METRO VANCOUVER REGIONAL DISTRICT
REGIONAL PLANNING COMMITTEE

REGULAR MEETING

Friday, January 11, 2019
9:00 a.m.
28th Floor Committee Room, 4730 Kingsway, Burnaby, British Columbia

REVISED AGENDA

1. ADOPTION OF THE AGENDA

   1.1 January 11, 2019 Regular Meeting Agenda
   That the Regional Planning Committee adopt the agenda for its regular meeting scheduled for January 11, 2019 as circulated.

2. ADOPTION OF THE MINUTES

3. DELEGATIONS

   On-Table 3.1 Roderick Lewis
   Subject: Regional Planning Committee 2019 Priorities and Work Plan

4. INVITED PRESENTATIONS

5. REPORTS FROM COMMITTEE OR STAFF

   5.1 2019 Regional Planning Committee Priorities and Work Plan
   Designated Speaker: Heather McNeill, Director, Regional Planning and Electoral Area Services
   That the Regional Planning Committee endorse the work plan as presented in the report dated December 21, 2018 “2019 Regional Planning Committee Priorities and Work Plan”.

   5.2 Overview of Metro Vancouver’s Methods in Projecting Regional Growth
   Designated Speaker: Terry Hoff, Senior Regional Planner, Regional Planning
   That the MVRD Board receive for information the report dated December 28, 2018, titled Overview of Metro Vancouver’s Methods in Projecting Regional Growth.

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1 Note: Recommendation is shown under each item, where applicable.
5.3 City of Burnaby’s Regional Context Statement – 5 Year Review
Designated Speaker: Sean Tynan, Regional Planner, Regional Planning
That the MVRD Board accept the City of Burnaby’s Regional Context Statement as submitted to Metro Vancouver on November 20, 2018.

5.4 Manager’s Report
Designated Speaker: Heather McNell, Director, Regional Planning and Electoral Area Services
That the Regional Planning Committee receive for information the report dated December 28, 2018, titled “Manager’s Report”.

6. INFORMATION ITEMS

6.1 Correspondence re Revitalizing the Agricultural Land Reserve and Agricultural Land Commission, dated November 20, 2018, from the Ministry of Agriculture

7. OTHER BUSINESS

8. BUSINESS ARISING FROM DELEGATIONS

9. RESOLUTION TO CLOSE MEETING
Note: The Committee must state by resolution the basis under section 90 of the Community Charter on which the meeting is being closed. If a member wishes to add an item, the basis must be included below.

10. ADJOURNMENT/CONCLUSION
That the Regional Planning Committee adjourn/conclude its regular meeting of January 11, 2019.

Membership:
Coté, Jonathan (C) - New Westminster
Froese, Jack (VC) - Langley Township
Copeland, Dan - Delta
Dueck, Judy - Maple Ridge
Gambioli, Nora - West Vancouver
Guerra, Laurie - Surrey
Hurley, Mike - Burnaby
Kirby-Yung, Sarah - Vancouver
McEwen, John - Anmore
Pollock, Glenn - Port Coquitlam
Stewart, Richard - Coquitlam
Stevens, Harold - Richmond
Vagramov, Rob - Port Moody
To: Metro Vancouver Regional Planning Committee,  
C/O Ms Janis Knaupp,  
Legislative Services Coordinator,  
#4730 Kingsway, Burnaby,  
BC, Canada, V5H 0C6,  
delegations@metrovancouver.org  
gvrdsec@metrovancouver.org  
604-432-6250  
604.432.6284  

From: Mr Roderick V. Louis,  
White Rock, BC,  
Canada,  
604-432-6250  
604.432.6284  

For January 11-2019 meeting

Pls regard this as a request to appear before Metro Vancouver’s Regional Planning Committee at its January 11-2019 meeting…

My interests are affected by actions, and lack of actions, that would result from an arguably deficient report that is on the meetings' agenda*. The report contains a draft, proposed “2019 committee work plan” that committee members are being asked to endorse.

* Item #5.1 “2019 Regional Planning Committee Priorities and Work Plan”:
http://www.metrovancouver.org/boards/search/Pages/default.aspx
Meeting Agenda Package:
http://www.metrovancouver.org/boards/RegionalPlanning/RPL_2019-Jan-11_AGE.pdf - 5 Mb, 47 pages; See pages 3 to 11;

Much, if not all, of the Item 5.1 report and its request for committee members’ endorsement of an arguably deficient “2019 committee work plan” is driven by flawed decisions that were made at the committee’s October 05-2018 meeting at which (then) members endorsed the 2019- 2023 Financial Plan and Annual Work Plan for the Regional Planning function, which subsequently served as the basis for Metro Vancouver’s 2019 Budget that was approved by the MV Board on October 26, 2018.

MV’s Regional Planning Committee’s draft, proposed 2019 “work plan”, should be amended

- to include objectives- and recommended/ proposed actions- that are intended to expeditiously correct the incompetent, grievously flawed and inequitable MV, Translink, city of Vancouver and BC govt decision-making processes that have resulted in current financially dangerous plans to build a $2.9 billion, 3.4 mile-long “Broadway Subway”- that will be only the first leg of what easily could be an $8.4 Billion, 8 and a half mile long subway to UBC- from the city of Vancouver’s Broadway and Commercial area.

An above-ground (elevated) SkyTrain line could be built from Broadway and Commercial area all of the 8.5 miles to UBC’s Point Grey campus for (roughly) one-third of that amount, or $2.8 Billion... And, an above-ground UBC SkyTrain line could be completed more than 7-years sooner than a “UBC subway” line...

"If" such an above ground SkyTrain line was delivered using a Public Private Partnership (P3) model, "only" $1.4 Billion of public funds would be required for design/ construction (with the private sector contributing $1.4 billion)

"5.1.2 ... Metro Vancouver’s priorities for the expansion of the Frequent Transit Network and other transit services are: … i) staging rapid transit expansion (busways or rail), in the following priority corridors:

“Priority 2:

- Connecting or extending the existing rapid transit network in the Broadway/Commercial Drive area to the Central Broadway area.”

3-years later, in 2014 when Translink released its Ten Year “Regional Transportation Investments” planning document: https://tenyearvision.translink.ca/documents/10%20Year%20Vision%20for%20Metro%20Vancouver%20Transportation%20Investments.pdf , 47 pages;

... language in the document makes clear that arbitrary****** decisions had been made to build a subway "extension" to the existing Millennium Line SkyTrain- instead of building an exponentially cheaper "stand alone", above-ground (elevated) SkyTrain line along the Broadway corridor- that would be connected to the Millennium Line by the 2 rail lines having stations in close proximity to each other...

***** These (2014) arbitrary decisions were made without any public consultations, and 4-years before the BC govt/ Translink prepared and publicly released their (March 2018) Broadway Subway "Project Alternatives" report****, and (March-2018) “Business Case”*** for the project. See pages C3 (7 in Acrobat Reader) and 12 (21 in Acrobat Reader)...

https://engage.gov.bc.ca/broadwaysubway/document-library/

Page 35 (38 in Acrobat Reader):

“There were no public consultations that reviewed an elevated (above-ground SkyTrain) option along Broadway”

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MV’s Regional Planning Committee’s 2019 work plan should include:

- Objectives to have the significant inaccuracies***** and biases in favour of building a subway and against building an above-ground SkyTrain line along the Broadway corridor (and or along adjacent avenues)... that are contained in the BC govt’s/ Tranlink’s Broadway Subway project’s March-2018 "Business Case" and “Project Alternatives” reports corrected, and have the project expeditiously re-evaluated and reconsidered- as an 8.4 mile-long, $2.8 Billion above-ground SkyTrain line to UBC, instead of going ahead with building an egregiously inequitable, $2.9 Billion 3.4 mile long subway-to-Broadway-and-Arbutus- that would be the first leg of an eventual $8.4 Billion, 8 and half-mile-long “subway to UBC”

***** Inaccuracies such as: the wrong assertion in these reports that “if” an above-ground SkyTrain line was built, this would result in the loss of 2 of Broadway’s 6 vehicle lanes. (Millennium Line’s designs indicate that only 1 lane would be lost out of Broadway’s 6 to 7 lanes (in many areas Broadway is 7-lanes wide)...
To: Regional Planning Committee

From: Heather McNell, Director of Regional Planning and Electoral Area Services

Date: December 21, 2018

Meeting Date: January 11, 2019

Subject: 2019 Regional Planning Committee Priorities and Work Plan

**RECOMMENDATION**

That the Regional Planning Committee endorse the work plan as presented in the report dated December 21, 2018 “2019 Regional Planning Committee Priorities and Work Plan”.

**PURPOSE**

To provide the Regional Planning Committee with the priorities and work plan for the year 2019.

**BACKGROUND**

At its October 5, 2018 meeting, the Regional Planning Committee endorsed the 2019 - 2023 Financial Plan and Annual Work Plan for the Regional Planning function, which served as the basis for the 2019 Budget approved by the Metro Vancouver Board on October 26, 2018. The 2019 Annual Work Plan included a list of key actions that has been used to develop the Regional Planning Committee’s work plan presented in this report (Attachment 1).

The work plan presented in this report is consistent with the Regional Planning Committee’s terms of reference (Attachment 2) and with the Board Strategic Plan, and is being brought forward for the Committee’s information, review and endorsement. The Board will be developing a new Board Strategic Plan in the spring of 2019, and the Regional Planning Committee work plan can be adjusted as needed.

**2019 WORK PLAN**

The Regional Planning Committee is the standing committee of the Metro Vancouver Board that provides advice and recommendations on policies, bylaws, plans, programs, budgets and issues related to the Regional Planning function.

Key Projects in the 2019 work plan for the Committee are described below:

- Long Range Scenarios
- Urban Centres and Frequent Transit Development Areas Policy Review
- Industrial and Mixed Employment Policy Review
- Agriculture Policy Review
- Environment Policy Review
- Transit Oriented Affordable Housing Study
- Equity in Regional Planning

Regional Planning Committee

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• Food Flow – Agri-Food Distribution Study
• Regional Growth Modelling, Projections and data support for Regional Planning, Utilities and external agencies.

