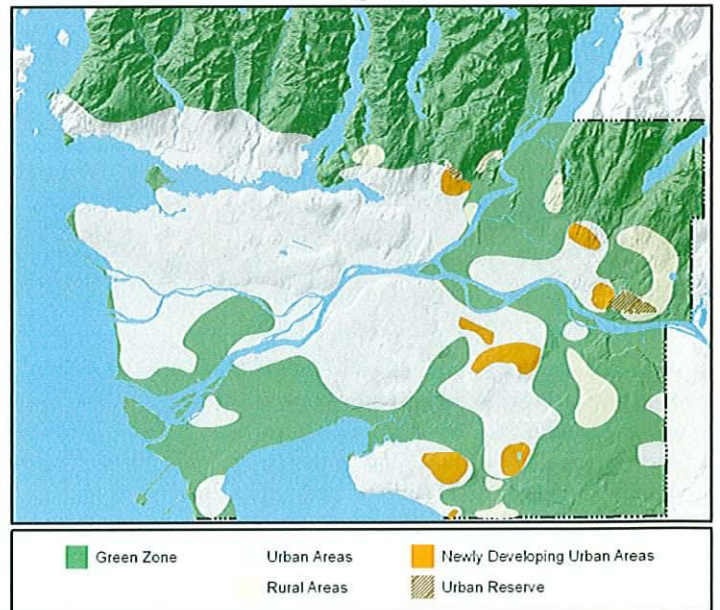
**C. Designate Urban, Rural and Green Zone land uses on a regional map to distinguish between land to be developed at urban densities, land to be developed at rural densities and lands to be protected from development.**

The regional growth strategy would designate an urban area that includes all lands currently designated for urban development in Official Community Plans. The strategy would also designate rural areas that would include isolated areas (currently low density residential, open space and other uses in Official Community Plans) that are not conducive to urban development. The Green Zone's function would be to protect the region's natural assets.

*Urban and Green Zone designations*



*Urban, Rural, and Green Zone designations*



# Goal 2: Diverse and affordable housing choices

## STRATEGY 3:

Increase housing supply and diversity, including the supply of housing for low and moderate income households

### WHY IS THIS STRATEGY IMPORTANT?

One of the biggest challenges for the region over the coming years will be to provide an ample supply of the right type of housing in the right locations to meet the needs of a diverse and growing population. Increasing densities in existing residential areas will provide more housing opportunities and will ensure that local schools, shops and services can be sustained. The increased supply may also help reduce pressure on house prices and rents.

Access to affordable housing is critical for family well-being, quality of life, and economic prosperity. All municipalities across the region should have an adequate stock of affordable housing. The rental housing sector is the main source of accommodation for many low and moderate income households. About 35 per cent of all households across the region rent their homes and the region continues to experience tight rental market conditions. A healthy supply of market and non-profit rental housing is required.

The provincial and federal governments have a critical role in providing non-profit housing and in providing incentives to encourage private rental housing, while local governments can use the land development process to provide additional opportunities for affordable housing. The draft Metro Vancouver Regional Affordable Housing Strategy provides detailed actions to address low income housing needs and homelessness.

### SHOULD THE REGIONAL GROWTH STRATEGY:

#### A. State general goals to promote increased housing supply and affordable housing.

This is the current plan approach. A broad goal statement encourages municipalities to provide more supply and diverse housing types. The plan also includes a target for ground-oriented housing.

#### B. Establish targets for housing supply and for affordable housing by subregion and require municipalities to prepare Municipal Housing Action Plans.

Targets for overall housing supply and for affordable housing by subregion would be included in the strategy. Municipal Regional Context Statements, or associated Housing Actions Plans, would identify specific objectives and actions for increasing housing supply, diversity, and affordability to respond to subregional targets. Measures could include identifying specific areas for increased density and applying appropriate zoning, using density bonusing, and introducing creative zoning strategies to promote additional housing stock in all residential areas.



*The region needs to provide a choice of housing type in order to meet the needs of our changing population.*

#### C. Establish region-wide provisions to stimulate the production of affordable housing.

Under this option, region-wide requirements would be included in the regional growth strategy which would provide a uniform approach to such matters as reduced parking regulations, development cost charges, and inclusionary zoning. (Inclusionary zoning means that all developments over a certain size would be required to dedicate a percentage of the new units as affordable housing. Some Metro Vancouver municipalities already have inclusionary zoning as do many jurisdictions in the United States and Europe.)

# Goal 3: A strong diverse regional economy

## STRATEGY 4:

**Maintain an adequate supply of industrial lands to meet the needs of the regional economy**

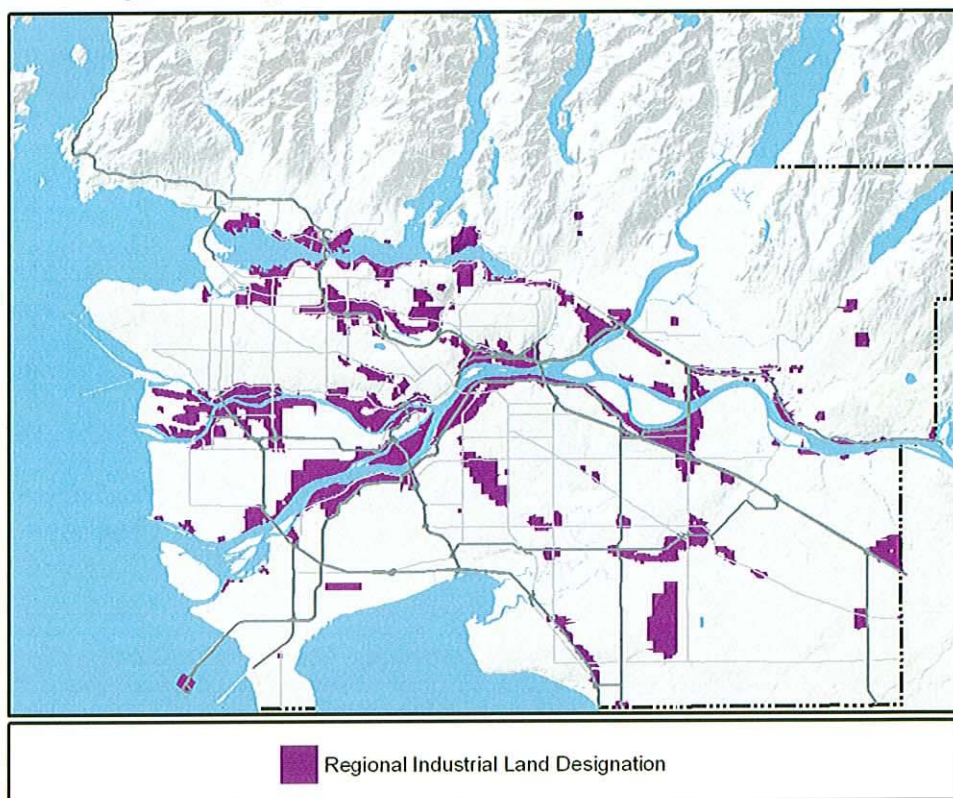
### WHY IS THIS STRATEGY IMPORTANT?

