

**METRO VANCOUVER REGIONAL DISTRICT
REGIONAL PLANNING COMMITTEE**

REGULAR MEETING

Friday, November 8, 2019

9:00 a.m.

28th Floor Committee Room, 4730 Kingsway, Burnaby, British Columbia

A G E N D A¹

1. ADOPTION OF THE AGENDA

1.1 November 8, 2019 Regular Meeting Agenda

That the Regional Planning Committee adopt the agenda for its regular meeting scheduled for November 8, 2019 as circulated.

2. ADOPTION OF THE MINUTES

2.1 October 11, 2019 Regular Meeting Minutes

That the Regional Planning Committee adopt the minutes of its regular meeting held October 11, 2019 as circulated.

3. DELEGATIONS

4. INVITED PRESENTATIONS

4.1 Caitlin Cooper, Regional Transportation Strategy Project Manager, TransLink

Subject: Transport 2050 Engagement

4.2 Mike Manion, Chair, Metro Vancouver Agricultural Advisory Committee

Subject: Concerns regarding Metro Vancouver's Possible Regulation of Volatile Organic Compounds

4.3 Anne-Marie Whittaker, Senior Planner & Designer, EcoPlan International Inc.

Subject: Social Equity in Regional Growth Management

¹ Note: Recommendation is shown under each item, where applicable.

5. REPORTS FROM COMMITTEE OR STAFF

5.1 Social Equity in Regional Growth Management – Key Findings

Designated Speakers:

Erin Rennie, Senior Planner, Regional Planning

Raymond Kan, Senior Planner, Regional Planning

That the Regional Planning Committee receive for information the report dated October 17, 2019, titled “Social Equity in Regional Growth Management – Key Findings”.

5.2 Metro Vancouver 2040: Shaping our Future - 2018 Annual Performance Monitoring Report

Designated Speaker: Heidi Lam, Senior Policy and Planning Analyst, Regional Planning

That the MVRD Board receive for information the report dated September 26, 2019, titled “Metro Vancouver 2040: Shaping our Future - 2018 Annual Performance Monitoring Report” and forward a copy of it to the Province of BC’s Ministry of Municipal Affairs and Housing, Local Government Division.

5.3 Metro 2040 Housing Policy Review – Scope of Work

Designated Speaker: Heather McNell, Director of Regional Planning and Electoral Area Services, Planning and Environment Department

That the Regional Planning Committee receive for information the report dated October 17, 2019, titled “Metro 2040 Housing Policy Review – Scope of Work”.

5.4 Metro 2040 Transport Policy Review Scope of Work

Designated Speaker: Raymond Kan, Senior Planner, Regional Planning

That the Regional Planning Committee receive for information the report dated October 17, 2019, “Metro 2040 Transport Policy Review Scope of Work”.

5.5 2019 Survey of Licensed Child Care Spaces and Policies in Metro Vancouver

Designated Speaker: Erin Rennie, Senior Planner, Regional Planning

That the MVRD Board:

- a) receive for information the report dated October 17, 2019, titled “2019 Survey of Licensed Child Care Spaces and Policies in Metro Vancouver”; and
- b) direct staff to forward the “2019 Survey of Licensed Child Care Spaces and Policies in Metro Vancouver” and its attachment to member jurisdictions for information.

5.6 Growth in Urban Centres and Frequent Transit Development Areas 2006-2016

Designated Speaker: Erin Rennie, Senior Planner, Regional Planning

That the Regional Planning Committee receive for information the report titled “Growth in Urban Centres and Frequent Transit Development Areas 2006-2016” dated September 27, 2019.

5.7 Regional Transit-Oriented Affordable Housing Fund Working Group

Designated Speaker: Raymond Kan, Senior Planner, Regional Planning

That the Regional Planning Committee receive for information the report dated October 21, 2019, titled "Regional Transit-Oriented Affordable Housing Fund Working Group".

5.8 Scope of Work for Updating Metro 2040's Population, Dwelling Unit, and Employment Projections

Designated Speaker: Sinisa Vukicevic, Senior Planner, Regional Planning

That the Regional Planning Committee receive for information the report dated October 17, 2019, titled "Scope of Work for Updating Metro 2040's Population, Dwelling Unit, and Employment Projections".

5.9 Manager's Report

Designated Speaker: Heather McNell, Director, Regional Planning and Electoral Area Services, Planning and Environment Department

That the Regional Planning Committee receive for information the report dated October 17, 2019, titled "Manager's Report".

6. INFORMATION ITEMS

6.1 Correspondence RE: Delta Farmland and Wildlife Trust Programs On-Going Funding Request from the City of Delta, dated October 2, 2019

6.2 Correspondence RE: Day at the Farm Agriculture Awareness Event from Delta Farmland and Wildlife Trust, dated October 2, 2019

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 November 8, 2019.

Membership:

Coté, Jonathan (C) - New Westminster
Froese, Jack (VC) - Langley Township
Copeland, Dan - Delta
Dueck, Judy - Maple Ridge
Gamboli, Nora - West Vancouver

Guerra, Laurie - Surrey
Hurley, Mike - Burnaby
Kirby-Yung, Sarah - Vancouver
McEwen, John - Anmore

Pollock, Glenn - Port Coquitlam
Steves, Harold - Richmond
Stewart, Richard - Coquitlam
Vagramov, Rob - Port Moody

**METRO VANCOUVER REGIONAL DISTRICT
REGIONAL PLANNING COMMITTEE**

Minutes of the Regular Meeting of the Metro Vancouver Regional District (MVRD) Regional Planning Committee held at 9:01 a.m. on Friday, October 11, 2019 in the 28th Floor Committee Room, 4730 Kingsway, Burnaby, British Columbia.