SITUATING 2019 IN THE FIVE YEAR WORK PROGRAM: PREPARING FOR AN UPDATE TO THE REGIONAL GROWTH STRATEGY

Metro Vancouver 2040: Shaping Our Future (Metro 2040) is the regional growth strategy adopted by all member municipalities and the MVRD Board in 2011. Undertaking preparatory work for a 10-year update to the regional growth strategy will frame the Regional Planning work plan for the next number of years. Through the last eight years of implementation, significant effort has gone into assessing performance, progress made, and implementation of Metro 2040’s policies. Over the next year, Regional Planning will be completing the Long Range Scenarios as well as several policy reviews, each intended to take stock of Metro 2040’s policy framework and help shape an update to the regional growth strategy.

The schedule has the policy reviews being completed by the end of 2019, providing 12 to 18 months to develop any policy updates for the regional growth strategy. This would allow a draft to be considered in mid 2021, with adoption targeted for mid-year 2022. A brief description of some of these projects, status updates for those already underway, and information on how they will be integrated into the next iteration of the regional growth strategy, is provided below.

Figure 1. 2019 Metro 2040 Policy Reviews – Towards Metro 2050

Staff thought it would be beneficial to provide a description of these projects and information on how they will be integrated to provide input into a significant update to the regional growth strategy.

Long Range Population, Land Use and Transportation Scenarios
Metro 2040’s planning horizon for regional growth is the year 2041. As there are substantial regional water and liquid waste infrastructure investment decisions that extend out for a much longer timeframe, Regional Planning staff are often asked to extend regional growth strategy projections to an 80-100-year time frame to assist regional utility and transportation infrastructure planning
decisions. To date, these long-range regional growth projections have assumed that the current status and trends affecting regional growth (e.g. economic activity, immigration, climate change, land use policy framework, etc.) will remain relatively constant. With this project, Metro Vancouver is partnering with TransLink to use a scenario planning approach to:

1. identify and test the regional vision and policies of Metro 2040 against a range of key external forces (e.g. emerging technologies, climate change, industrial automation and the changing nature of work, etc.) and develop possible policy responses;
2. engage with and gather input from member jurisdictions and other key stakeholders with a focus on timeframes beyond Metro 2040, the Regional Transportation Strategy or typical Official Community Plans;
3. support planning and capital investment decisions for GVWD, GVS&DD and TransLink; and

Metro 2040 Urban Centres and Frequent Transit Development Area Policy Review
The Urban Centres and Frequent Transit Development Area (FTDA) Policy Review strives to identify opportunities to enhance Metro 2040’s regional growth overlays (i.e. Urban Centres and FTDAs) and associated policies. Metro Vancouver has a long-standing regional growth framework comprised of diverse Urban Centres and supporting policies. The introduction of the FTDA as a tool in Metro 2040 was the first venture into integrating corridors as a regional growth overlay. This policy review explores next steps in improving the integration of corridors and improving the consistency and clarity of the regional tools and the policies associated with them. The outcome of the review is intended to be a set of recommendations to inform policy development for an update to the regional growth strategy.

Phase 1 of the review focused on understanding how the regional growth overlays are being used by member jurisdictions to support structured growth and how they are performing. The objective of Phase 2 is to better understand implementation challenges and to recommend improvements to the growth structuring tools with an aim to supporting the direction of growth to a network of diverse centres and along the Frequent Transit Network.

Metro 2040 Industrial and Mixed Employment Policy Review
Metro 2040 establishes regional Industrial and Mixed Employment land use designations and associated policies. This is an important step in the protection of industrial and job space for the region. However, the intent, understanding, and wording of regional Industrial and Mixed Employment land use policies evolved during the development of Metro 2040, and through implementation with partners, it has become clear that the growth strategy lacks sufficient clarity about the uses and accessory activities appropriate for these lands, with municipalities holding different understandings, intent, policies, and permitted uses for these two regional land use designations.
This work will be undertaken after the completion of the Regional Industrial Lands Strategy, being coordinated by the Metro Vancouver Industrial Lands Strategy Task Force. The strategy seeks to ensure sufficient industrial lands to meet the needs of a growing and evolving regional economy, and will identify recommended actions for a range of stakeholders including Metro Vancouver. The strategy will address industrial land supply constraints, pressures on industrial land for conversion and a broader range of employment uses, site issues and the need for regional coordination. It is expected that the recommendations identified will inform the Metro 2040 policy review.

**Metro 2040 Agriculture Policy Review**
The Agriculture Policy Review will identify opportunities to advance Metro 2040 policies to protect agricultural lands and promote agricultural viability in collaboration with the province, Agricultural Land Commission and member jurisdictions. In preparation for the review, staff are co-hosting the first forum for the BC Agricultural Land Use Planning (ALUP) Policy Lab being led by Dr. David Connell from the University of Northern British Columbia. The ALUP Policy Lab is a new initiative to bring experts together to consider solutions to intractable policy problems impacting agricultural land. The spring forum will explore provincial legislation, the status of Metro 2040 policies and where further investigation and engagement is warranted. Subsequently the Agriculture Policy Review will:

- consider the Metro 2040 policies that have successfully protected agricultural land and supported the viability of farming and where gaps still exist;
- set priorities for the development of policy options with provincial agencies, the Agricultural Advisory Committee and the Regional Planning Advisory Committee (RPAC); and
- conduct the necessary research and evaluation to inform proposed updates to Metro 2040.

**Metro 2040 Environment Policy Review**
The Environment Policy Review is intended to identify improvements to Metro 2040 policies regarding the protection of natural areas and the enhancement of ecological connectivity across urban landscapes, including the incorporation of ecosystem services into decision making. In collaboration with the Regional Planning Advisory Committee, the RPAC Environment Subcommittee and other stakeholders, the project will:

- evaluate Metro 2040 policies (ie. identify what is working, what is not, and any gaps);
- conduct policy research to support the development of policy options;
- host a forum with stakeholders to obtain input; and
- develop and evaluate policy options to inform proposed updates to Metro 2040.

**Transit Oriented Affordable Housing Study – Phase II**
Metro Vancouver and study partners are working to better understand the opportunities and constraints for building new affordable rental housing in transit-oriented locations across the region. In 2017, the study partners examined the challenges and opportunities with building new affordable rental housing. In 2018-2019, the partners are undertaking detailed research about the effectiveness and applicability of specific policies and financial tools.
• Business Case Framework for a Regional Revolving Loan Fund: This component of Phase 2 is preparing a business case framework for a regional revolving loan fund and identifying potential implementation pathways. Some regions, such as Seattle, Denver, and San Francisco, are using regional revolving loan funds as part of their programs to support more transit-oriented affordable rental housing. The funds have been designed to respond to the specific housing development needs in each jurisdiction, whether to support land acquisition, predevelopment costs, or construction costs.

• Implementation Guidance on Major Policy Tools: This component of Phase 2 will prepare an implementation guidance report on four major policy tools which directly or indirectly reduce the cost of land with a view to encourage the creation of new affordable housing. These policy tools include inclusionary housing policies, density bonusing, acquisition and deployment of land and airspace, and rental tenure zoning. These four tools will be set within the full array of tools available to local governments today. Different configurations may be possible to produce financially sustainable strategies to encourage the construction of more affordable rental units in the region.

Equity in Regional Planning
Inequity is an emergent issue that lacks a clear definition in terms of how it impacts planning in the region. Whether related to income, access to services, or vulnerability to financial or physical impacts, this is an opportunity to review how equity can be infused into the next regional growth strategy.

Many of the region’s growth management challenges both drive and are driven by social inequality. Metro Vancouver’s sustainability, livability, and prosperity goals cannot be achieved without action to improving regional social equity and inclusion. Many social equity issues are being managed at the municipal level but these issues are often inter-municipal and regional in scope. Metro Vancouver’s strength as a research-focused planning resource can help to provide insight into the nature of the region’s equity issues and provide a role as a regional convenor to bring a multi-stakeholder approach to this broad, cross-boundary problem.

Food Flow Study: Agri-food Distribution in Metro Vancouver
The study will define the extent of the agri-food distribution system and the connections to land use policy and transportation infrastructure that are necessary for “food flow” – i.e. the movement of the food supply across the Metro Vancouver region. The desired outcomes are local government land use policies that help sustain and enhance a resilient agri-food distribution system.

The first phase of work, completed in 2018, compiled existing sources of information to build an understanding of the location of major food distributors, food wholesalers, large retail food outlets, cold storage and processing facilities in the region in relation to regional land use designations and transportation corridors. In 2019, the results of the initial investigation will be shared with selected groups to further verify the results and consider the information gaps. The work plan includes interviews with the private sector to better understand how food is transported and what infrastructure is most vital for perishable foods that may be at risk during emergency situations.
The results of the study will improve knowledge about the extent of food storage and distribution facilities and essential supporting services in the Metro Vancouver region.

**ALTERNATIVES**

1. That the Regional Planning Committee endorse the work plan as presented in the report dated December 21, 2018 titled “2019 Regional Planning Committee Priorities and Work Plan”.
2. That the Regional Planning Committee endorse the work plan as presented in the report dated December 21, 2018, titled “2019 Regional Planning Committee Priorities and Work Plan” with the amendments provided at the Regional Planning Committee’s January 11, 2019 meeting.

**FINANCIAL IMPLICATIONS**
The priorities in the 2019 work plan of the Regional Planning Advisory Committee are consistent with the 2019 Budget approved by the MVRD Board on October 26, 2018 and with key actions included in the 2019 Annual Work Plan.

**SUMMARY / CONCLUSION**
The work plan presented in this report conveys the priorities for the Regional Planning Committee in 2019 and is consistent with its terms of reference and the 2019 Budget approved by the MVRD Board. Also as per the Committee’s terms of reference, staff welcome the addition of other items identified by Committee members at any time. Staff recommends that Alternative 1 be approved.

**Attachments**
1. Regional Planning Committee 2019 Work Plan
2. Regional Planning Committee Terms of Reference

**Reference:** About Metro 2040 (Regional Growth Strategy)
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<td>Long Range Population, Land Use and Transportation Scenarios – Update</td>
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<td>Transit Oriented Affordable Housing Project (TOAH) Phase 2: Revolving Loan Fund, Policy Tools – Draft Findings</td>
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Regional Planning Committee
Terms of Reference

The Regional Planning Committee is the standing committee of the Metro Vancouver Board that provides advice and recommendations on plans, policies, programs, budgets and issues related to Metro Vancouver’s Regional Planning service.