The regional economy needs industrial land to grow. Employment forecasts show a continued increase in all industrial sectors over the next 25 years, and the demand for industrial land to support activities such as warehouse, wholesaling, distribution, and repairs will continue to increase.

Additional lands will be needed for container storage, freight forwarding, and other distribution functions, including truck parking facilities as well as for a wide variety of local-serving economic activities. Yet the supply of industrial lands has been declining in recent years, mostly as a result of the rezoning of industrial land to allow for residential or commercial uses.

While industrial activities are best located in industrial or business parks, offices and retail uses work best in town centres where they can support pedestrian and transit-friendly communities and offer services and amenities for workers and residents alike. However, in practice it does not always work this way. Because of the savings on land prices or rent, some retail businesses and offices would rather locate in office parks in locations away from services and transit. In doing so they ignore the long-term cost with respect to congestion, pollution, greenhouse gas emissions, and transportation and utility infrastructure.

*Should the growth strategy include an industrial land use designation?*



### SHOULD THE REGIONAL GROWTH STRATEGY:

#### A. State the general goal of industrial land protection.

General goals would encourage municipalities to consider the significance of the industrial land base. The current plan has no policy for industrial lands.

#### B. Identify on a reference map the region's significant industrial lands.

The regional growth strategy would state the importance of protecting industrial land. Industrial areas would be shown on a reference map in the regional growth strategy.

#### C. Designate industrial land as a regional land use category with specific guidelines on permitted uses.

The regional growth strategy would include an industrial land use designation. Industrial uses include manufacturing, processing, repair, warehouse, distribution, transportation, utilities, biomedical facilities as well as office and retail uses that support industrial activities. Stand alone office and retailing uses would not be considered industrial activities.

## STRATEGY 5:

**Facilitate the location of major commercial (retail, office and entertainment) activities in centre locations to enhance access for workers and customers and build prosperous, attractive centres in every subregion**

### WHY IS THIS STRATEGY IMPORTANT?

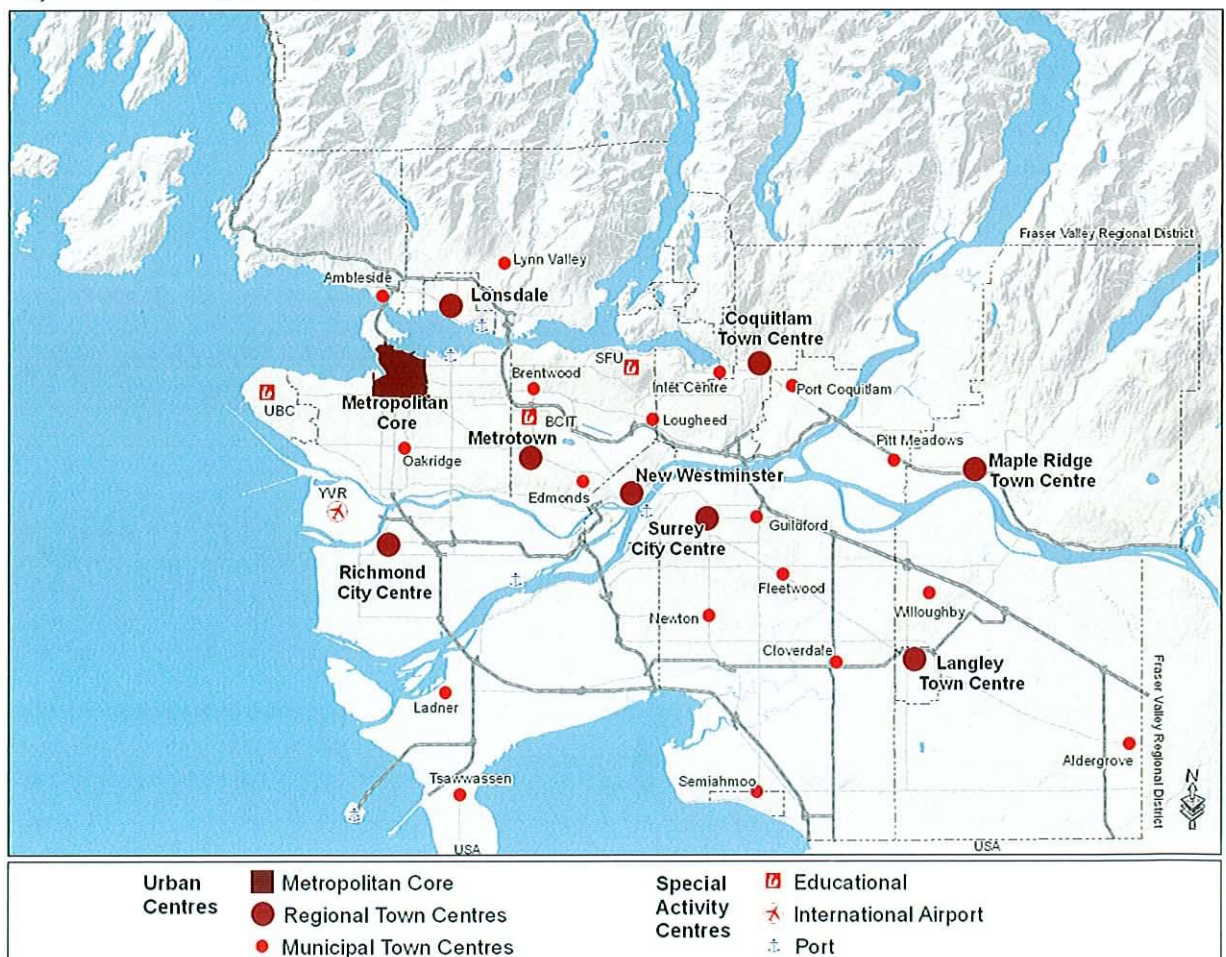
Strong commercial centres serving all of the subregions provide a number of benefits for communities and for the region. They help:

- Maximize use of infrastructure by concentrating development in existing urban areas;
- Enable the cost-effective provision of transit;
- Increase the proportion of walking/cycling trips for work and other purposes;
- Provide opportunities for people of diverse ages, incomes and household sizes to live close to employment opportunities and services;
- Provide prime location choices for commercial activities;
- Create a lively, convenient and attractive civic focus; and
- Create synergies, for example, workers support shops and restaurants, residents and workers enjoy cultural and community service facilities located in the centre.