MEMBERS PRESENT:

Chair, Mayor Jonathan Coté, New Westminster
Vice Chair, Mayor Jack Froese, Langley Township
Councillor Dan Copeland, Delta
Councillor Judy Dueck, Maple Ridge
Councillor Nora Gambioli, West Vancouver
Councillor Laurie Guerra, Surrey
Mayor Mike Hurley, Burnaby
Councillor Glenn Pollock, Port Coquitlam
Councillor Harold Steves, Richmond
Mayor Richard Stewart, Coquitlam

MEMBERS ABSENT:

Councillor Sarah Kirby-Yung, Vancouver
Mayor John McEwen, Anmore
Mayor Rob Vagramov, Port Moody

STAFF PRESENT:

Heather McNell, Director, Regional Planning and Electoral Area Services, Planning and Environment
Carol Mason, Chief Administrative Officer
Janis Knaupp, Legislative Services Coordinator, Board and Information Services

1. ADOPTION OF THE AGENDA

1.1 October 11, 2019 Regular Meeting Agenda

It was MOVED and SECONDED

That the Regional Planning Committee:

- a) amend the agenda for its regular meeting scheduled for October 11, 2019 by adding item 7.1 Regional Coordination of Ride Hailing Policies; and
- b) adopt the agenda as amended.

CARRIED

2. ADOPTION OF THE MINUTES

2.1 September 13, 2019 Regular Meeting Minutes

It was MOVED and SECONDED

That the Regional Planning Committee adopt the minutes of its regular meeting held September 13, 2019 as circulated.

CARRIED

3. DELEGATIONS

No items presented.

4. INVITED PRESENTATIONS

4.1 Steve Litke, Senior Program Manager, Watersheds and Water Resources and Sustainability Indicators, Fraser Basin Council

Steve Litke provided a presentation on the *Lower Mainland Flood Management Strategy* highlighting hazard, exposure, vulnerability and risk associated with Fraser River and coastal flood hazards, policy and planning challenges, efforts to develop and implement the Strategy, regional priorities, flood hazard modelling and mapping efforts, Lower Mainland Flood Forum event, and the importance of protecting critical infrastructure.

In response to questions, members were informed about:

- collaboration and funding from Metro Vancouver
- opportunities for Metro Vancouver to integrate findings into the update to *Metro 2040* and improve resiliency in regional infrastructure design
- opportunities to secure senior government funding with a regional approach
- dyke surveys being under provincial jurisdiction
- the strategy exploring interdependencies and gaps within the region

In response to comments, members were informed that staff are working to better integrate climate change and vulnerability into the update to the regional growth strategy.

Presentation material titled “Lower Mainland Flood Management Strategy” is retained with the October 11, 2019 agenda.

5. REPORTS FROM COMMITTEE OR STAFF

5.1 2020 - 2024 Financial Plan – Regional Planning

Report dated October 4, 2019 from Heather McNell, Director of Regional Planning and Electoral Area Services, presenting the 2020-2024 Financial Plan for Regional Planning for consideration by the Committee.

Members were provided with a presentation on the 2020-2024 Financial Plan for Regional Planning providing an overview of the Regional Planning function and highlighting 2020 revenues and expenditures, 2020 key actions and budget and a summary of 2020-2024 key actions, measuring progress, and the 2020-2024 Financial Plan.

Presentation material titled “2020-2024 Financial Plan” is retained with the October 11, 2019 agenda.

It was MOVED and SECONDED

That the Regional Planning Committee endorse the 2020 - 2024 Financial Plan for Regional Planning as presented in the report titled “2020 - 2024 Financial Plan – Regional Planning” dated October 4, 2019 and forward it to the Metro Vancouver Regional District Board Budget Workshop on October 23, 2019 for consideration.

CARRIED

5.2 Amending *Metro Vancouver 2040: Shaping our Future to Align with the IPCC Special Report on Global Warming of 1.5°C*

Report dated September 16, 2019 from James Stiver, Division Manager, Growth Management and Transportation, seeking the MVRD Board to initiate a Type 3 minor amendment to *Metro Vancouver 2040: Shaping our Future* (Metro 2040), the regional growth strategy, give first, second and third reading to *Metro Vancouver Regional District Regional Growth Strategy Amendment Bylaw No. 1285, 2019*, and directing staff to notify affected governments and agencies.

Members expressed concern about setting more stringent emission reduction targets without a strategy identifying how to successfully achieve targets. Members suggested further consideration be given to Metro Vancouver’s role.

In response to questions, members were informed about *Climate 2050* Road Maps related to emission reduction targets, information sharing with the Climate Protection Sub-Committee, identifying roles of key players and shaping engagement activities through *Climate 2050*, and staff working closely with TransLink on transportation to inform *Climate 2050*, *Transport 2050* and *Metro 2050*.

It was MOVED and SECONDED

That the MVRD Board:

- a) initiate a Type 3 minor amendment to *Metro Vancouver 2040: Shaping our Future* to reflect a commitment to a carbon neutral region by 2050, and an interim target of reducing greenhouse gas emissions by 45% from 2010 levels by 2030;
- b) give first, second, and third readings to “Metro Vancouver Regional District Regional Growth Strategy Amendment Bylaw No. 1285, 2019”; and

- c) direct staff to notify affected local governments and agencies as per Section 6.4.2 of *Metro Vancouver 2040: Shaping our Future*.

CARRIED

5.3 Ecological Health – Tree Canopy Cover and Impervious Surfaces

Report dated September 21, 2019 from Josephine Clark, Environmental Planner, Regional Planning, presenting for information report dated August 23, 2019, titled “Ecological Health – Tree Canopy Cover and Impervious Surfaces”, which was a considered by the Climate Action Committee at its September 20, 2019 meeting.

Members were provided a presentation on tree canopy cover and impervious surfaces highlighting the purpose of the study, tree canopy and impervious surfaces within the Urban Containment Boundary and throughout the region, trends, the relationship between tree canopy, impervious surfaces, and residential density and possible reasons for these trends, potential impact on tree canopy from anticipated growth in the region, a potential planting area tool, and regional efforts to support municipal urban forestry planning.

Members were informed about a table labeling error in Attachment 4.

In response to questions, members were informed that staff can explore unintended consequences of local tree preservation bylaws, such as resistance to plant new trees, as part of urban forest study efforts.

Presentation material titled “Tree Canopy Cover and Impervious Surfaces Regional Ecological Health Indicators” is retained with the October 11, 2019 agenda.