Committee Responsibilities
Within the scope of the Board Strategic Plan, Metro 2040: Shaping Our Future, and Metro Vancouver Financial Plan, the Committee provides guidance and oversight to staff on the implementation of the annual work plans and business plans that govern the Regional Planning service. Specific Committee responsibilities include:

- **Regional Growth Strategy** – guiding the implementation of Metro 2040: Shaping Our Future, providing an annual report on progress made in achieving the goals of Metro 2040, and guiding the process of reviewing and updating Metro 2040. Reviewing regional context statements submitted to the Board by member municipalities, sewerage extension application alignment with Metro 2040 and reviewing all requested amendments to Metro 2040.

- **Agriculture** – guiding policy analysis undertaken to develop strategies and actions aimed at protecting and enhancing agricultural lands throughout the region. Overseeing the implementation and updating of the Regional Food System Strategy, and considering input provided by the Board’s Agricultural Advisory Committee (which reports to the Regional Planning Committee).

- **Shaping Growth** – guiding the implementation of the region’s growth management framework for the region based on containing growth within an Urban Containment Boundary and focusing growth into a network of Urban Centres and along transit corridors, with an aim to supporting the development of complete communities, the protection of important agricultural, industrial and conservation lands and the efficient provision of utilities and transit.

- **Complete Communities** – initiating and facilitating coordination and dialogue between Metro Vancouver and agencies within the region that develop land use, housing and transportation plans and policies, and that make investments in the broader transportation network. Land use, housing and transportation plans, policies, investments and actions made or taken by other agencies must be carefully coordinated with the regional growth strategy in order to meet the objectives laid out in Metro 2040.

Committee Membership and Meetings
The Chair, Vice Chair and members are appointed annually by the Chair of the Metro Vancouver Board. The Committee meets monthly, except for August and December, and holds special meetings as required. A quorum of 50% plus one of the Committee membership is required to conduct Committee business.
Committee Management
The Committee Chair, or in the absence of the Chair the Vice-Chair, is the chief spokesperson on matters of public interest within the Committee’s purview. For high profile issues the role of spokesperson rests with the Metro Vancouver Board Chair or Vice Chair. On technical matters or in cases where an initiative is still at the staff proposal level, the Chief Administrative Officer or a senior staff member is the appropriate chief spokesperson. Where necessary and practical, the Board Chair, Committee Chair and Chief Administrative Officer confer to determine the most appropriate representative to speak.

The Chief Administrative Officer assigns a Committee Manager for the Committee. The Committee Manager is responsible for coordinating agendas and serves as the principal point of contact for Committee members.
To: Regional Planning Committee

From: Terry Hoff, Senior Planner, Regional Planning

Date: December 28, 2018

Meeting Date: January 11, 2019

Subject: Overview of Metro Vancouver’s Methods in Projecting Regional Growth

RECOMMENDATION
That the MVRD Board receive for information the report dated December 28, 2018, titled Overview of Metro Vancouver’s Methods in Projecting Regional Growth.

PURPOSE
To provide an overview of Metro Vancouver’s role and methods in monitoring and projecting regional growth, primarily for population, housing, employment and land use activity.

BACKGROUND
With the formation of a new Metro Vancouver Board and Regional Planning Committee, it is an opportune time to provide an overview of Metro Vancouver’s regional planning methods in preparing regional growth analytics and projections.

OVERVIEW OF METRO VANCOUVER’S GROWTH ANALYTICS AND PROJECTIONS
Metro Vancouver’s mandate in preparing, implementing and monitoring Metro Vancouver 2040: Shaping our Future (Metro 2040), the regional growth strategy, requires population, housing, employment growth and land use projections for a variety of regional and local planning applications.

The analytics involved in preparing this information can range from relatively simple to extremely complex methods and corresponding resource commitments. To advise and assist Regional Planning Committee members in interpreting Metro Vancouver’s Regional Planning work, staff have prepared a descriptive document titled Metro Vancouver Growth Projections – A Backgrounder (Attachment) as well as a corresponding presentation.

ALTERNATIVES
This is an information report. No alternatives are presented.

FINANCIAL IMPLICATIONS
There are no financial implications.

SUMMARY / CONCLUSION
Metro Vancouver’s Regional Planning function involves a variety of demographic, development and land use and analytics, that are prepared and applied in collaboration with member jurisdictions, other Metro Vancouver departments and associated regional agencies. As the methods involved in preparing this information can be complex and technical, staff have prepared a descriptive document.
titled *Metro Vancouver Growth Projections – A Backgrounder* as well as a corresponding presentation to assist Regional Planning Committee members.

**Attachment:** Metro Vancouver Growth Projections – A Backgrounder
Metro Vancouver Growth Projections – A Backgrounder

Metro Vancouver’s mandate in preparing, implementing and monitoring *Metro Vancouver 2040: Shaping our Future (Metro 2040)*, the regional growth strategy, requires a variety of land use and development analytics. The most fundamental analytical tasks in this role are to coordinate, establish and monitor projections for population, housing, employment and land use.

As a part of a collaborative regional agency, Metro Vancouver’s Regional Planning Division works closely with other Metro Vancouver departments, member jurisdictions and other regional agencies. The Regional Planning Division works especially closely with Metro’s member jurisdictions in coordinating the implementation of *Metro 2040*’s policies with local Official Community Plans (OCPs) through the preparation and updates of Regional Context Statements. This work establishes a shared regional / local perspective on growth that is applicable to Metro Vancouver’s regional water and liquid waste utilities demand planning and to TransLink’s transportation demand modelling to ensure that an appropriate integration among critical regional infrastructure planning and implementation is achieved.

Metro Vancouver’s process in preparing regional growth projections includes establishing a Baseline Scenario, i.e. monitoring current activity and projecting future activity based on the current policy framework and trends. Statistics Canada, through the Census, provides the most reliable comprehensive source of baseline and trend data for population, housing and employment. A variety of other data sources are used to monitor current population, housing, employment and land use activity, which is appended to the baseline data to prepare current estimates and to assess variations in these growth trends. Projections then extend the current estimates out to a desired time horizon based on the indicators, trend analysis and scenario assumptions regarding the many factors influencing regional growth.

A primary methodological tool in Metro Vancouver’s population / demographic projections is the Cohort Projection Model. This well-established modelling tool utilizes a base year population by gender and single year of age for defined geographies, and projects the change in the next year population due to natural increase and migration trends and assumptions on drivers affecting those trends. This demographic model provides the foundation for estimating household formation within the population and associated housing demand. Census trend data on household maintainer rates (i.e. the person identified on Census forms as the primary person in the household) and average household size (i.e. the number of persons per household / dwelling unit) are applied to the population projections to estimate overall regional housing demand and likely choices in structural types of dwelling.

Regional employment projections are derived through comparative projections of the labour force and regional economic sector / employment trends. The allocation of regional employment to each municipality is estimated by the regional share of established economic sector employment within
each, and by relating the regional share of population serving sector employment growth to the regional share of population growth within each respective area.

From a 2016 Census baseline, the Baseline Scenario includes annual growth projections to the year 2050, and more generally extended to the year 2121. Base year (2016), current annual estimates and short term projections (under 10 years) are necessary for numerous program monitoring applications. Longer term projections are more speculative, but necessary in anticipating and assessing potential future land use and infrastructure planning, policies, investment impacts and outcomes.

All projections are, explicitly or implicitly, scenario based. Metro Vancouver’s Baseline Scenario generally assumes that the existing regional growth policy framework remains in place, and that a variety of external factors potentially affecting the region (i.e. migration, the global and national economies, climate impacts, and politics) will remain consistent and stable using 2016 as the benchmark.

Finally, for each of the projections there can be various depths of research, analytics and resources involved in exploring the historic trends and patterns of association among all contributing factors that can influence future events. This can involve very intensive modelling and data acquisition programs, but the intensity and complexity of analytics must be balanced with practical application, resources and time considerations. Given the potential resource demand, Metro Vancouver attempts to combine available staff knowledge and resources from the regional and municipal agencies with commissioned studies to provide reasonable assumptions and estimates of future growth.

**Overview of Methods and Assumptions**

**1.1 Population**

Population is the most commonly applied element in regional growth projections and provides a basis for projecting housing, employment and related land use. Metro Vancouver’s population projections are based largely on Census data base counts and trend demographic indicators, and how those trend indicators may evolve in the future. A cohort survival model is used to coordinate the relationships among the component demographic indicators and dynamics: natural increase – births minus deaths; international immigration and emigration flows; domestic migration flows to and from other areas of British Columbia (intra-provincial migration) and Canada (inter-provincial migration); and inter-municipal migration as residents move among municipalities within Metro Vancouver.

The Cohort Model establishes population by gender and single year of age for a given base year. Then for every subsequent year, the population for that single year of age is predicted by estimating the additions and subtractions due to births, deaths or net migration for that single year of age. Metro Vancouver’s Cohort Model is built for projecting both at the regional level and for each municipality.
Figure 1 shows the projected components of Metro Vancouver’s population growth to the year 2050. From a 2016 base population of 2,570,000, it is anticipated that the population will increase by about 1 million to 3,600,000 by the year 2050.

**Figure 1. Metro Vancouver Baseline Scenario - Projected Population 2016 - 2050**

**Natural Increase**

Natural increase is the capacity of a population within a given jurisdiction to regenerate or degenerate only through births and deaths within the current population. The projected population includes the cumulative projected immigration or migration in estimating births and deaths of the future population.

Projecting natural increase involves methods for projecting the future number births and number of deaths by age within the population.

**Births**

Projecting births begins with historic trends in fertility rates (i.e. births) for women of child bearing age. Vital statistics data is provided annually by each of the BC Health Authority jurisdictions showing current and historic births per 1,000 women aged 15-44 (by component age cohorts).

- **Births = Total number of women by age cohort within in the current population * fertility rate for women by age cohort**

Fertility rates have shifted by large margins over the past 20 years. Overall, rates have been decreasing, with rates for younger women (i.e. 15-30) decreasing while rates for older women (i.e. 30-45) have been increasing. Projecting future patterns in these trend rates must moderate the rates of change in these trends to avoid reaching extreme / unrealistic levels. For example, pure extrapolation of rapidly decreasing rates for women under 25 would result in negative rates in the later 2020s. Therefore, for each cohort, the change in past trend rates are assumed to continue at a
decreasing annual rate over the next 10 years, and to stabilize thereafter throughout the projection period.