In order to become true “mixed activity urban centres” and to provide employment opportunities in transit-accessible locations, the regional town centres and metropolitan core need to capture new office growth. However, the last decade has seen a trend for office jobs and retailing to locate outside of centres.

The Metropolitan Core provides a focus for jobs, cultural and entertainment services for the entire region, the regional town centres provide a sub-regional focus, and the municipal town centres provide a local, community-serving function. All eight regional town centres play important roles in the sub-region they serve and each one is unique. Many of the centres have a long established historic role as an important centre such as Lonsdale, New Westminster, Langley, and Maple Ridge. Coquitlam, Richmond, and Metrotown have developed over the last 30 years. Surrey City Centre has been progressing well in recent years with the Central City office tower and the Simon Fraser University Surrey campus providing a significant development boost. As the south of the Fraser River communities continue to add jobs and population, strong centres in Langley City Centre and Surrey City Centre will play a key function in providing jobs close to home.

*Major Centre Locations in Metro Vancouver*



**SHOULD THE REGIONAL GROWTH STRATEGY:**

**A. State the general goal of attracting and accommodating major commercial activities in centres.**

This option would identify major centres on a map and encourage the establishment of jobs and major trip-generating commercial activities in these areas. This is the current plan approach.

**B. Designate the Metro Core, regional town centres and other strategic economic growth centres in the regional growth strategy and identify general development objectives.**

In this option, the centres would be designated on a map in the regional growth strategy and policies and guidelines would set out development expectations. This might include overall commercial and residential density objectives.

**C. Establish policies to encourage commercial development in major centres and policies to discourage the establishment of major commercial development outside of centres.**

In this option, in addition to facilitating the development of centres, the regional growth strategy would introduce policies and processes that discourage out-of-centre commercial development, through such mechanisms as establishing criteria for the evaluation of major out-of-centre developments. The incentives to attract development to centres could include measures such as reductions in parking and development cost charges.

**STRATEGY 6:**

**Maintain the agricultural land base for food production through supportive land use and development policies**

**WHY IS THIS STRATEGY IMPORTANT?**

The region's agricultural sector contributes significantly to the economy and generates 28 per cent of the province's total gross farm receipts even though it represents only 1.5 per cent of British Columbia's total farmed areas. Protecting these highly productive agricultural lands in perpetuity is the goal of the provincial Agricultural Land Reserve (ALR). In doing so, it has provided a thriving agricultural industry, supplied residents with fresh local farm products and constituted an important component of the region's Green Zone.

To date, the Agricultural Land Commission's regulatory processes for protecting valuable farmland have largely been effective. But as the region's population increases over the next 25 years, there will be continued pressure to convert agricultural land to other uses. In addition, land uses incompatible with agriculture may negatively affect the viability of this sector. Protecting agricultural lands and actively promoting farming will continue to be an important regional role.

**SHOULD THE REGIONAL GROWTH STRATEGY:**

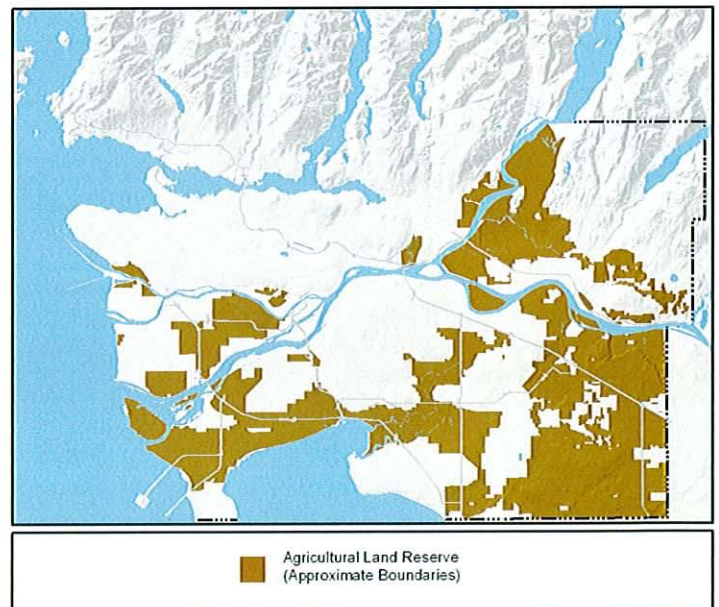
**A. State the general goal of protecting agricultural land.**

The strategy would include general goal statements to protect agricultural land.

**B. Provide a regional agricultural land designation in the regional growth strategy.**

This would reinforce the provincial Agricultural Land Reserve designation and express a commitment to the protection of agricultural land.

*Agricultural lands*



**C. Provide an agricultural land designation in the regional growth strategy and require municipalities to define policies to address the agricultural/urban interface.**

In addition to the region designation, the challenges of farming adjacent to urban areas are also addressed by requiring municipalities to provide urban/agriculture interface policies in their Official Community Plans.

# Goal 4: Protect and enhance the region's natural assets

## STRATEGY 7:

Ensure the long-term protection of critical habitat areas, drinking watersheds, riparian areas, parks, recreation corridors, forests and agricultural lands

### WHY IS THIS STRATEGY IMPORTANT?

The region's natural assets both attract and support population growth in this region. The "Green Zone" is the land use designation used in the current plan to identify lands not intended for urban purposes. It includes environmentally sensitive areas, major parks and in some cases golf courses, recreation corridors and riparian areas, and regional and provincial protected areas and parks.

These natural assets are integral in supporting biodiversity, performing valuable ecological functions, providing recreation and tourism opportunities and contributing to economic development through protecting agricultural lands and forests. Population growth and economic development will increase pressure to develop these lands.