It was MOVED and SECONDED

That the Regional Planning Committee receive for information the report dated September 21, 2019, titled “Ecological Health – Tree Canopy Cover and Impervious Surfaces”.

CARRIED

5.4 Study on Applications to the Agricultural Land Commission

Report dated September 13, 2019 from Theresa Duynstee, Senior Planner, Regional Planning, providing information about a new study underway to ascertain if approved applications to Agricultural Land Commission are beneficial or detrimental to farm use in the Agricultural Land Reserve in Metro Vancouver.

It was MOVED and SECONDED

That the Regional Planning Committee receive for information the report dated September 13, 2019, titled “Study on Applications to the Agricultural Land Commission”.

CARRIED

5.5 Metro Vancouver 2040: Shaping our Future – 2018 Procedural Report

Report dated September 22, 2019 from Heidi Lam, Senior Policy and Planning Analyst, Regional Planning, providing an update on the *2018 Metro Vancouver 2040: Shaping our Future Procedural Report* as required under the “Regional Growth Strategy Procedures Bylaw No. 1148, 2011”.

It was MOVED and SECONDED

That the MVRD Board receive for information the report dated September 22, 2019, titled “Metro Vancouver 2040: Shaping our Future – 2018 Procedural Report”.

CARRIED

5.6 Manager’s Report

Report dated September 25, 2019 from Heather McNell, Director of Regional Planning and Electoral Area Services, Planning and Environment, updating the Regional Planning Committee on the Committee’s 2019 Work Plan.

It was MOVED and SECONDED

That the Regional Planning Committee receive for information the report dated September 25, 2019, titled “Manager’s Report.”

CARRIED

6. INFORMATION ITEMS

No items presented.

7. OTHER BUSINESS

7.1 Regional Coordination of Ride Hailing Policies

Members discussed the implications of a lack of a regional approach to policies for ride hailing services in the region, consideration of the matter by the Mayors Council on Regional Transportation and TransLink, and the potential to explore an inter-municipal business license model to ensure a consistent regional approach.

Request of Staff

Staff was requested to report back to the Regional Planning Committee with information on coordination with TransLink and next steps on the potential to explore opportunities for regional coordination of ride hailing policies.

8. BUSINESS ARISING FROM DELEGATIONS

No items presented.

9. RESOLUTION TO CLOSE MEETING

No items presented.

10. ADJOURNMENT/CONCLUSION

It was MOVED and SECONDED

That the Regional Planning Committee conclude its regular meeting of October 11, 2019.

CARRIED

(Time: 10:25 a.m.)

Janis Knaupp,
Legislative Services Coordinator

Jonathan Coté, Chair

To: Regional Planning Committee

From: Erin Rennie, Senior Planner, Regional Planning
Jessica Hayes, Planner, Regional Planning
Raymond Kan, Senior Planner, Regional Planning

Date: October 17, 2019 Meeting Date: November 8, 2019

Subject: **Social Equity in Regional Growth Management – Key Findings**

RECOMMENDATION

That the Regional Planning Committee receive for information the report dated October 17, 2019, titled “Social Equity in Regional Growth Management – Key Findings”.

PURPOSE

To communicate the key findings of Phase 1 of the Social Equity in Regional Growth Management research project.

BACKGROUND

At its May 3, 2019 meeting, the Regional Planning Committee received a report titled, “Equity in Regional Growth Management – Project Initiation”, which presented the scope and timeline for a research project that would align with the update of *Metro Vancouver 2040: Shaping our Future (Metro 2040)*, the regional growth strategy, and highlight opportunities to explore how equity could be better considered.

The Social Equity in Regional Growth Management research project supports the intent of the Vision Statement outlined in the *Metro Vancouver Board Strategic Plan*, and the goals set out in *Metro 2040* and the *Regional Affordable Housing Strategy*, particularly with regards to the policy directions to develop complete communities, increase access to transportation and housing, and respond to climate change.

STUDY SCOPE

Regional Planning retained EcoPlan International Inc. to conduct a desktop review and key informant interviews with 12 regional government planning agencies outside the Metro Vancouver region and to identify and document gaps in how Metro Vancouver currently promotes equity considerations through *Metro 2040*.

To guide the evaluation and research, the following working definition of equity was established:

The promotion of justice and fairness and the removal of systemic barriers that may cause or aggravate disparities experienced by different groups of people. This can include the many dimensions of identity, such as socioeconomic status, ethnicity, sex, age, disability, gender, sexuality, religion, indigeneity, class, and other equity related issues.

The Social Equity in Regional Growth Management research project had three objectives:

- explore how other government agencies (particularly regional government agencies) across North America and internationally are defining and embedding equity in their land use and transportation policy, plans, and practices;
- outline gaps and opportunities in *Metro 2040* and where a clear definition of equity could be embedded and used to address inequities; and
- identify potential performance measures for evaluating equity in regional growth management.

The research methods included:

- a preliminary desktop scan of academic and online research and the development of a working definition for equity for the purposes of this work;
- developing an equity evaluation framework;
- an evaluation and review of a number of North American and international policy document examples, and selection criteria for the candidate jurisdictions;
- interviews with selected key informants from those candidate jurisdictions; and
- a review and gap analysis of the policies and strategies of *Metro 2040*.

SUMMARY OF FINDINGS

Through a review of academic research and the social equity work of other jurisdictions, the report identifies some common themes and recent practices. The report also includes a gap analysis of *Metro 2040*, resulting in some recommendations for Metro Vancouver for the development of *Metro 2050*.

Academic Research - Key Themes

- **Equitable participation and equitable outcomes:** Social equity should be pursued both in terms of the process and the outcomes.
- **Targeting equity-seeking groups supports economic growth:** Regional economic growth is more robust when social equity is at its heart.
- **Organizations seeking to improve equity may also be a cause of inequity:** Organizations, including governments, must strive to be aware of how their processes and policies can function as instruments of exclusion.
- **Avoid 'siloeing' social equity:** Social equity is a complex and multifaceted topic that cuts across policy domains. Taking an integrative approach within an organization or plan is recommended.
- **Integrated Indigenous directions promote reconciliation:** A broad approach of equitably integrating Indigenous interest as a lens to be applied across departments is recommended.
- **Measure equity:** Identify appropriate metrics and data sources for understanding the extent of social equity issues. Use measures of equity to evaluate the benefits and consequences of proposed policies.
- **Equity goals should be accompanied by objectives and measures:** Additional effort should be directed towards clearly specifying social equity objectives and measures to ensure that equity goals can be adequately translated into action.