Figure 2. Example of Projected Fertility and Survival Rates by Age

Deaths

Projecting future deaths in the Metro Vancouver population is based on historic trends in death/survival rates by age, and assumptions how those rates may change in the future. Statistics Canada assembles vital statistics data on deaths by age and publishes the data annually as Life Tables.

From historic data in the Life Tables, Metro Vancouver’s death projections utilize a survival rate – which is the probability that males and females of a specific age will survive another year.

- Deaths = total persons by single year of age * survival rate for that single year of age

For example, current infant mortality rates indicate that there is a survival rate of 0.996 for males under 1 year of age, or a 99.6% chance that male child will survive past his 1st birthday. Similarly, the survival rate for a female aged 91 is 0.88, or an 88% chance of surviving one more year.

Survival trend rates will continue to increase, especially for older cohorts. However, because rates cannot exceed 1 (i.e. living forever), the rate increases are modified such that rate increases will decrease as the rate approaches 1.0, and cannot reach or surpass 0.999.

The Metro Vancouver projections assume that fertility trends will continue but stabilize within a 10-year time frame, and continue at a constant rate for the remainder of the projection period. With increases in health technology, survival trend rates will continue to increase, especially for older cohorts. However, with the overall aging of the population and a growing share of the population in the older age cohorts, the number of deaths will increase more rapidly than the number of births. Based on these assumptions, population growth by natural increase will decrease from to zero by the early 2030s, and become natural decrease thereafter as deaths will continue to exceed births.
**Immigration**

Future immigration will be the primary variable affecting future population growth and related, housing, employment and land use considerations in Metro Vancouver. Assumptions for the future number of immigrants to Canada choosing to settle in the region are based on the following:

- Federal immigration policy and annual admission quotas; historic regional trends in the annual share of Canada immigration settling in BC and Metro Vancouver. Immigrants are categorized primarily by age, gender, country of origin, but also with regard to admission type classification (i.e. permanent, non-permanent, economic, family, refugee, etc.). Immigrant settlement patterns are based on 2 sources: Census data on place of residence and mobility, and the periodic data published by Canada’s Ministry of Immigration, Refugees and Citizenship.
- Emigration of persons leaving Metro Vancouver to live in other countries. The emigrant estimates are based on periodic data published by Canada’s Ministry of Immigration, Refugees and Citizenship.
- Historic trends in the municipal share of Metro Vancouver settlement destinations for immigrants by age and sex, as indicated by Census mobility data.

Within Metro Vancouver’s Growth Model, the net annual number of immigrants projected for Metro Vancouver is estimated for each projection year, and allocated by gender, single year of age and trend distribution share to each member jurisdiction. It is assumed that the gender and age structure of immigrants and emigrants will remain relatively constant over time, i.e. that Federal immigration policies will maintain approximately 300,000 persons per year for Canada over the short term, with gradual increases based on the aging profile of the national population, economic sector change and labour force demand. The Metro Vancouver share of Canada’s immigration (currently about 11%) is assumed to marginally decrease as larger shares of immigrants settle in other areas of Canada and elsewhere within BC. Therefore, net immigration settling in Metro Vancouver is assumed to be in the 30,000 to 40,000 per year range through the projection period.

Within Metro Vancouver, municipal allocation trends are assumed to continue within the 5 to 10-year term, with a gradual shift toward a more balanced share / distribution of immigrant settlement in relation to overall population growth capacity in each member jurisdiction. The data trends show that the City of Vancouver has accommodated the region’s largest share of recent immigrants over the past 20 years, but has declined substantially from 36% to 30% over that period. Much of this reallocation has been to the City of Surrey which has increased from 13% to 22% over that period, as well as toward a broader distribution among other municipalities.

Alternative scenarios, prepared using a number of identified drivers and disruptors, will consider the potential implications of factors such as climate change on population migration in the world and potential implications for Metro Vancouver’s population growth.
Inter-Provincial Migration

Inter-provincial migration includes the annual number of persons moving to or from Metro Vancouver / each municipality and other provinces in Canada. Trends in the rates of inter-provincial migration primarily relate to the comparative strength of the regional economy, employment opportunities and lifestyle choices in Metro Vancouver versus other regions in Canada.

Net inter-provincial migration in the Metro Vancouver region generally ranges between -5,000 and +5,000 residents per year. However, while the overall regional net flow is relatively minor in overall regional growth projections, there has been an average regional in-migration of 12,000 per year and out-migration 11,000 per year over the past 15 years with varying impacts for each municipality.

Figure 3. Inter-Provincial Migration Patterns Among Metro Municipalities – 5 Year Totals 2011-2016

Within Metro Vancouver’s Growth Model, it is assumed that there will be a modest net inflow of +/- 2,000-4,000 persons per year to Metro Vancouver, and that the historic inter-provincial flow distributions among municipalities will remain relatively consistent. Regional in and out flows are allocated by age and respective jurisdiction. For example, a projected inflow of 12,000 is allocated into historically profiled age and gender cohorts, then allocated to each municipality based on the historical inflow share of those cohorts to each municipality.

Trend data on inter-provincial migration flows for Metro Vancouver and its member jurisdictions is derived from a custom acquisition of Census mobility data – current Census residence and place of residence 5 years ago. This data is cross-referenced by gender, age and municipality to produce a trend profile of migrants and municipal distribution patterns.
Intra-Provincial Migration
Intra-provincial migration includes the number of persons moving to or from Metro Vancouver / each municipality and other regions of British Columbia. Trends in the rates of intra-provincial migration typically primarily relate to the comparative strength of the regional economy and opportunities in Metro Vancouver verses other regions in BC. However, Metro Vancouver’s climate, geography, lifestyle (e.g. cost of living) are also factors that can encourage or discourage this type of migration.

Figure 4. Intra-Provincial Migration Patterns Among Metro Municipalities – 5 Year Totals 2011-2016

Net intra-provincial migration is a more significant factor in overall regional growth projections in the Metro Vancouver region, generally averaging a net loss ranging between 0 and -10,000 residents per year. Through 2011 to 2016, there was a net out-flow of about 5,300 persons per year from Metro Vancouver to other areas of BC. The intra-provincial flow dynamics vary among municipalities and have a significant impact on growth for particular municipalities. Eastern municipalities of Surrey, Langley Township and Maple Ridge, as well as the City of Vancouver, have the highest net out-flow to other areas of B.C.

This migration dynamic is especially relevant to the inter-relationship between Metro Vancouver and the Fraser Valley Regional District (FVRD) (particularly Abbotsford, Mission and Chilliwack). Net population migration flow from Metro Vancouver accounted for about 40% of the population growth in the FVRD between 2011 and 2016. It is expected that this general pattern will continue and potentially increase in future years.
Net outflow can likely be attributed to the increasing cost of living within the region and the increasing aging population utilizing housing equity in retirement years. Considering these factors, the Baseline Scenario projections assume there will be an average net out-flow in intra-provincial migration ranging to 10,000 persons per year by 2050.

Trend data on intra-provincial migration flows for Metro Vancouver and its member jurisdictions is derived from custom acquisitions of Census mobility data – current Census residence and place of residence 5 years ago. This data is cross-referenced by gender, age and municipality.

**Inter-Municipal Migration**

Inter-municipal migration includes the number of persons moving from one Metro Vancouver municipality to another. Trends in the rates of inter-municipal migration typically relate to the particular lifestyle preference and choices for residents and the relative housing, employment and amenity options and opportunities in each municipality.

The effect of inter-municipal migration is quite significant within the region. Between 2011 and 2016 about 40,000 residents changed municipalities. While there is no net change for the region, Figure 5 shows there is a high net out-flow in particular municipalities (e.g. City of Vancouver -3,400/year, Burnaby -1,600/year), and high in-flow in other municipalities (e.g. Surrey, Langley, Maple Ridge). It is assumed that the trend flow patterns will generally continue, at a modifying rate, through the projection periods.

Projections for inter-municipal migration is based on the assumption that, on the average, a relative consistent share of Metro Vancouver residents will be moving among Metro municipalities in any given year - about 1.6% per year. Projections also assume some variance in inter municipal migration anticipating Tsawwassen First Nation urban development from 2016 to 2050 will largely come from inter-municipal migration.

Trend data on inter-municipal migration flows among the municipalities is derived from custom acquisition of Census mobility data – current Census residence and place of residence 5 years ago - cross-referenced by gender, age and municipality.
Figure 5. Inter-Municipal Migration Patterns Among Metro Municipalities – 5 Year Totals 2011-2016

Figure 6. Metro Vancouver Baseline Scenario - Projected Population Growth Components 2016 - 2050
1.2 Occupied Dwelling Unit Demand for the Projected Population

Projecting future housing demand is directly related to the trends and projections in household formation characteristics of the projected population and dwelling choices of those households. Two basic indicators for household formation are the household maintainer rates with the population and average household size.

*Household maintainers* are the individuals identified in the Census as the primary person in a household. In 2016, 39% of (non-institutional) persons in the Metro Vancouver population were identified as household maintainers. Each household maintainer equals one household, and one dwelling unit. The demographic characteristics of the maintainer (i.e. age, gender) are then associated with the structure type and other household type and tenure characteristics (i.e. single person, couple, multi-person non-family etc.). This rate can be further specified by age cohort and gender to account for shifting demographics, and by municipality to account for locational differences and preferences.

*Average household size* is the typical number of persons occupying a dwelling unit, and can be further specified to the location, structure type and other characteristics of dwellings or households. In 2016, the overall average household size for Metro Vancouver was 2.60 persons per private occupied unit (including Census undercount estimates) – ranging from 3.2 for a single detached dwelling to 1.93 for an apartment. For example, a population aged 15+ (non-institutional) of 2.17 million would be multiplied by a household maintainer rate of 0.45 (45%), or an average household size of 2.6, to estimate about 975,000 projected dwelling units.

**Figure 7. Metro Vancouver Baseline Scenario – Projected Dwelling Units 2016 - 2050**

Patterns in household maintainer rates and household size vary over time, affected by changing demographics (e.g. baby boomers’ life cycle, changes to immigration), as well as changing external factors affecting housing choice (e.g. household incomes, housing costs and availability). Maintainer
and household size rates and trends also vary by municipality, age cohort, household type and dwelling structure type.