### SHOULD THE REGIONAL GROWTH STRATEGY:

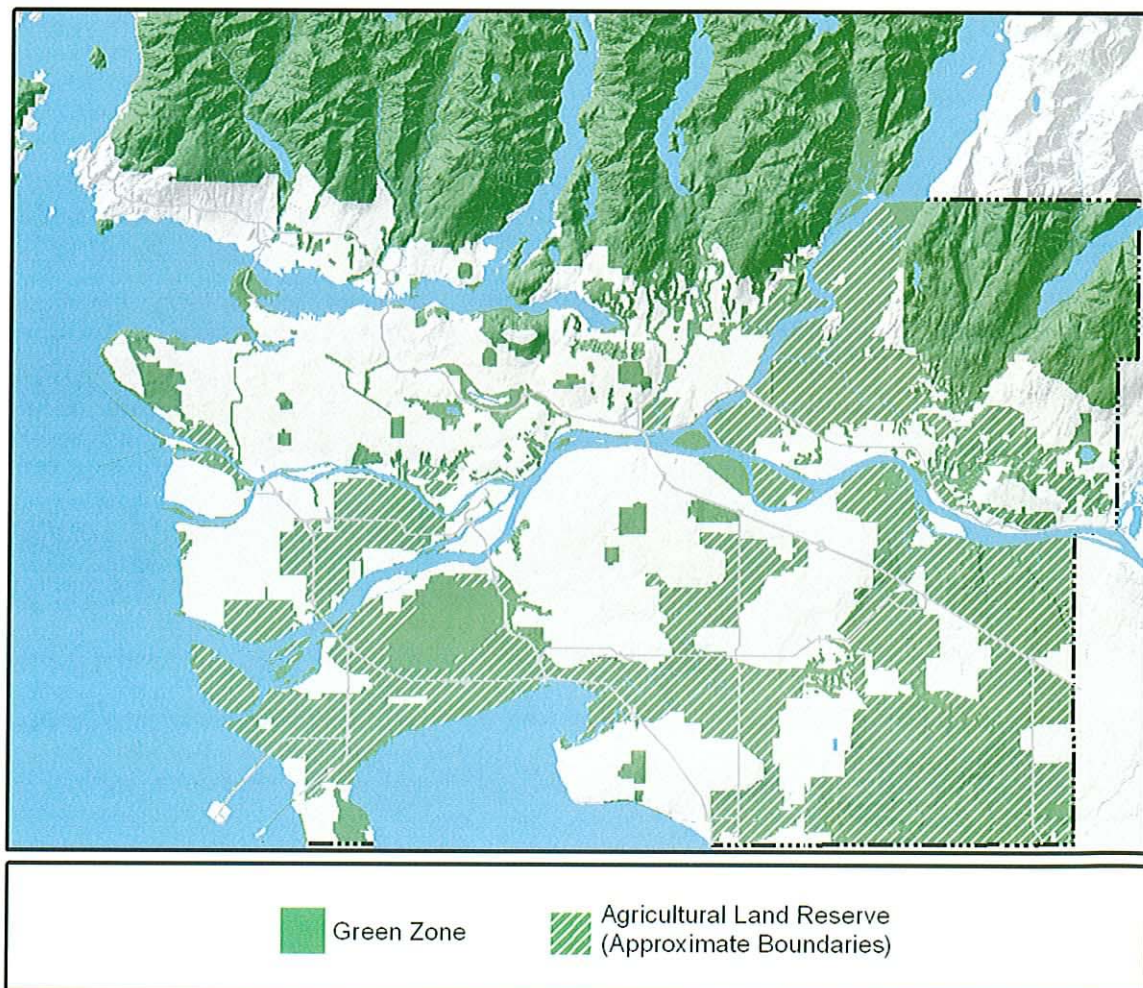
#### A. Designate a Green Zone in the Regional Growth Strategy

This is the current plan approach. The region provides general guidance to municipalities on what areas should be included in the Green Zone (such as watersheds and other ecologically important habitats, recreation areas, and agricultural lands). General guidance is also given on permitted uses within the Green Zone.

#### B. Designate a Green Zone in the Regional Growth Strategy and provide a schedule of permitted uses for lands in the Green Zone.

Under this option, the Green Zone designation would also identify the types of permitted uses. This option identifies a more direct regional role to ensure higher consistency for the protection of natural assets.

Green Zone



**STRATEGY 8 :**

**Ensure the protection and enhancement of ecological and recreational connectivity across the region**

**WHY IS THIS STRATEGY IMPORTANT?**

Natural assets are located throughout the region, not just in the Green Zone. Looking for ways to continue to build ecological objectives into the land development process would help advance the goals of protecting and enhancing natural assets. Ensuring adjacent land uses are compatible and minimizing environmental impacts from development will result in a more comprehensive approach to natural asset protection.

Improving connectivity between protected natural areas through stream, river, and shoreline corridors is a critical component of an integrated approach to natural asset protection. Ecological corridors facilitate wildlife movement and with future changes in climatic conditions, allow for increasing the resiliency of ecosystems. Recreational greenways promote walking and cycling trips and provide neighbouring communities with access to natural areas and recreational opportunities.