- **Mainstream an equity approach:** Developing social equity as a mainstream approach across disciplines and ensuring justice is a key working principle can be beneficial.

Lessons Learned from Recent Practice - Interviews

- **Both urban growth and no-growth policies have social equity impacts:** The benefits and disadvantages of both urban growth (redevelopment) and “no-growth” (neighbourhood preservation) policies are generally inequitably distributed among groups and individuals. Understanding, measuring, and mitigating for these impacts can support more equitable outcomes.
- **Governments – legacies of inequity:** Inequity is a historical accumulation of decades of inequitable decisions, based on systemic bias or lack of representation. Correcting this history involves improving current practices and decision-making procedures, reviewing agency history, and organizational capacity-building.
- **Clearly define “social equity”:** Develop a clear definition of social equity that distinguishes it from the concept of “equality” as well as from concepts of “geographic equity.”
- **Data as a foundation:** Organizations with a more advanced equity agenda emphasized the use of data to understand the context as well as to support decision-making, defend actions, and highlight how actions are interconnected within an organization. Obtaining reliable and high-quality data benefits long-term tracking and policy evaluation. Data acquisition should include both quantitative sources as well as qualitative sources. Resources should be put towards data acquisition which may include compensating members of the community with lived experience.
- **Engagement and outreach:** Utilize equitable engagement practices to support plan-development. Equitable engagement practices include removing barriers to participation (such as providing transit passes or child care at meetings), offering accessible events and materials (such as material in multiple languages), and hosting multiple engagement opportunities.
- **Equity as a lens for resource allocation and investment:** Once a definition of social equity and high quality data on equity issues is obtained, use this understanding of inequity as a lens for allocating targeted investments in infrastructure, programs, or amenities to support equitable outcomes.

Gap Analysis – Recommendations for Metro 2050

- **Develop a clear definition of social equity** in the update to the regional growth strategy, and include this as part of the plan’s framework;
- **Clearly outline social equity challenges**, the strategy’s approach to these challenges and its application to regional growth management;
- Bring the equity discussion forward in the strategy’s **structure, format and narrative**;
- **Collect and create foundational data** that provides an understanding of social equity in the region, supports policy analysis, assessment and decision-making for more equitable outcomes;
- **Develop an “equity lens”** to review policy and program implementation once *Metro 2050* is in place;
- **Utilize scenario building** as a tool for an assessment of growth management and its equity outcomes – i.e. the intended and unintended consequences of growth on different groups;

- **Identify equity-seeking groups** and target specific policy and programs to mitigate and address negative consequences of growth to promote vertical equity;
- **Specifically target investments** (e.g. in infrastructure, services, programming, etc.) to reduce negative consequences of growth management for equity-seeking groups;
- **Obtain diverse perspectives through engagement** of equity-seeking groups using a wide range of tools, methods and provide necessary supports to overcome identified barriers to engagement;
- **Support internal organizational understanding** and integration of social equity; and
- Follow up with additional **monitoring and performance measures**.

The full Social Equity in Regional Growth Management report is attached (Attachment).

NEXT STEPS

The Social Equity in Regional Growth Management research project explores how issues of equity can intersect with regional growth management. The findings presented in this report represent Phase 1 of the project, which will help inform the development of *Metro 2050*. In the next phase of research, intended to be undertaken in 2020, Regional Planning will be seeking to retain a consultant to support stakeholder engagement, and the development of a working understanding of equity, performance metrics, and baseline equity data for the region. Engagement activities for this work will focus on identifying then seeking input from a diversity of equity-seeking groups as well as organizations representing equity-seeking populations. The intent of this next phase of work is to leverage the findings the research project to apply an equity lens to regional planning and growth management policy, plans, and practices through the development of *Metro 2050*.

ALTERNATIVES

This is an information report. No alternatives are presented.

FINANCIAL IMPLICATIONS

The Social Equity in Regional Growth Management research project was funded through the 2019 Budget approved by the MVRD Board on October 27, 2018. \$20,000 was allocated in the Regional Planning budget for consultant support for this project.

An additional \$20,000 is included as part of the 2020 Regional Planning budget to support the next phase of work. This work would involve the identification of and engagement with equity-seeking groups in the region, and developing a working definition, performance metrics and baseline report, which will provide input into the development of *Metro 2050*.

SUMMARY / CONCLUSION

The Social Equity in Regional Growth Management research project advances Regional Planning's understanding of equity considerations as they related to regional planning and growth management, particularly with regards to land use and transportation policy, plans, and practices. The consultant's report communicates the key findings of the first phase of research, which examined how other regional government agencies around the world have defined and embedded equity in their policy, plans, and practices. This research will provide an important lens for *Metro 2050*, the update to the regional growth strategy.

Attachment

“Social Equity in Regional Growth Management”, dated October 10, 2019 – prepared by EcoPlan International (*Orbit Doc #33232600*)

33031903

A Review Of

Social Equity in Regional Growth Management

SUBMITTED TO: Regional Planning, Metro Vancouver

• OCTOBER 10, 2019 •



Prepared by EcoPlan International, Inc.
208 - 131 Water Street
Vancouver, BC V6B 4M3

Regional Planning Committee



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Executive Summary

PURPOSE

This research document examines equity in regional growth management to advance Metro Vancouver's understanding of social equity considerations as they relate to regional policy and planning in preparation for the update to *Metro Vancouver 2040: Shaping Our Future* (Metro 2040), the regional growth strategy. This report examines social equity in regional planning and land use and not:

- Level of service to member jurisdictions; or,
- Geographic equity/distribution of services.

PROCESS

This review was conducted through:

- a preliminary desktop scan of academic and online research and the development of a working definition of equity for the purposes of this work;
- development of an equity evaluation framework;
- evaluation and review of North American and International policy documents and development of selection criteria for interview candidates;
- interviews with selected candidates, and;
- a review and gap analysis of *Metro 2040* using the same equity evaluation framework.