Based on population projections by age cohort, and trends in household formation rates, total housing demand and dwelling structure type are projected for Metro Vancouver and for each municipality, with consideration for the land use and development / density plans prepared by each municipality, knowledge and advice from municipal planners, and overall land base and development potential within the municipalities.

Housing development throughout the region is distinctly trending toward increasingly dense multi-unit forms, with apartments comprising about 60% of new housing growth. Many municipalities have revised development plans and allowable densities for various types of more intense housing development in urban centre areas, major transit locations, as well as redevelopment / intensification of existing and new urban neighbourhoods.

By about 2030-2035 all new housing development will be through redevelopment and intensification of the existing urban land base. This likely will take the form of apartments in and around the core areas (i.e. urban centres and transit station / corridors) and various forms of housing intensification replacing aging single detached dwellings within many existing urban neighbourhoods and throughout the region.

By 2050 the region’s projected population of 3.6 million is expected to require about 1.4 million dwelling units. It is anticipated that apartments will continue to take about 62% of new unit growth, increasing the share of the housing stock from 42% to 57%. The other primary source of housing growth, i.e. the redevelopment of the existing single detached dwellings into hybrid forms (e.g. accessory units, x-plexes, laneway units, etc.), will take about 38% of new unit growth, increasing the share of housing stock from about 29% to 34%. The share of single detached units is projected to decrease from 29% to 15% of the total housing stock through the same period. Projections beyond 2050 assume that the land base will remain stable, the forms development will continue and that increasing intensification and resulting densities will be accommodated.

Figure 8 shows the projected change in housing stock to the year 2050. As residential growth is primarily through redevelopment and intensification, it is anticipated a large portion of the existing single detached housing (one unit/one lot) stock will gradually be redeveloped or renovated toward multi-unit ground oriented structures (secondary units, laneway, x-plexes, row houses).
1.3 Land Base and Residential Growth

It is assumed that the existing land base for growth as set out in Metro 2040 can accommodate the projected population / housing demand through the projection period. The Metro 2040 growth concept has been incorporated into the respective municipal OCPs to contain 99% of housing growth within the UCB, to have about 40% of new dwelling units within designated Urban Centres, 28% along major transit corridors, and about 30% through intensification of the remaining urban-designated areas. The relative shares of housing growth within each municipality will vary according to the number of Urban Centres, the major transit services available, the availability of undeveloped urban lands, and housing intensification patterns.

There are currently about 6,000 hectares of lands designated General Urban within the UCB that are currently undeveloped or rural and planned for future urban growth. Over the past 20 years Metro Vancouver’s growth has been about 20% through new urban development and 80% through intensification of the established / developed areas. It is assumed that the remaining urban lands within the UCB will be largely developed over the next 15-20 years.
1.4 Employment

Projecting future employment growth is inter-related between the type and level of economic activity in the region, trends in employment demand, and the regional population labour force. Although all projection work is speculative, employment projections are much more speculative in relation to indicators, trends and monitoring data, and more volatile in relation to periodic fluctuations in the regional economy.

Metro Vancouver establishes a Census baseline for labour force and allocations of employed labour force by industry and occupation sectors of the regional economy, as well as the inter-regional residence-work flow. The Statistics Canada Labour Force Survey is used as an inter-censal monitor of employment activity. However, as this a small sample survey, it is used only to estimate total employment estimates at the regional level, and to assess employment sector trending at the regional level.

Under the Baseline Scenario, it has been assumed that Metro Vancouver’s regional economic growth and sectoral composition will be relatively stable in future years, with some trending projected
among the component industry sector shares of regional economic / employment activity. Significant factors such as technology, aging population / labour force, and the part-time / gig employment will affect employment demand trends, but the projections do not attempt a detailed modelling of these factors. Although they are multi-dimensional, it is generally and simply assumed that the economy and employment will be proportionately consistent with the current status, but with trends in sector composition, employment demand and labour force demographics reducing overall employment in relation to population / labour force.

Figure 10. Metro Vancouver Baseline Scenario – Employment Projections 2016 – 2050

Metro Vancouver’s sectoral employment trends and projected population / labour force is used as a reference for estimating regional employment. Assumptions on the proportional share for growth among industry sectors, and in the proportions of jobs within each sector, are used to estimate future employment in the region. This work is informed and supplemented by analysis commissioned from external agencies including the Conference Board of Canada and local consultants, and compared to other available studies and projections – including existing municipal economic development studies or strategies which include employment goals or projections.

The regional level growth projections are assumed to distribute among municipalities according to the share of industry employment in each municipality, and share of population growth in each municipality. Employment in each industry sector is assessed according to the likelihood that future employment will be location dependent (e.g. ports, agriculture, education institutions) or population serving (e.g. retail, food services). Subsequently, the employment in those sectors is proportionately allocated to municipalities based on the shares of industry related employment within that municipality and that municipality’s share of projected regional population growth. The draft results are discussed with member jurisdiction staff and iterated with consideration for existing local plans, policies and studies.
From a 2016 base of 1,335,000 jobs, Metro Vancouver’s Baseline Scenario assumes an increase in the range of 460,000 for a total of about 1.8 million jobs by the year 2050. However, implicit in this total is a general assumption that there will be a decreasing ratio of jobs to population and a much higher proportion of part-time in relation to full time jobs. Metro Vancouver will be exploring employment trends and potential scenarios through 2019.

**Conclusion**

Metro Vancouver’s projections are updated on a regular basis, as new sources of data become available and as the Census is undertaken. The projections are not static, but rather evolve over time. The currency of the projections is critical to utility, transportation, housing and other forms of long range planning in the region. Metro Vancouver continues to work closely with member jurisdictions, other regional agencies and key stakeholders to provide and share data to build accurate and consistent population, housing and employment projections.
To: Regional Planning Committee

From: Sean Tynan, Regional Planner, Regional Planning

Date: December 21, 2018

Meeting Date: January 11, 2019

Subject: City of Burnaby Regional Context Statement – Five Year Review

RECOMMENDATION
That the MVRD Board accept the City of Burnaby’s Regional Context Statement as submitted to Metro Vancouver on November 20, 2018.

PURPOSE
To seek MVRD Board acceptance of the City of Burnaby’s 2013 Regional Context Statement as requested in the City of Burnaby’s letter dated November 20, 2018.

BACKGROUND
Metro Vancouver received a letter from the City of Burnaby dated November 20, 2018 requesting continued acceptance of its 2013 Regional Context Statement (Attachment 1). Local Government Act Section 448 (2) notes that the Board must respond by resolution within 120 days after receipt indicating whether or not it accepts the regional context statement. If the Board fails to respond within this period of time, the Regional Context Statement is deemed to be accepted.

This report brings forward the City of Burnaby’s request for acceptance of its 2013 Regional Context Statement for consideration by the Regional Planning Committee and MVRD Board.

REGIONAL CONTEXT STATEMENT REQUIREMENTS UNDER THE LOCAL GOVERNMENT ACT
Section 446 of the Local Government Act requires that each member jurisdiction submit a regional context statement that identifies the relationship between the municipality’s Official Community Plan (OCP) and the relevant regional growth strategy, and how the OCP is, or will be made, consistent with the regional growth strategy over time. When the MVRD Board considers acceptance of a regional context statement, it is expected that it be “generally consistent” with the goals, strategies, actions, and parcel-based regional land use designations in Metro Vancouver 2040: Shaping our Future (Metro 2040), the regional growth strategy.

Local Government Act Section 448 (1) (c) requires that municipalities review their Regional Context Statement at least once every five years after its latest acceptance by the Board and, if no amendment is proposed, to submit the regional context statement to the Board for its continued acceptance. The five-year review provides an opportunity for the member jurisdiction to consider if any changes have occurred to its OCP that would trigger an amendment to the Regional Context Statement.
BURNABY REGIONAL CONTEXT STATEMENT AND METRO 2040 ALIGNMENT

In 2013, the City of Burnaby submitted its Regional Context Statement to Metro Vancouver, and it was accepted by the MVRD Board on November 15, 2013. The November 15, 2013 staff report stated that a number of items should be addressed in the Regional Context Statement at the next available opportunity. These included items included:

- consider adjusting municipal growth projections;
- include a clear definition and policies to exclude non-residential major trip generating uses from General Urban areas outside of Urban Centres and Frequent Transit Development Areas;
- reference detailed policies to direct office development to Urban Centres; and
- commit to developing a Housing Action Plan.

Additional detail on the 2013 comments provided by Metro Vancouver staff to the City of Burnaby are included in Attachment 2. Since 2013, Metro Vancouver has worked closely with member jurisdictions to update Metro 2040’s growth projections to align with accepted Regional Context Statements; therefore, the first item identified above has been sufficiently addressed. The other three items remain outstanding and should be addressed at the next available opportunity.

The request for continued acceptance of the 2013 Regional Context Statement is based on a City of Burnaby staff assessment and Council resolution that the Regional Context Statement is current and accurately identifies the relationship between Burnaby’s OCP and Metro 2040. City of Burnaby staff note that the City will be embarking on an update to its OCP beginning in 2019, a process that would necessitate an updated Regional Context Statement.

The City of Burnaby’s letter and staff report further indicate several plans and programs that demonstrate progress towards the goals and aspirations of Metro 2040, the City’s OCP and the 2013 Regional Context Statement. These include:

- completion of the City’s Environmental Sustainability Strategy and Community Energy and Emissions Plan;
- completion of the Metrotown Downtown Plan;
- completed master plans to support growth in Brentwood, Lougheed and Edmonds Municipal Town Centres;
- development of a Secondary Suite Program and City Lands Program for non-market housing; and
- significant progress towards an update to the Transportation Plan.

The City’s Regional Context Statement should be updated to reflect the status and outcomes of these plans and policies. In addition, an update to the Regional Context Statement provides an opportunity to identify Frequent Transit Development Areas as a means to align local aspirations for growth with Metro 2040 and to better describe the spatial distribution of anticipated growth to support Metro Vancouver’s utility demand planning and service provision.
While there are several potential updates that would improve alignment between the City of Burnaby’s Regional Context Statement and Metro 2040, it may be inefficient to require these updates now when a substantive OCP update is planned to begin in 2019. Therefore, staff recommend Alternative 1.