**SHOULD THE REGIONAL GROWTH STRATEGY:**

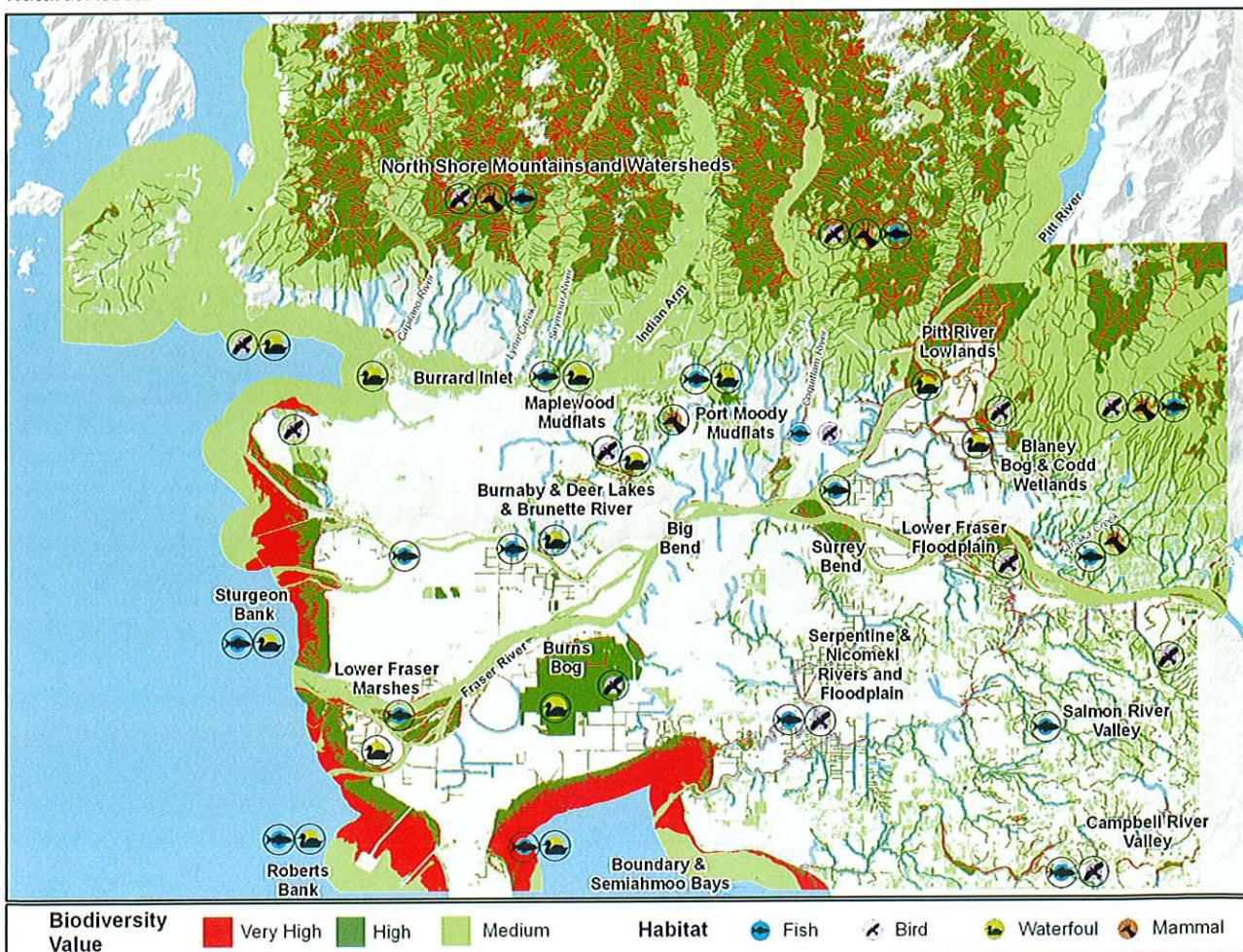
**A. State the general goal for integrating ecological values into land use development processes and for the provision of regional ecological and recreational corridors.**

The regional growth strategy would propose high level guidance only. This is similar to the current plan.

**B. Provide regional guidelines for integrating ecological values into land use development processes and identify on a reference map the regional ecological and recreational greenways.**

The regional growth strategy would be specific about the location of corridors and would provide guidelines for protecting natural assets.

*Natural Assets*





# Goal 5: A sustainable regional transportation system

## STRATEGY 9

Increase transit supply throughout the region and promote walking and cycling

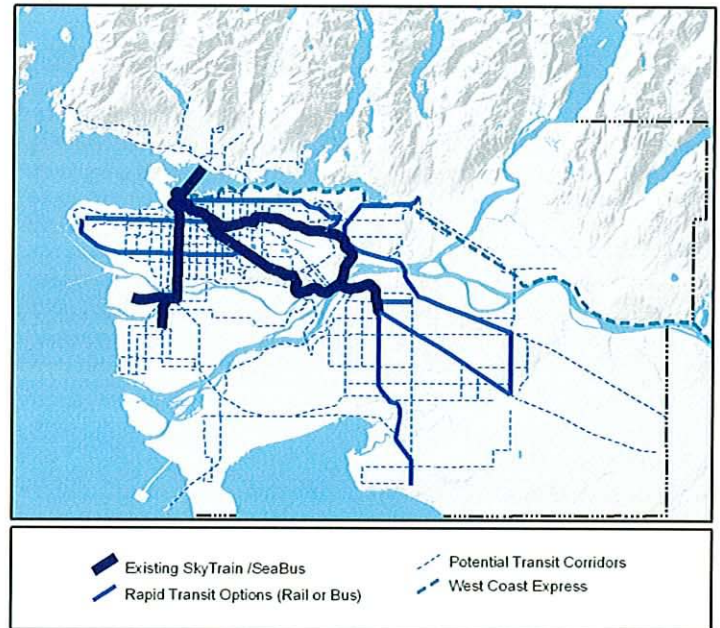
### WHY IS THIS STRATEGY IMPORTANT?

Moving people and goods around the region will become increasingly complex as the region grows. The stresses can be relieved if individuals are provided with more transportation choices, especially practical transit choices. Stresses can also be relieved by focusing jobs and services closer to home. Land use decisions and transit provision need to work together. Better transit will provide residents with increased flexibility, reduce car dependency, and support healthier lifestyles. It will also reduce traffic congestion and improve the flow of commercial vehicles. It will reduce death and injury rates caused by collisions. Moving more people by transit will also save valuable urban space in roads and parking and help in the design of more attractive places.

Many transit trips begin and end with a walk or cycling trip. More opportunities for increasing the number of walking and cycling trips will contribute to healthier lifestyles. Providing attractive walkable centres with day-to-day services nearby enables more trips to be done by walking or cycling.

The transportation sector currently accounts for approximately 40 per cent of the region's greenhouse gas emissions. Increasing the number of trips by transit, walk and cycling will contribute to achieving climate change goals, improve air quality, and reduce toxic elements of urban run-off into streams and rivers.

Frequent Transit Network



### SHOULD THE REGIONAL GROWTH STRATEGY:

#### A. State the general goal of increasing transit use throughout the region.

Under this option, the regional growth strategy would provide a goal statement on the role of transit, in the regional transportation system.