Preliminary academic and online research was conducted as an initial step to review a current approach to equity and definitions of equity; and to help establish a preliminary research framework for evaluation of selected plans and policies.

To guide the evaluation and research, the following working definition of equity was established:

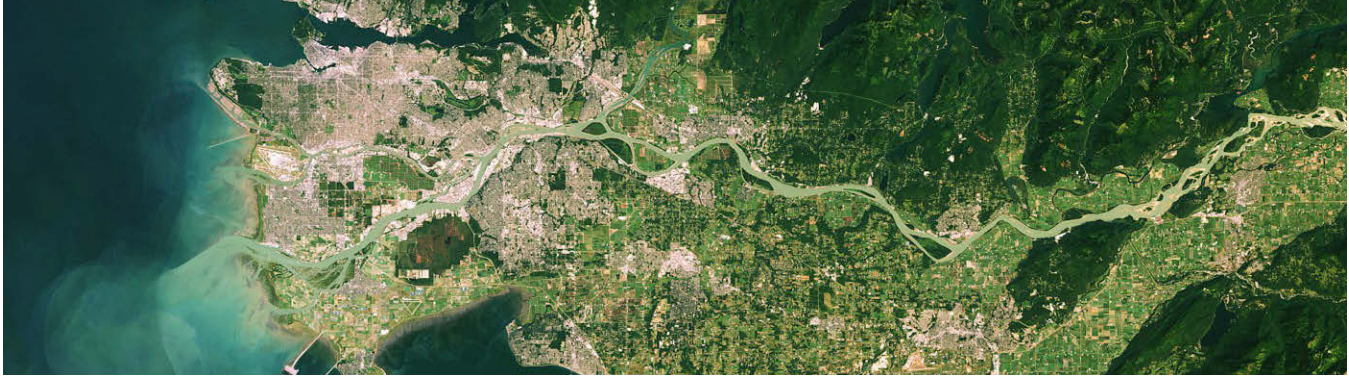
The promotion of justice and fairness and the removal of systemic barriers that may cause or aggravate disparities experienced by different groups of people. This can include the many dimensions of identity, such as socioeconomic status, ethnicity, sex, age, disability, gender, sexuality, religion, indigeneity, class, and other equity related issues.

A list of potential candidate agencies was then compiled. Selection criteria took into account applicability to Metro Vancouver with respect to legislated authority, size, and structure and variable approaches to equity. Common observations were identified through interviews with other jurisdictions and summarized with several relevant examples provided.

Selected agencies and candidate documents were then evaluated using NVivo software (a qualitative data analysis computer software) with automatic coding features to support identification of themes of equity, based on the evaluation framework and followed up with a manual analysis to confirm results. The evaluation framework was also applied to review and analyze *Metro 2040* in the same way.

A total of 12 plans across North America and Internationally were reviewed as a part of the research process. Of these 12 jurisdictions, 9 were interviewed. The interviews were guided by an initial review of the relevant plan and key questions about:

- Review of the governance structure of the jurisdiction interviewed.



- The overall structure and approach to equity and current equity policies.
- Definition of equity.
- Experience with incorporating an equity lens within their policy and lessons learned.

DOCUMENT REVIEW

Results provided an overview of how social equity is currently incorporated within similar organizational bodies, with some specific policy and program examples of its application to planning and growth management.

Review of the plan documents by NVivo revealed that equity coverage varied. Equity content was analysed at four policy levels: Direction Setting, Guiding, Policy, and Monitoring. Equity content was evaluated according to four different measures of embeddedness: Coverage, Depth, Comprehensiveness, and Language Specificity. In many cases, high coverage reflected a breadth of policy areas considered, while low coverage indicated fewer references but in some cases more detail.

On average, the reviewed documents considered equity in good depth. All documents had equity references at the Direction Setting and Policy levels. The majority of documents' most detailed policy level was Monitoring, the level with the greatest depth of the four analyzed policy levels.

In general, the comprehensiveness of equity in the plans was high. Out of a possible 10, the average comprehensiveness score was 8.7. All documents addressed equity or contained equity related language in at least three policy levels.

Many plans used explicit language to identify and discuss equity. Several contained implicit language but clearly acknowledged issues of

equity and were guided by it. A few inferred or assumed equity as part of good planning overall and/or dealt with policy areas related to equity but did not address equity specifically.

Of these, approximately 60 percent used explicit language to define equity, meaning the documents both used the term and defined "equity" from a social perspective as well as included equity discussion within policy areas.

METRO 2040 ANALYSIS

Reviewed using the same framework, *Metro 2040* does not specifically define equity, although it references "social justice" and "compassion." Language used in *Metro 2040* discusses dimensions of equity but is implied rather than directly addressed. Slightly below the average, *Metro 2040* includes references to 50 percent of identified "equity-seeking groups." *Metro 2040* includes discussion of some of the identified equity issues including: access, affordability, health, and opportunity. However, the plan does not directly discuss discrimination, obstacles, or aspects of disparity. These three challenges are also the least referenced by plans overall. *Metro 2040* describes the active bodies for governance of the plan. *Metro 2040* also provides guidelines and commitments regarding engagement with First Nations groups.

Overall, *Metro 2040* has relatively low coverage of equity, ranking approximately 10th in number of equity references at the Direction Setting, Guiding, and Policy levels compared to the 12 other reviewed documents. Like most other documents reviewed, housing is *Metro 2040's* policy area with the most equity references. Most of these policies focus on affordable housing, which implies equity, though specific equity-seeking groups are not mentioned.

The goal to “Develop complete communities” (Goal 4) is the primary way in which *Metro 2040* implicitly supports equity. By developing complete communities, *Metro 2040* makes improvements in multiple policy areas, including housing, social services, food, and the environment for all residents. Wellbeing in these policy areas also supports success in other areas of life. However, *Metro 2040* does not explicitly discuss how improvements to these policy areas may be inequitably distributed, and that some residents may face greater obstacles than others.

In comparison to other review documents, *Metro 2040* has a strong monitoring framework, particularly for environmental, economy and employment, and climate policy areas, but does not explicitly mention equity.