**ALTERNATIVES**
1. That the MVRD Board accept the City of Burnaby’s Regional Context Statement as submitted to Metro Vancouver on November 20, 2018.
2. That the MVRD Board decline to accept the City of Burnaby’s Regional Context Statement as submitted to Metro Vancouver on November 20, 2018 and request that the City of Burnaby update its Regional Context Statement to address the outstanding items noted in the report dated December 28, 2018, titled “City of Burnaby Regional Context Statement – Five Year Review”.

**FINANCIAL IMPLICATIONS**
If the Board chooses Alternative 1, there are no financial implications. The City of Burnaby will be notified of the Regional Context Statement acceptance and staff will work with City of Burnaby staff on an updated Regional Context Statement aligned with its planned OCP update.

If the Board chooses Alternative 2, to decline to accept the regional context statement, a dispute resolution process may occur, as prescribed in the *Local Government Act*. The cost for this dispute resolution is prescribed based on the proportion of assessed land values; Metro Vancouver would be responsible for most of the associated costs.

**SUMMARY / CONCLUSION**
The City of Burnaby has requested continued acceptance of its 2013 Regional Context Statement. In accordance with the provisions of the *Local Government Act*, each member jurisdiction’s regional context statement must be reviewed at least every five years, giving the local government an opportunity to consider whether any recent municipal planning studies or changes to its OCP trigger changes to its regional context statement. The City’s 2013 Regional Context Statement remains generally consistent with the goals, strategies and actions in *Metro 2040*. While there are several potential updates that would improve alignment between the City’s Regional Context Statement and *Metro 2040*, it may be inefficient to require these updates when a substantive OCP update is planned for 2019. Staff therefore recommend continued acceptance of the City of Burnaby’s Regional Context Statement, acknowledging the City’s intent to update its RCS in concert with the intended OCP update.

**Attachments** *(Orbit Doc #27767417)*
1. Correspondence dated November 20, 2018 from the City of Burnaby re: City of Burnaby Regional Context Statement – Five Year Review
2. Staff report titled “Consideration of the City of Burnaby’s Regional Context Statement”, dated October 22, 2013

**Reference:** [2013 City of Burnaby Regional Context Statement](#)
Councillor Sav Dhaliwal, Chair  
Metro Vancouver Board  
Metrotower III, 4730 Kingsway  
Burnaby, BC V5H 0C6

Dear Councillor Dhaliwal:

Subject: Burnaby Regional Context Statement – Five Year Review

Burnaby City Council, at its Open Council meeting held on 2018 November 19, received the above noted report from the Planning and Development Committee reviewing the City’s Regional Context Statement and recommending application to the Metro Vancouver Board of Directors for continued acceptance. The following recommendation was adopted:

1. THAT the Mayor, on behalf of Council, write to the Metro Vancouver Board of Directors to request continued acceptance of Burnaby’s existing Regional Context Statement.

As directed by Council, a copy of the staff report is enclosed for your information.

Yours truly,

[Signature]

Mike Hurley  
MAYOR
PLANNING AND DEVELOPMENT COMMITTEE

HIS WORSHIP, THE MAYOR
AND COUNCILLORS

SUBJECT: BURNABY REGIONAL CONTEXT STATEMENT – FIVE YEAR REVIEW

RECOMMENDATION:

1. THAT the Mayor, on behalf of Council, write to the Metro Vancouver Board of Directors to request continued acceptance of Burnaby's existing Regional Context Statement.

REPORT

The Planning and Development Committee, at its meeting held on 2018 October 30, received and adopted the attached report reviewing Burnaby's Regional Context Statement and recommending application to the Metro Vancouver Board of Directors for continued acceptance.

Respectfully submitted,

Councillor C. Jordan
Chair

Councillor D. Johnston
Vice Chair

Copied to: City Manager
Director Planning and Building
City Solicitor

Regional Planning Committee
PREFACE:

Item: COMMITTEE REPORT
Meeting: 2018 Oct 30

1. INTRODUCTION

On July 29, 2011, the Metro Vancouver Board adopted the Regional Growth Strategy, "Metro Vancouver 2040 – Shaping Our Future" (Metro 2040). On June 19, 2013, in accordance with requirements of the Local Government Act, the City submitted a Regional Context Statement to the Metro Vancouver Board of Directors, which identified the relationship between Burnaby's OCP and Metro 2040. This Regional Context Statement was officially accepted by the Metro Vancouver Board on November 15, 2013.

The Local Government Act specifies that official community plans must contain a regional context statement that identifies the relationship between the official community plan and the regional growth strategy. The Act also states that local governments must review the regional context statement at least once every five years after its latest acceptance by the (regional district) board and, if no amendment is proposed, submit the statement to the board for its continued acceptance. As such, it is now time for the City to review its Regional Context Statement.

2. POLICY

The Regional Context Statement Review is aligned with the City of Burnaby's Corporate Strategic Plan by supporting the following goals and sub-goals of the Plan:

A Safe Community
- Transportation Safety
  - Make City streets, pathways, trails and sidewalks safer
A Connected Community
• Partnership
  ▪ Work Collaboratively with businesses, educational institutions, associations, other communities and governments
• Geographic Connection
  ▪ Ensure that people can move easily through all areas of Burnaby, using any form of transportation

An Inclusive Community
• Serve a Diverse Community
  ▪ Ensure City services fully meet the needs of our dynamic community

A Healthy Community
• Healthy Life
  ▪ Encourage opportunities for healthy living and well-being
• Healthy Environment
  ▪ Enhance our environmental health, resilience and sustainability

A Dynamic Community
• Economic Opportunity
  ▪ Foster an environment that attracts new and supports existing jobs, businesses and industries
• Community Development
  ▪ Manage change by balancing economic development with environmental protection and maintaining a sense of belonging
• City Facilities and Infrastructure
  ▪ Build and maintain infrastructure that meets the needs of our growing community

3.0 DISCUSSION

Since the 2013 acceptance of Burnaby’s Regional Context Statement, Burnaby’s development has continued to be guided by the adopted OCP. Metro 2040 has been amended from time to time; however, the policy framework and other substantive matters addressed by the Regional Context Statement have remained the same. Therefore, the existing Regional Context Statement continues to accurately identify the relationship between the City’s OCP and the current Regional Growth Strategy.

Since 2013, Burnaby has completed a number of plans and implemented programs that align with the existing Regional Context Statement and Regional Growth Strategy. For example, the City has completed the Environmental Sustainability Strategy, the Community Energy and Emissions Plan, the Metrotown Downtown Plan, the Secondary Suites Program, the City Lands Program for non-market housing, policy for a new vision, themes and goals for an updated transportation plan; and has also adopted master plans to support growth in the Brentwood, Lougheed and Edmonds Town Centres. This work provides a strong policy foundation for a future OCP update, which is anticipated to begin in 2019.
Metro Vancouver has indicated it is currently reviewing Metro 2040 and preparing for a future update. Staff expect that the OCP will be updated during the same time period. This provides an opportunity for matters of regional and local interests to be considered concurrently, and for Burnaby to develop a new Regional Context Statement as part of its updated OCP that reflects the relationship between local and regional growth management policy, as required by legislation.

4.0 CONCLUSION

Staff have reviewed the existing Regional Context Statement and determined that it is current, as it accurately identifies the relationship between Burnaby’s OCP and Metro 2040. As the policy framework for both the OCP and Metro 2040 have remained the same since the acceptance of the Regional Context Statement, the Regional Context Statement remains current, and is suitable for resubmission. With Council adoption of this report, staff will submit the existing Regional Context Statement to the Metro Vancouver Board for acceptance. As part of the forthcoming OCP update, the City will be required to develop and submit an updated Regional Context Statement to the Metro Vancouver Board of Directors, which will reflect the new policy framework of the OCP, and its relationship to the Regional Growth Strategy at that time. Until such time, continued acceptance of the existing Regional Context Statement is appropriate and it is recommended that it be resubmitted to the Metro Vancouver Board for acceptance.

Lou Pelletier, Director
PLANNING AND BUILDING

SC:sla
cc: City Solicitor
    City Clerk

P:\76000 Coffity OCP 40 Regional Context Statement 2018 Request to resubmit RCS Request resubmission of RCS PIX Report 2018 10.30.docx
To: Regional Planning and Agriculture Committee

From: Eric Aderneck, Senior Regional Planner  
Planning, Policy and Environment Department

Date: October 22, 2013  
Meeting Date: November 8, 2013

Subject: Consideration of the City of Burnaby’s Regional Context Statement

RECOMMENDATION
That the Board accept the City of Burnaby’s Regional Context Statement as submitted to Metro Vancouver on July 26, 2013.

PURPOSE
The purpose of this report is to request that the Board consider the City of Burnaby’s Regional Context Statement in accordance with Section 866 of the Local Government Act.

BACKGROUND
On July 29, 2011, the Metro Vancouver Board adopted the Regional Growth Strategy. Pursuant to Section 866 of the Local Government Act, each local government must submit a Regional Context Statement within two years of the adoption of the new Regional Growth Strategy.

A Regional Context Statement (RCS) identifies the relationship between the municipality’s Official Community Plan (OCP) and the Regional Growth Strategy (RGS), and, if applicable, how the Official Community Plan is to be made consistent with the Regional Growth Strategy over time. The RGS identifies Metro Vancouver’s role to accept (by a simple majority weighted Board vote) Regional Context Statements that support the goals and strategies of the RGS. The role of municipalities is to adopt RCSs that specify how the municipality’s OCP addresses each of the applicable RGS policy actions. In considering an RCS, the Metro Vancouver Board’s expectation is that the content of an acceptable RCS is generally consistent with the Goals, Strategies and Actions and the parcel based regional land use designations in the RGS.

The Burnaby RCS was received by Metro Vancouver on July 26, 2013, for consideration of acceptance by the Board (Attachments 1 and 2). Metro Vancouver must respond within 120 days of receipt of the Regional Context Statement (November 23, 2013). Pending acceptance by the Metro Vancouver Board, Burnaby would then hold a Public Hearing and give final readings to enact the OCP/RCS Bylaw (anticipated in late 2013). No other municipal public consultation is proposed.