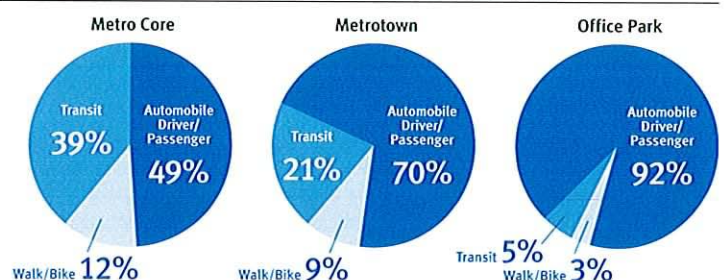
#### B. Identify a frequent transit network for the entire region on a reference map in the growth strategy and set targets for increasing the share of transit trips.

The implementation of the frequent transit network would be undertaken by TransLink, but the network and how it connects to land development would be identified within the regional growth strategy. Regional transit ridership targets would be included in the growth strategy.

#### C. Identify a frequent transit network on a regional map, and set targets for transit ridership increases in each subregion, density guidelines, and establish targets for cycling and walking.

Under this option, the regional growth strategy is more specific on the desired level of transit service in each subregion. Guidelines are included on minimum densities in transit corridors. Specific targets are also identified for increasing the share of walking and cycling trips.

Job Location Affects Transit Use: How Workers Get to Work



Source: Canada Census Journey to work data

## STRATEGY 10:

### Advance a regional network of roads and highways that prioritizes goods movement, transit operations and high-occupancy vehicles

#### WHY IS THIS STRATEGY IMPORTANT?

As a gateway, freight and goods movement will continue to play a vital role in the region's economy. Increasingly this movement occurs on roadways congested with general purpose traffic. This results in increased delays and costs. Transit operating on roadways congested with general purpose traffic is faced with similar delays and service reliability issues. There is a need to allocate road capacity in a way that prioritizes specific users and manages demand.

#### SHOULD THE REGIONAL GROWTH STRATEGY:

##### A. State the general goals for a regional roads and highways network.

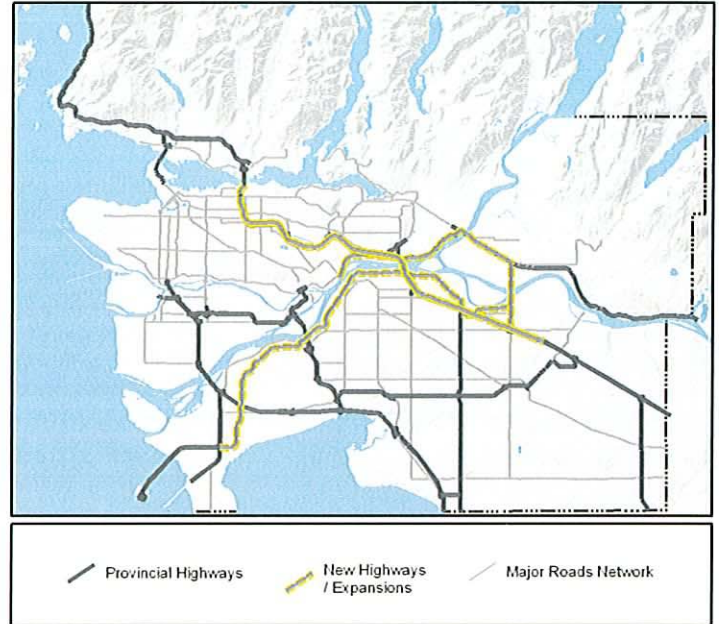
The regional growth strategy would define general goals for achieving a regional roads and highways network that prioritizes goods movement and transit.

TransLink would identify specific networks, services and programs to achieve regional goals.

##### B. Identify regional roads and highways on a regional map and state general principles for implementation.

This is the current plan approach. TransLink and the Province implement the regional roads and highways network. Implementation schedules on where and how network improvements are provided in TransLink's implementation plans.

Regional Roads Network



##### C. Identify a regional roads and highways network on a regional map and identify specific road management principles.

Under this option, the regional growth strategy would be more specific on lane/corridor management guidelines to assist in the movement of goods and commercial vehicles and transit priority at critical locations.

## STRATEGY 11:

### Manage transportation demand

#### WHY IS THIS STRATEGY IMPORTANT?

Transportation demand results from land use decisions on where homes, businesses, entertainment, services and freight distribution terminals are located throughout the region. How transportation services and infrastructure are supplied in turn affects land use decisions and demand.

The price of transportation options is an important factor in choice. The current pricing system hides the true cost of car travel. Pricing mechanisms can include the level of transit fares, U-Passes, employer and community transit passes, incentives for car pooling, parking fees, pay-as-you-drive vehicle insurance, fuel taxes, and vehicle levy fees. There are also a number of possible road user pricing schemes used in other jurisdictions, ranging from area or facility tolls to comprehensive pricing strategies.

#### SHOULD THE REGIONAL GROWTH STRATEGY:

##### A. State the general goal of managing transportation demand.

General goals would state the desired outcomes for programs designed to reduce transportation demand in the region.

TransLink would design specific transportation demand management programs to achieve regional goals and reduction targets.



Better transit choices will reduce traffic congestion and improve the flow of commercial vehicles.

##### B. Identify demand management strategies in the regional growth strategy.

The regional growth strategy would provide a framework for specific demand strategies at the local level which might include transit priority measures such as bus lanes and parking supply measures. At the regional level, it might include road pricing mechanisms.

# Implementing the Growth Strategy

*Metro Vancouver has a number of ways to implement the regional growth strategy through aligning growth management goals with the goals of other regional mandates, through the tools provided for in the Local Government Act, through collaborating with TransLink, senior governments, the private sector, and community organizations.*

## **Aligning Metro Vancouver's Mandates**

The regional growth strategy can be reinforced through Metro Vancouver's multiple mandates. For example, the parks mandate provides outdoor recreation and helps protect the natural environment. The air quality function heightens our efforts to develop the built environment and provide transportation access in ways that minimizes air pollution and greenhouse gas emissions. The utilities function offers the ability to reinforce growth strategy objectives through utility provision. The Greater Vancouver Housing Corporation's (GVHC) housing mandate allows for the direct provision of assisted housing and can also assist in the management of non-profit housing secured through municipal planning processes.

## **Regional Context Statements**

*The Local Government Act*, Part 25, establishes the procedural requirements for developing, adopting or amending a regional growth strategy. The regional growth strategy is a shared approach to growth management, and the primary implementation land use actions are taken by municipal partners. The legislation aims for agreement and consensus, and does not provide mechanisms for compliance or enforcement.