SUMMARY OF FINDINGS FOR INCORPORATING SOCIAL EQUITY

The document review, follow up interviews and *Metro 2040* gap analysis outlined a number of key findings and potential opportunities for Metro Vancouver Regional Planning to consider in incorporating social equity as part of the upcoming *Metro 2040* update. A summary is as follows, specific plan examples and policy examples are provided in the body of the report:

- Develop a clear definition of equity and include this as part of the plan’s framework.
- Clearly outline equity challenges, the plan’s approach to these challenges and its application to regional growth management.
- Bring equity discussion forward in the plan’s structure, format and narrative.
- Collect and create a foundational data plan that provides an understanding of equity in the region to support policy analysis, assessment, and decision-making for more equitable outcomes.
- Develop an “equity lens” to review policy and program implementation once the plan update is in place.
- Utilize scenario building as a tool for assessment of growth management and its equity outcomes – the intended and unintended consequences of growth.

- Identify equity-seeking groups and target specific policy and programs to mitigate and address consequences of growth to promote vertical equity.
- Specifically target investments (in infrastructure, services, programming, etc.) to reduce negative consequences of growth management for equity-seeking groups.
- Obtain diverse perspectives through engagement of equity-seeking groups using a wide range of tools and methods and provide necessary supports to overcome identified barriers to engagement.
- Support internal organizational understanding and integration of social equity.
- Follow up with additional monitoring and performance measures.

Additional considerations for going forward in effectively addressing social equity in the update of *Metro 2040* include:

- Establish a social equity working group. Working together, the group’s work could include supporting Metro Vancouver in:
 - Developing a definition of social equity
 - Developing potential regional targets and/or measures (using the findings of this report as a starting point)
 - Developing a monitoring framework or recommendations to track social equity outcomes of the updated *Metro 2040* plan.
- Continue to collaborate with equity partners in the region. From member municipalities with active social planning departments and staff to regional groups engaged in social equity research, reporting, and advocacy.
- Continue to revisit equity measures and targets with partners. Social equity is not a static issue; it is dynamic and changes with communities and regions as they develop and grow over time.

1 Project Overview

1.1 Purpose

The purpose of this research is to examine equity in regional growth management and to advance Metro Vancouver's understanding of equity considerations as they relate to regional growth management and land use policy and planning. In turn, this will provide an important lens for the update to *Metro Vancouver 2040: Shaping Our Future* (Metro 2040), the regional growth strategy.

1.2 Process

1.2.1 Overview

The research and review set out to:

- explore how regional government agencies or transportation authorities across North America and Internationally are defining and embedding equity in their policy, plans, and practices;
- outline gaps and opportunities in *Metro 2040* and where a clear definition of equity could be embedded and used to address inequities, and;
- identify potential measures for evaluating equity in regional growth management.

This was conducted through:

- a preliminary desktop scan of academic and online research and the development of a working definition for equity for the purposes of this work;
- development of an equity evaluation framework;
- evaluation and review of North American and international policy documents and planning and selection criteria for interview candidates;
- interviews with selected candidates; and,
- review and gap analysis of *Metro 2040*.

1.2.2 Desktop Scan of Existing Equity Research

As an initial step, preliminary academic and online research was conducted to review current approaches to and definitions of equity as it relates to policy and planning, and to inform a preliminary research framework for evaluating selected plans and policies.

To guide the evaluation and research, the following working definition of equity was established:

The promotion of justice and fairness and the removal of systemic barriers that may cause or aggravate disparities experienced by different groups of people. This can include the many dimensions of identity, such as socioeconomic status, ethnicity, sex, age, disability, gender, sexuality, religion, indigeneity, class, and other equity related issues.

The general definition could be applied to a broad range of growth management policy areas, including housing, land use, transportation, parks and recreation, and more.

An equity evaluation framework was developed to review planning documents from other jurisdictions. This included the following criteria:

- Document type (i.e. regional plan, land use specific, transportation, other policy document)
- Equity definition (explicitly or implicitly as a part of policy language)
- Language specificity for equity – explicit (specifically discusses equity), implicit (uses synonyms/euphemism, e.g. “inclusiveness”), inferred (is concerned with equity issues)
- Population group characteristics (ethnic minorities, women, LGBTQ, socio-economic status, immigrants, children, people with disabilities, single parents, Indigenous, etc.)
- Equity issues (access, opportunity, discrimination, obstacles, health, affordability, etc.)
- Governance and process (advisory committees involved, guidelines, equity specific consultation, etc.)
- Policy embeddedness (direction setting, guiding, policy, monitoring)
- Regional growth policy areas (infrastructure and services, land use, transportation, housing, environmental, climate, etc.)

1.2.3 Interviews

A list of potential candidate agencies was compiled. Selection criteria took into account applicability to Metro Vancouver with respect to legislated authority, size, and structure and variable approaches to equity.

A total of 12 candidates and plans were identified and 9 were interviewed as a part of the consultation process.

Short interviews were conducted with selected agencies. The interviews were guided by an initial review of the relevant plan and key questions about:

- The governance structure of the jurisdiction interviewed
- The overall structure and approach to equity and current equity policies
- Definition of equity
- Experience with incorporating an equity lens within their policy and lessons learned.

1.2.4 Policy Review

Selected agencies and candidate documents were evaluated using NVivo software (a qualitative data analysis computer software) with automatic coding features to support identification of equity-based themes using the established evaluation framework as described above.

A set of codes based on the evaluation framework captured the nature (e.g., language clarity and strength) and depth of their policy (i.e., at what policy level from vision or goal language to specific policies, indicators, or thresholds).

In addition to the coding, qualitative comments were captured within the policy and the presence and nature of targets, monitoring, and other resources.

A content analysis of the plans' identified overarching themes of equity, based on the evaluation framework. These themes were used to organize sample policies, monitoring elements (e.g., indicators or measures), and other policy tools and resources for each planning topic.

1.2.5 Metro 2040 Review

The evaluation framework was also applied (in the same way as described above) to review and analyze *Metro 2040*. This review was to evaluate its current status and incorporation of equity and equitable themes within land use, transportation and growth management and to identify gaps and opportunities for future consideration.