DISCUSSION
Burnaby Official Community Plan
Burnaby’s current Official Community Plan was adopted in 1998, and is supported by a number of community plans (Town Centres, Urban Villages, Suburban Multi-Family Areas, Mixed-Use Areas, Park/Conservation Areas). The City intends to develop a new OCP by 2016 which will better support the RGS and include further specific links between the OCP, area plans and supporting policies.
The Burnaby OCP/RCS Bylaw which received 1st Reading contains a new section 3.2.6 “A Community within a Livable Region” (Attachment 3) which updates references to the Livable Region Strategic Plan to the Regional Growth Strategy, and includes the new Regional Context Statement.

City of Burnaby Context
The City of Burnaby is one of the larger municipalities in the region, and is centrally located with excellent transportation access. Most of Burnaby is urban, along with municipal and regional parks. The City contains a significant amount of commercial and employment activity, and new high density residential developments. Land use and transportation decisions in Burnaby have impacts on the wider region.

Comments on Burnaby Regional Context Statement
Burnaby staff provided to Metro Vancouver a draft RCS on June 14, 2013 for review, with Metro Vancouver staff being asked to provide written comments by June 17. These preliminary comments were prepared under a condensed timeline in order to have the RCS advance to the Burnaby Community Development Committee on June 25. Additional Metro Vancouver staff comments were provided on July 17. On July 8, Burnaby Council approved the advancement of a bylaw to amend its Official Community Plan Bylaw with the new RCS, and on July 22 Council gave the Bylaw 1st Reading.

As a regular practice, municipalities send their draft RCS to Metro Vancouver staff before and at OCP Bylaw 1st Reading for comment, and Metro Vancouver staff can make requests for changes at that time. Then the municipality sends the revised RCS to Metro Vancouver for acceptance after Public Hearing. As a result, there are generally no further changes requested by Metro Vancouver at this time, as changes were made prior to Public Hearing. However, Burnaby submitted their RCS to Metro Vancouver for acceptance before their Public Hearing in order to meet the July 29, 2013 RCS submission deadline. Consequently, several of the comments provided by Metro Vancouver staff were not incorporated into the Burnaby RCS, and these changes cannot be made without asking Burnaby to revise and resubmit their RCS. The Local Government Act, section 866(4) states that any changes to the Regional Context Statement must be submitted to the Metro Vancouver Board for acceptance or non acceptance. Consequently, staff is recommending that these items be addressed collaboratively moving forward, and included in the next opportunity to update the RCS and OCP.

The following section highlights Burnaby’s commitment in their RCS to the RGS under each of the five RGS goals.

Goal 1 – Create a Compact Urban Area
Urban Containment Boundary
The City of Burnaby has included a map which depicts its portion of the Urban Containment Boundary (UCB), which is along the shore on Burrard Inlet and the shore of the Fraser River. All of Burnaby is within the UCB; this is consistent with the mapping in the RGS.

Population, Dwelling Unit and Employment Projections
Table A.1 of the RGS sets out population, dwelling unit, and employment projections as guidelines for long range planning in Metro Vancouver and member municipalities. The RCS growth projections are important to achieve consistency between local and regional plans, and also
become the basis for regional water, liquid waste and solid waste demand planning, as well as regional transportation modeling. All regional works and services must be consistent with the RGS.

The Burnaby RCS indicates that their OCP provides ample development capacity to accommodate the long term Regional Growth Strategy projections for the City. The Burnaby RCS projects a population of 345,000, with 149,300 dwelling units, and 203,000 jobs for 2041. This is consistent with the RGS. However, the growth projections provided in the RCS indicate that Burnaby anticipates employment growth to be slower than expressed in the RGS between 2011 and 2021, with growth slowing to about half the historic rate, then doubling the historic rate over the 2021-2031 period. There are apparent discrepancies in growth rates between the Burnaby RCS Tables A, B, and C and the text statement on RCS page 6. Table 1 compares the growth projections from the Burnaby RCS and the RGS, and variances.

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City of Burnaby Source: Burnaby Regional Context Statement, July 2013.  
Metro Vancouver Source: 2006, 2021, 2031, 2041 - Regional Growth Strategy; 2011 - Census (plus undercount) and National Household Survey

It is intended that growth projections contained in accepted Regional Context Statements be incorporated into the Regional Growth Strategy to strive for alignment with municipal numbers in future regional planning and utility planning efforts. Metro Vancouver staff will work collaboratively with Burnaby staff to assess whether Burnaby’s numbers will be part of an overall housekeeping RGS amendment to reconcile the adopted RGS numbers with accepted Regional Context Statements.

**Urban Centres**

Consistent with the RGS, Burnaby’s RCS identifies Metrotown as a Regional City Centre, and Brentwood, Lougheed and Edmonds as Municipal Town Centres. Burnaby also has indentified in its OCP Urban Villages as well as other areas for growth. For Burnaby, between 2006 and 2041, 88% of all new dwelling units and 56% of new jobs will be directed to Burnaby’s four Urban Centres, which is supportive of the RGS’s targets for focusing growth to these types of locations (RGS targets: 40% and 50%, respectively). Growth will also occur in other Urban Village / Local Centre locations.
Metrotown Regional City Centre is Burnaby’s largest Centre, and has been planned as a centre of activity with opportunities for regional office locations, large scale high density commercial uses, and medium to high density residential development. The Regional Context Statement indicates that 29% of new dwelling units and 21% of new jobs are directed to Metrotown over the 2006 to 2041 period. These targets are reasonable given the significant amount of ongoing high density development occurring in this area, and the significant population and employment growth projected for Burnaby.

Municipal Town Centres (Lougheed, Brentwood, and Edmonds) are fundamental components of the City’s long established urban structure and generally accommodate similar opportunities for higher densities and intensity use. These three centres are well positioned to develop with substantial medium to high density residential forms, and to accommodate local, sub-regional and regional servicing retail, commercial and office development in close proximity to major road and transit facilities, and institutional and recreational amenities. The RCS indicates that of Burnaby’s growth over the 2006 to 2041 period, 59% of new dwelling units and 35% of new jobs will be directed to these three Municipal Town Centres.

Frequent Transit Development Areas – The RGS provides for the designation of Frequent Transit Development Areas (FTDAs) by municipalities as an additional overlay on land use destinations for higher density development along TransLink’s Frequent Transit Network. Burnaby is not currently including any proposed FTDAs in their RCS, although generally supports the concept of higher density development near transit. Ideally, the RCS would contain a work towards commitment to develop FTDAs as part of the preparation of an updated OCP, which would require TransLink review and Metro Vancouver approval.

Policies to Exclude Non-Residential Major Trip Generating Uses
RGS action 1.2.6 d iv) directs municipalities to “include policies for General Urban Areas which: . . . iv) exclude non-residential major trip-generating uses, as defined in the Regional Context Statement, from those portions of General Urban areas outside of Urban Centres and Frequent Transit Development Areas”. Burnaby’s RCS states that such uses are limited to Burnaby’s Mixed Employment Areas and Special Employment Areas, including new suburban business centres/office parks. This does not fully respond to the RGS, as municipalities have been requested to define non-residential major trip generating uses and explicitly exclude them outside of Urban Centres and FTDAs. This gap should be addressed at the next opportunity to revise the RCS through the provision of a definition and policies for major trip generating uses in support of RGS 1.2.6(d) (iv).

Policies That Encourage Office Development
One of the key strategies in RGS Goal 2 is to support the development of office space in Urban Centres. RGS action 1.2.6 b iii) asks municipalities to include policies and incentives for Urban Centers to encourage office development. However, the response provided in the RCS is a list of goals and directions; detailed policies and incentives in the RCS and supported in the OCP to advance these goals would assist with implementation. This gap should be addressed at the next opportunity to revise the RCS through the inclusion of detailed policies to direct office development to Urban Centres.
Goal 2 – Support a Sustainable Economy
Promote Land Use Patterns That Support a Diverse Regional Economy
The RCS contains many policies that support economic development in Urban Centres and other employment areas. Burnaby’s plans include consideration for employment related land uses which are supportive of the economy. To further advance this, the Burnaby Economic Development Strategy could be further incorporated into the OCP when it is updated.

RGS Action 2.1.4 b) asks municipalities to include policies and incentives to encourage office development in Urban Centres. However, as also noted in the comments for Goal 1, the response provided in the RCS is a list of goals and directions. This gap should be addressed at the next opportunity to revise the RCS through the inclusion of detailed policies to direct office development to Urban Centres.

Protecting the Supply of Industrial Land / Policies for Mixed Employment Areas
The City of Burnaby has industrial lands in various locations throughout the City, including major areas in Lake City, Still Creek, Edmonds, Big Bend, and Hastings East. The RCS Industrial and Mixed Employment designations are consistent with the RGS mapping.

The RGS Industrial lands policy supports protection of those lands, and the identification of the lands on the Regional Context Statement map provides further support for the retention of those areas for industrial purposes. Supportive of RGS policy, Burnaby’s OCP protects these lands for a range of industrial uses while limiting other uses, and encourages better utilization and intensification of industrial lands.

The RGS also accommodates Mixed Employment areas, while discouraging further expansion of these areas. The RGS objectives for Mixed Employment areas are supported by City policies that maintain industrial use as the base zoning, that permit office and retail use in clearly defined areas, and that do not permit residential use.

Protecting Agricultural Land and Promoting Agricultural Viability
The Burnaby OCP identifies agricultural lands located in the southern part of the City, consistent with RGS mapping. OCP policies are intended to discourage farm fragmentation, maintain and improve agricultural production potential, and support agricultural opportunities. To further advance this objective, agriculture/food provisions from the Burnaby Social Sustainability Strategy and Economic Development Strategy could be incorporated into the updated OCP.

Goal 3 – Protect the Environment and Respond to Climate Change Impacts
Protecting Conservation and Recreation Lands and Enhancing Environmental Features
The RCS protects a number of Conservation and Recreation areas in Burnaby, covering 150 parks and 5,500 acres of open space, representing 25% of the City’s land base. This includes greenways that connect to the wider Metro Vancouver Regional Recreation Greenway Network. Municipal policies also protect, enhance and restore important ecological features.