Every municipality is required to prepare an Official Community Plan (OCP). They are also responsible for zoning.

The regional context statement (RCS) is the primary mechanism for linking local planning to regional planning and is required by legislation. The RCS describes the relationship between the Official Community Plan (OCP) and regional matters dealt with by the regional growth strategy. The RCS must specifically identify, if applicable, how the OCP is to be made consistent with the regional growth strategy over time. The RCS is prepared by each member municipality, accepted by Metro Vancouver, then lodged within the OCP.

New regional context statements will need to be prepared by all member municipalities within two years of the new regional growth strategy being ratified.

## **Amending the Regional Growth Strategy**

The growth strategy amendment process provided in the provincial legislation requires unanimous municipal support. This high threshold has discouraged any requests for amendments and therefore has prevented the LRSP from responding effectively to opportunities and challenges.

Metro Vancouver is working with the province to respond to this challenge. The Metro Vancouver Board has indicated their support for the use of an interim Order in Council to allow the Metro Vancouver Board to consider amendments to land use designations in the growth strategy. The Board has suggested that at least two-thirds majority weighted vote be the threshold needed to approve amendments to the plan. It is anticipated that with the acceptance of a new regional growth strategy, the interim Order in Council will be terminated and new amendment criteria will be included in the new growth strategy.

## **Working with TransLink, Senior Governments, First Nations and other Partners on Coordinated Plans and Investments**

The Metro Vancouver Board has used the growth strategy as a framework for partnerships with other agencies. The Board has periodically provided formal comments to transportation agencies (the Ministry of Transportation, TransLink/GVTA) regarding the consistency of external agency plans and projects with respect to the growth strategy. It has also used the strategy to establish infrastructure funding priorities.

Integrating land use and transportation planning and investment decisions are essential to achieving plan outcomes. The regional growth strategy will provide a framework for a regional transportation system while more detailed short and long range planning

is the responsibility of TransLink and the Province. The preparation of the Draft regional growth strategy will be co-ordinated with TransLink's *Transport 2040* Plan and the provincial vision.

Collaboration with the province will be key, not only in transportation, but also in the decisions the province makes to support transit-oriented development through the site selection for post-secondary and hospital facilities, services, and non-profit housing.

The provision of new sources of funding from senior levels of government is required to take pressure off the property tax base, and to ensure adequate funding for affordable housing, services and infrastructure.

Working with Aboriginal communities on growth management issues will help lead to a better understanding of First Nations' long-term objectives for land use planning, growth strategies and community development. It will also assist in strengthening relationships with First Nations in support of region-wide interests and objectives.

Port, airport and rail investment are essential for the region's Gateway role. Their investments affect the region and in turn regional planning and investment can affect the efficiency of these facilities.

## **Working with the Private Sector and Community Organizations**

Working with the development industry to identify and advance common objectives is critically important. But building a sustainable region also requires alignment of many other business sectors, especially in the location decisions they take. Market incentives and disincentives that help take into consideration longer term social, economic and environmental factors will need to play a more important role than in the past.

The non-government and voluntary sectors also play key roles in helping define and implement regional goals to conserve natural assets and advance economic, community, and cultural well-being.

# Measuring progress on livability and sustainability

*How can our progress toward a livable and sustainable region be measured? While considering what elements should be included in the regional growth strategy, it is also important to think about how implementation is going to be measured.*

*Some suggestions are provided in the table above.*

*Do you have other suggestions or comments on this preliminary list?*



**Targets for reducing greenhouse gas emissions**

Should provincial targets be used or should the region develop its own targets? Should targets be based on sectors, such as transportation, residential, industrial?

**Targets for proportion of trips by walking, cycling, transit, and car pooling**

This target measures the availability of transportation choices as well as indicating better environmental choices. Should overall regional or subregional mode split targets be developed?



**Transit supply provisions**

In order to increase transit ridership, much more transit service needs to be provided- how and when should this be staged?



**Number of people living within 500 metres of a major transit corridor**

This is a measure of accessibility to transit.

**Percentage of office jobs located in Metro Core and regional town centres**

This is a measure of the degree which major centres capture office jobs, therefore increasing accessibility to jobs, especially by transit.



**Percentage of residential growth occurring in established areas**

This helps measure the degree of urban containment to be achieved.

**Number of hectares removed from Green Zone and Agricultural Land Reserve**

These indicators measure loss of lands currently protected from urban development.

**Length and area of greenways and ecological corridors**

This measures progress in establishing ecological and recreational greenway systems.

**Percentage of households spending 30% or less of income on housing**

This is an indicator of housing affordability.

**Track housing construction by amount and housing type**

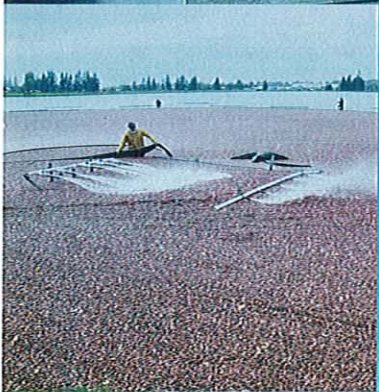
This is an indicator in determining progress in meeting housing supply. Diversity and affordability targets could be added.



**Number of hectares of industrial land and percentage vacant industrial land**

This measure tracks the supply of industrial land.

**Tell us what you think the choices for the region should be.**  
Fill out the questionnaire included with this guide or fill out the on-line questionnaire and send it to us by email, mail or fax.



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**ECO-AUDIT:** We are committed to use Environmentally Papers. By choosing 100% post-consumer recycled fibre instead of virgin paper the following savings were realized from using 1133lbs of paper. Savings - Trees: 7, Water: 5775 gallons, Net Greenhouse Emissions reduced: 1188lbs, wood saved: 3928lbs, landfilled reduced: 612lbs, Energy reduced: 7818BTU

[www.metrovancouver.org](http://www.metrovancouver.org)

# Choosing a Sustainable Future for Metro Vancouver

## Options for Metro Vancouver's Growth Management Strategy

### Please provide your input and ideas.

Tell us what you think the choices for the region should be.  
Send this completed questionnaire to us  
by email, mail or fax:

Email: [growthstrategy@metrovancover.org](mailto:growthstrategy@metrovancover.org)

Write: Choosing Our Sustainable Future  
Metro Vancouver  
10th Floor, 4330 Kingsway  
Vancouver, B.C. V5H 4G8

Fax: 604-436-6970

Note: You can fill out and submit this questionnaire online.  
Visit: [www.metrovancover.org/growth/strategy-review.htm](http://www.metrovancover.org/growth/strategy-review.htm)

If you would like to be added to our mailing list  
so that you can receive updates on the process,  
please check the applicable box:

Please add me to your mailing list so that  
I can receive updates or feedback results.