2 Review of Growth Management Plans from Other Jurisdictions

2.1 Plans Reviewed

A total of 12 plans across North America and Internationally were reviewed as a part of the research process. These included:

Canada

1. Regional District of Nanaimo, Shaping Our Future Regional Growth Strategy (*Nanaimo RGS*)
2. The City of Toronto, Toronto's First Resilience Strategy & follow up with the Equity Office (*Toronto's Resilience Strategy*)
3. Province of Ontario, A Place to Grow: Growth Plan for the Greater Golden Horseshoe (*Growth Plan for the GGH*)
4. Saskatoon North Partnership for Growth Regional Plan, Saskatoon North Partnership for Growth (*Saskatoon North P4G*)

United States

5. San Diego Association of Governments – San Diego Forward, Regional Plan (*San Diego Forward*)
6. Puget Sound Regional Council, Vision 2050: A Plan for the Central Puget Sound Region (*PSRC Vision 2050*)
7. Sound Transit Adopting an Equitable Transit Oriented Development Policy (*Sound Transit Equitable TOD Policy*)
8. Regional Plan Association, The Fourth Plan for the New York-New Jersey-Connecticut Metropolitan Area Making the Region Work for All of Us (*RPA The Fourth Plan*)
9. City of Minneapolis, Minneapolis 2040 – the City's Comprehensive Plan (*Minneapolis 2040*)
10. Los Angeles County Metropolitan Transportation Authority – Metro Equity Platform Framework (*LA County Metro Equity Platform*)

International

11. Auckland Council, Auckland Plan 2050 (*Auckland Plan 2050*)
12. City of Stockholm, Vision 2040 A Stockholm for Everyone (*Stockholm Vision 2040*)

2.2 Governance Structure of Other Jurisdictions Reviewed

Governance structures are important for interpreting the use and effectiveness of a policy. Some plans are implemented through bodies with full legislative or Council authority, while others are empowered through the ongoing agreement of participating jurisdictions. The table below lists the plans reviewed under four categories of jurisdiction:

- **State/Province:** Plan is produced and implemented through senior government departments/ staff
- **Upper Tier Regional District:** The regional government has final authority over topics covered by plan and can make requirements of local government within plan boundaries
- **Participatory Regional Government:** Plan is the product of and implemented by agreement of participating jurisdictions.
- **City:** A non-regional plan under the jurisdiction of a municipal government.

Figure 1: Jurisdiction of plans reviewed.

State/Province	Upper Tier Regional Jurisdiction	Participatory Regional Government	City
<ul style="list-style-type: none"> • Province of Ontario, A Place to Grow: Growth Plan for the Greater Golden Horseshoe • Los Angeles, Los Angeles County Transportation Authority – Metro Equity Platform Framework 	<ul style="list-style-type: none"> • Auckland, <i>Auckland Plan 2050</i> • Stockholm, <i>Vision 2040: A Stockholm for Everyone</i> 	<ul style="list-style-type: none"> • Nanaimo Regional District, <i>Shaping Our Future Regional Growth Strategy</i> • San Diego, <i>San Diego Forward, Regional Plan</i> • Vision 2050: A Plan for the Central Puget Sound Region • Sound Transit, <i>Adopting an Equitable Transit Oriented Development Policy (Sound Transit Equitable TOD Policy)</i> • New York-New Jersey-Connecticut Metro Area <i>Making the Region Work for All of Us</i> 	<ul style="list-style-type: none"> • Minneapolis, <i>Minneapolis 2040 - The City's Comprehensive Plan</i> • City of Toronto, <i>Toronto's First Resilience Strategy & follow up with the Equity Office</i> • Saskatoon, <i>Saskatoon North Partnership for Growth</i>

3 Research and Analysis

3.1 Desktop Review of Current Articles & Information on Equity in Growth Management

As an initial step, a desktop scan of the current literature and approach to equity in planning was conducted. The number of documents and articles that define and discuss equity, alongside identifying approaches to realizing it within the urban context is growing. Several themes emerged more prominently and are summarized below.

3.1.1 Key Themes

Participation and equitable outcomes

An increase in dialogue on equity is instrumental in advancing equitable outcomes. However, diverse representation (diversity) in decision-making and the participation (democracy) of “harder to reach” groups, or engagement of those systematically disadvantaged in a planning process is important but not enough to ensure just outcomes are achieved (Fainstein, 2014). If the aim is equity, policies with a specific aim to improve conditions for disadvantaged, equity-seeking groups should be a planning focus. This may mean providing additional resources or shifting resources from other groups, in effect, an “unequal” distribution of resources, but an equitable one.

Target planning and investment to “equity-seeking groups” will result in economic growth.

Equity and economic growth are not competing objectives. Regional economic growth is more robust when equity is at its heart. A growing body of research shows that pursuing economic growth alone does not support equitable outcomes. In fact, the sole pursuit of economic growth does not always result in the best economic outcomes either (Investing in Place, 2016). In practice, targeted investments within “equity-seeking” communities (those who have been identified as disadvantaged, as measured by indicators of need) tend to offer the best outcomes, both for equity and for economic growth. This is explained with the concept of “just growth.”

Organizations may want to improve equity, but are often the source of inequity themselves.

Organizations must account for and be aware of how their own leadership and bureaucratic processes can function as instruments of exclusion. Literature focused on this area identifies that “systemic barriers” within an organization aggravate disparities within their current operations and often have a history of inequitable decision-making. In order to move towards equitable outcomes, a more thorough investigation of its own practices must be conducted and recognized. Furthermore, a government should not understand itself as the force that will correct inequity, for instance, while supporting inequities caused as a by-product of the free market allocation of land (i.e. real estate and development industries). Bias built into decision-making and development review processes must be scrutinized.