Reducing Energy Consumption and Greenhouse Gas Emissions, and Improving Air Quality
The Burnaby RCS contributes to achieving greenhouse gas emission reductions by identifying in the OCP supportive land development and transportation strategies, community design and facilities, infrastructure and amenity investments, and supportive policies and programs.
The RCS identifies an OCP goal from 2010: working towards an interim greenhouse gas emissions reduction target of 5% from 2007 levels through the City’s environmental sustainability initiatives, community plans and corporate programs. To further advance this objective, applicable provisions, including specific greenhouse gas reduction targets and actions from the Burnaby Environmental Sustainability Strategy and Community Energy Emissions Plan could be incorporated into the updated OCP.

Withstanding Climate Change Impacts and Natural Hazard Risks
The Burnaby RCS states that the City will continue to encourage land use and development that minimizes risks associated with climate change and natural hazards through the regulatory process, procedures, and actions.

Goal 4 – Develop Complete Communities
Provide Diverse and Affordable Housing Choices
The City of Burnaby has an extensive array of policies to address its housing needs. These policies, strategies and actions identify housing needs in Burnaby, desired outcomes, and initiatives and tools to increase the supply of diverse and affordable housing options, and support infill development, and high density development especially at locations along SkyTrain transit corridors. The Burnaby staff report states that Burnaby will develop a future Housing Action Plan, which is a requirement of the RGS; however, this commitment is not stated within the RCS. The RCS should clearly commit to developing a required new Housing Action Plan.

Developing Healthy and Complete Communities
The City of Burnaby has a policy framework to address the RGS goal of developing healthy and complete communities. The RCS supports compact, mixed use communities, locating appropriate institutional uses and amenities in urban centres, providing public spaces, supporting active living, and reinforcing small scale local centres.

To further advance these objective, applicable provisions from the future Housing Action Plan, Burnaby Affordable Housing and Homelessness Report, and Social Sustainability Strategy could be incorporated into the updated OCP. Further, along with the OCP update, some of the noted ‘work towards’ statements could be advanced with specific policies and actions.

Goal 5 – Support Sustainable Transportation Choices
Coordinate Land Use and Transportation to Encourage Transit, Cycling and Walking
The RCS encourages a greater share of trips made by transit, cycling and walking and support for TransLink’s Frequent Transit Network through policies and actions that advance municipal and regional transportation systems and demand management strategies.

Safe and Efficient Movement of Vehicles for Passengers, Goods and Services
The RCS includes a map detailing truck routes and goods movement, and related land use areas, and supports optimizing the efficient movement of vehicles on the Major Road Network and other transportation facilities. The RCS also indicates policies and plans that support transportation systems and demand management strategies. To further advance this objective, applicable provisions from the Burnaby Transportation Plan could be incorporated into the updated OCP.
Regional Land Use Designation Changes and Municipal Flexibility
The Burnaby RCS land use designation map is consistent with the RGS designation mapping – no designation changes are proposed. The RCS notes that the municipal flexibility provided for in RGS sections 6.2.7 & 6.2.8 apply to Burnaby, thereby allowing minor land use designation adjustments within its OCP without the need for RGS amendments and Metro Vancouver Board approval.

ALTERNATIVES
1. That the Board accept the City of Burnaby’s Regional Context Statement as submitted to Metro Vancouver on July 26, 2013.
2. That the Board not accept the City of Burnaby’s Regional Context Statement, indicating the provisions to which the Board objects and the reasons for objection, and request the City of Burnaby amend its Regional Context Statement and re-submit the revised Regional Context Statement to the Board for consideration.

FINANCIAL IMPLICATIONS
If the Board chooses Alternative 1, Metro Vancouver would accept the Burnaby Regional Context Statement as proposed. Burnaby could revise their RCS when they update their Official Community Plan, expected in 2016. If the Board chooses Alternative 2, the Board would need to indicate the provisions to which the Board objects and the reasons for objection, and request the City of Burnaby amend its Regional Context Statement and re-submit the revised Regional Context Statement to the Board for consideration. This may lead to a dispute resolution process. If the Board chooses not to accept the Regional Context Statement a dispute resolution process may take place, as prescribed in the Local Government Act. The cost for this dispute resolution would depend on the process and is prescribed based on the proportion of assessed land values; Metro Vancouver would be responsible for most of the costs.

SUMMARY / CONCLUSION
The City of Burnaby submitted a Regional Context Statement for the Metro Vancouver Board’s consideration. The RCS provides a response to the goals, strategies and actions of the Regional Growth Strategy. Burnaby’s Regional Context Statement is generally consistent with the Regional Growth Strategy.

Typically, municipalities send their RCS to Metro Vancouver staff before and at OCP Bylaw 1st Reading for comment and Metro Vancouver staff can make requests for changes such as indicated in the report at that time. Then the municipality sends the revised RCS to Metro Vancouver after Public Hearing for acceptance, and there is generally no need for Metro Vancouver to request additional changes as they are usually done prior to Public Hearing. In this case, because of the July 29, 2013 RCS submission deadline, Burnaby submitted their RCS to Metro Vancouver before their Public Hearing for acceptance. This demonstrates a committed effort to meet the statutory deadline and is appreciated. However, as a result, some of the comments provided by Metro Vancouver staff were not incorporated into the Burnaby RCS. Specifically, the following items should be addressed in the RCS at the next available opportunity:

- Consider adjusting municipal growth projections;
- Include a clear definition and policies to exclude non-residential major trip generating uses from General Urban areas outside of Urban Centres and Frequent Transit Development Areas;
- Reference detailed policies to direct office development to Urban Centres; and
- Commit to developing a Housing Action Plan.
These changes cannot be made without asking Burnaby to revise and resubmit their RCS. The *Local Government Act*, section 866(4) states that any changes to the Regional Context Statement must be submitted to the Metro Vancouver Board for acceptance or non acceptance. Consequently, staff is recommending these items be collaboratively approached and included in the next opportunity to update the RCS and OCP. Burnaby has indicated that they will update their OCP in 2016, which would provide such an opportunity.

Accordingly, staff recommend acceptance of the Burnaby Regional Context Statement, with the noted items collaboratively addressed as part of the scheduled Burnaby OCP and RCS update in 2016.

**Attachments:**

1. City of Burnaby’s Regional Context Statement submission (Doc. #7816337).
2. Letter from the City of Burnaby, dated July 9, 2013, received July 26, 2013, transmitting Burnaby’s Regional Context Statement to Metro Vancouver for consideration (Doc. #7815960).
4. Letter from TransLink dated August 26, 2013, titled “TransLink Comments on City of Burnaby Regional Context Statement”, from Sarah Ross, TransLink, to Renée de St. Croix, City of Burnaby (Doc. #7816914).
To: Regional Planning Committee

From: Heather McNell, Director, Regional Planning and Electoral Area Services

Date: December 28, 2018

Meeting Date: January 11, 2019

Subject: Manager's Report

RECOMMENDATION
That the Regional Planning Committee receive for information the report dated December 28, 2018, titled “Manager’s Report”.

Attendance at 2019 Standing Committee Events
Participation at external events provides important learning and networking opportunities. The following events that fall under the purview of the Regional Planning Committee were included in the 2019 Leadership and Engagement budget:

Place and Date: San Francisco, California, April 13-16, 2019
Number of attendee(s): 1
The American Planning Association is a professional organization representing the field of urban planning. Its main function is to serve as a forum for the exchange of ideas between people interested in the field of urban planning.

Event: Canadian Institute of Planning Annual Conference 2019
Place and Date: Ottawa, Ontario, July 3-6, 2019
Number of attendee(s): 1
Every year the Canadian Institute of Planners hosts a conference to bring together planners from across the country and from all areas of practice to address key issues and topics that impact the profession.

Please notify the Committee Chair or Committee Manager as soon as possible, but no later than February 15, 2019, if you are interested in attending any of the above-noted events. As the funds for these events are budgeted in general government, the Finance and Intergovernment Committee will consider approval of the events, but final approval on attendance rests with the Board Chair.
November 20, 2018

File: 0280-30
Ref: 189307

Greg Moore
Board Chair
Metro Vancouver Regional District
4730 Kingsway
Burnaby BC V5H 0C6

Dear Chair Moore:

Thank you for your letter of October 12, 2018 addressed to the Honourable Lana Popham, Minister of Agriculture regarding support for Revitalizing the Agricultural Land Reserve (ALR) and the Agricultural Land Commission (ALC) recommendations and asking for further consideration of Metro Vancouver Regional District’s recommendations regarding farm property tax reform, modernizing the classification of farm and enacting policy reform specific to the Metro Vancouver region. As Deputy Minister, I am pleased to respond.

I am pleased to hear that Metro Vancouver Regional District is supportive of the recommendations that Minister’s Independent Advisory Committee (Committee) for the revitalization of the ALR and the ALC outlined in their Interim Report. The Minister is moving on some of the key recommendations currently on addressing mega homes, soil and fill use, and the removal of two zones. This is the first step that Minister Popham will be taking on this initiative as this is one of her mandate letter commitments.

The Minister is waiting for the final report from the Committee later this fall. In the Interim Report, the Committee identified key issues they are considering further for the final report. One of these pertains to possible tax reform to encourage farming and ranching in the ALR: “Examine the farm income threshold for farm property tax class”. Other key issues noted by the Committee pertain to “regulatory changes to preserve the productive capacity of the ALR” and “administrative and program changes”.

As you know, the Ministry of Municipal Affairs and Housing (MAH) administers the Assessment Act and has authority for seeking amendments to income thresholds for farm property tax status. In anticipation of these recommendations, Ministry staff are working with MAH and the Ministry of Finance staff to explore potential options to better ensure the farm property tax benefit supports the intended recipients. Tax reform can support provincial, regional and
municipal objectives to protect agricultural land for farming, increase active farming of land and improve the viability of agriculture in B.C.

With respect to your request that the Board’s additional recommendations be considered and responded to in the Committee’s final report, I encourage the Board to contact the Committee directly as the Minister or ministry staff has no influence on the final report recommendations.

Thank you for writing.

Sincerely,

[W. Shoemaker's signature]

W.H. (Wes) Shoemaker, MBA
Deputy Minister

cc: The Honourable John Horgan, Premier of British Columbia
    The Honourable Lana Popham, Minister of Agriculture
    Kim Grout, Chief Executive Officer, Agricultural Land Commission