I prefer to be contacted by:  mail  email

Name: \_\_\_\_\_

Address: \_\_\_\_\_  
\_\_\_\_\_

E-mail: \_\_\_\_\_

**The deadline for written comments is  
January 31, 2008.**

Did you attend a public meeting on the  
Regional Growth Strategy?  yes  no

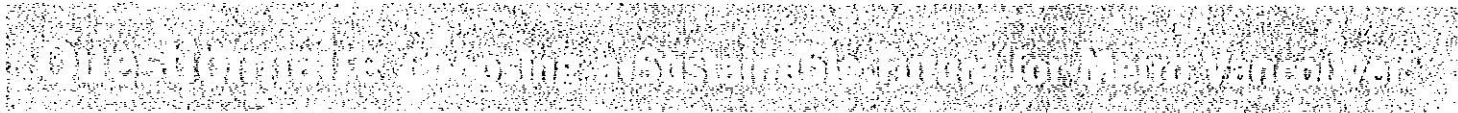
If "yes," please tell us the  
municipality event you attended:

\_\_\_\_\_

*This information helps us to relate your comments to  
others from your area. Your personal information will not  
be disclosed.*



*A livable and  
sustainable region*



Now that you've read the guide and thought about what it will take to make the region livable and sustainable, please provide us with your input and ideas.

1. Looking at the issues facing the region into 2031 (beginning on page 3), what are your top three concerns? Would you add any others?

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2. Does the vision for Metro Vancouver (on page 11) match your vision for 2031? If not, how does your vision differ?

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3. Would you add anything to the five goals (listed on page 11) for managing growth in the region?

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Please check one option under each strategy that you believe will make the region livable and sustainable:

4. **Strategy 1: Focus regional growth in centres and along transit corridors.** Should the regional growth strategy:
- A. State general goals for municipalities to focus development in centres and along transit corridors.
  - B. Identify all the centres and transit corridor locations on a regional map and provide guidelines for realizing the plan.
  - C. Designate regional and municipal town centres and transit corridor locations on a regional map and provide targets and guidelines for realizing the plan.
5. **Strategy 2: Establish defined areas for urban growth.** Should the regional growth strategy:
- A. State general goals for developing a compact metropolitan region.
  - B. Designate urban and green zone land uses on a regional map.
  - C. Designate urban, rural and green zone land uses on a regional map.
6. **Strategy 3: Increase housing supply and diversity, including the supply of housing for low and moderate income households.** Should the regional growth strategy:
- A. State general goals to increase the total supply of housing and affordable housing units.
  - B. Establish sub-regional targets for housing supply and for affordable housing and require municipalities to prepare their own action plans to realize those targets.
  - C. Establish region-wide requirements for housing supply and affordable housing and provide direction on initiatives to stimulate the production of affordable housing.
7. **Strategy 4: Maintain an adequate supply of industrial lands to meet the needs of the regional economy.** Should the regional growth strategy:
- A. State the general goal of protecting industrial lands in the region.
  - B. Identify the significant industrial lands on a regional map.
  - C. Designate industrial land as a regional land use category with specific guidelines on permitted uses.
8. **Strategy 5: Facilitate the location of major commercial (retail, office and entertainment) activities in centres located in each subregion.** Should the regional growth strategy:
- A. State the general goal of attracting and accommodating major commercial activities in identified major commercial centres on a regional map.
  - B. Designate the major commercial centres on a regional map and identify general development objectives for each location.
  - C. Designate the major commercial centres on a regional map and establish policies to encourage major commercial development in these locations as well as policies to discourage this kind of development elsewhere.
9. **Strategy 6: Maintain the agricultural land base through supportive land use and development policies.** Should the regional growth strategy:
- A. State the general goal of protecting agricultural land.
  - B. Designate agricultural lands on a regional map.
  - C. Designate agricultural lands on a regional map and require municipalities to define policies to address the agricultural/urban interface.
10. **Strategy 7: Ensure the long-term protection of critical habitat areas, drinking watersheds, riparian areas, parks, recreation corridors, forests and agricultural lands.** Should the regional growth strategy:
- A. Designate these components of a Green Zone on a regional map.
  - B. Designate these components of a Green Zone on a regional map and provide a schedule of permitted uses for these lands.



**11. Strategy 8: Ensure the protection and enhancement of ecological and recreational connectivity across the region.**

Should the regional growth strategy:

- A. State the general goal of integrating ecological values into land use development processes through the provision of ecological and recreational greenways in the region.
- B. Provide guidelines for integrating ecological values into land use development processes and identify the ecological and recreational greenways on a regional map.

**12. Strategy 9: Increase transit supply throughout the region and promote walking and cycling.**

Should the regional growth strategy:

- A. State the general goal of increasing transit use throughout the region.
- B. Identify the transit network that provide frequent service on a regional map and set targets for increasing the percent of trips made by transit.
- C. Identify the transit network that provides frequent service on a regional map and set targets for each subregion for increasing transit ridership and trips made by cycling and walking.

**13. Strategy 10: Advance a regional network of roads and highways that prioritizes goods movement, transit operations and high-occupancy vehicles (HOVs).** Should the regional growth strategy:

- A. State the general goal to prioritize the movement of goods, transit and HOVs in the regional network of roads and highways.
- B. Identify the regional roads and highways network on a regional map and state a general plan for prioritizing users.
- C. Identify the regional roads and highways network on a regional map as well as provide guidelines for prioritizing users.

**14. Strategy 11: Manage transportation demand.** Should the regional growth strategy:

- A. State the general goal of managing demand on the regional transportation network.
- B. Identify specific strategies for managing demand on the regional transportation network.

**15. There is a list of indicators on page 23 that could be used to measure our progress toward creating a livable and sustainable region. Would you add anything else to this list?**

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**16. Do you have any other comments?**

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Please return this form by January 31, 2008,  
using the contact information on the front page.

We thank you for your participation and feedback.