A good example of this are the documented equity issues around Transit Oriented Development (TOD). Hulchanski et al.’s (2017) research identifies the equity divide around new TOD. Research outlines how this best practice in regional growth

management can result in displacement, or drive up real estate prices near rapid transportation, resulting in public investments which disproportionately benefit higher income brackets or favours privileged communities. That TOD policies can often displace existing communities, often those less supported and privileged, was not the original intent of the approach. An equitable framework for policy evaluation is required in order to guard against the risks of such unintended consequences. Strategies known as "eTOD" or Equitable Transit Oriented Development" that mitigate the displacement caused by TOD are now being developed (Hersey et al., 2015).

Equity is not a silo.

Inclusion and equity cannot be siloed within a governance organization, and the equity lens cannot include some groups but not others (Myrdahl, 2018). Equity is a complex and multifaceted topic that cuts across policy domains. In order to be effective, pro-equity governance must reflect this diversity. Equity policy that remains siloed within an equity office or a social planning department will not be able to respond to the full spectrum of equity issues that cut across bureaucratic domains. Likewise, equity policy should be inclusive of all groups who have equity claims.

Integrated Indigenous directions promote reconciliation and more equitable outcomes.

Rather than symbolic inclusion of Indigenous people into municipal affairs, governing bodies must strive for cultural pluralism to be integrated into government operations (Walker and Belanger, 2013).

Five areas where efforts can be most meaningfully directed are:

1. Relationship-building, this includes declarations, Community Accords and Memorandum of Understanding (MOU);
2. Sector-specific Protocol Agreements on areas of mutual agreement
3. Joint governance and management;
4. Urban Reserves, services and compatibility agreements, and regional relationships; and,
5. More nuanced Aboriginal Citizen participation and engagement.

Taking these steps (and others) can build reconciliation and collaboration with Indigenous communities into the planning frameworks. Rather than creating a stand alone "Indigenous affairs policy", a broader approach of equitably integrating Indigenous interests as a lens to be applied across departments is a recommended approach (Mohammed, Walker, Loring and Macdougall, 2017). Identifying and working on specific Calls for Action of the Truth and Reconciliation Commission are a great place to begin making concrete commitments to reconciliation.

What is measured, matters.

Identifying the appropriate data set and metrics is important in telling the story, making decisions and measuring of progress towards greater equity. There is a need to measure the benefits and consequences of policy amongst groups and individuals. Equity metrics should reflect each community's concerns and priorities and include the involvement of those affected (Littman, 2014).

Additionally, how equity is measured will also depend on what type of equity is being pursued. Horizontal equity (equal distribution across groups) and vertical equity (special consideration given to disadvantaged groups) will need to be measured and evaluated across different impacts, with different units of measurement, and for different categories of people (Ibid.).

Impactful equity goals must be accompanied by objectives and measures.

A study of 18 North American cities (Manaugh, Badami & El-Geneidy, 2015) found that while progress has been made since the early 2000s towards including social equity goals in urban transportation plans, more focus still tends to be placed on economic and especially environmental goals. When they are defined, "social equity goals are in many cases not translated into clearly specified objectives, and even in cases where there are such objectives, measures for assessing achievement of the objectives ... are often lacking" (Manaugh, Badami & El-Geneidy, 2015, p. 172). Truly balancing social equity with environmental and economic considerations requires careful consideration of diverse goals (for which multi-criteria decision making is a useful approach), and additional effort directed towards clearly specifying equity objectives and measures to ensure that equity goals can be adequately translated into action.

Develop Equity as a mainstream approach.

Establishing an understanding and maintaining tools for equity in planning and implementation is necessary. Research identifies a benefit to developing equity as a mainstream approach across disciplines and ensuring justice is a key working principle. For example, literature suggests staff training to support the implementation of an equity lens at the organizational level. Consulting with "early adopters" for strategies is also noted as a fruitful approach (Jacobson, n.d.).

As an example, Sweden's organization of municipalities and county councils (Sveriges Kommuner och Landsting) makes use of a specific model for gender mainstreaming, meaning "the inclusion of a gender equality perspective in the planning, decisions, implementation and follow-up of an activity" (Jacobson, n.d.). This model includes benchmarking, which consists of comparing two or more organizations' methods and processes of gender mainstreaming to identify, share, and implement potential improvements. This model consists of specific steps and is often implemented in clusters (i.e. the process is commenced and concluded by joint meetings of several clusters of mentors and benchmarking organizations) for a more systemic approach.

Use Equity Planning to Minimize Structural Violence.

Structural violence "arises from institutions and social practices that prevent people from meeting their needs and enacting self-expression" (Mohammed, Walker, Loring & Macdougall, 2017). Unequal distributions of power and resources, built into social structures or a part of laws and policies, can create the conditions for structural violence to emerge. Infusing an awareness and a drive towards equity into the ethos of a government can help to lessen the bind of structural violence on affected groups (Ibid.). This requires sustained efforts within each organizational Division and Group (not just

planning) to recognize and understand those people and groups for whom equity is most important and how operations impact these groups.

3.2 Interview Findings

Common observations were identified through the interviews with other jurisdictions and compiled into the following key messages. Some of these messages and "lessons learned" are similar to those found in articles and literature on equity. However, the information reflects various organizational approaches and notes on how equity is operationalized within different jurisdictions.

3.2.1 Equity with Growth and Area Improvements

It is important to recognize and acknowledge that growth and area improvements or protection of no-growth areas (for example, single-family housing only neighbourhoods) is not necessarily positive or neutral. The benefits and negative consequences of urban growth or no-growth policies are inequitably shared among groups and individuals. Government investment and policy decisions can improve quality of life and support growth for some, but also for example, cause displacement and hardships for communities (in the case of TOD) and restrict potential for aging in place, greater housing options, affordability and diversity in communities (in the case of protecting single family neighbourhoods (noted with the decision to up zone single family neighbourhoods in Minneapolis – however, this was largely in part, addressing a historical pattern of racial segregation but also serving those who couldn't afford a single family home or those that were looking to downsize and stay in the same neighbourhood). Understanding who benefits and who does not, needs to be evaluated with policy and investment decisions for improved equitable outcomes.

3.2.2 Governance – a legacy of inequity

Inequity is a historical accumulation of decades of inequitable decisions, based overtly on systemic bias or through lack of representation. Correcting this history not only involves improving current governance practices/decision making procedures, but also:

- A review of that history and the tools/instruments of inequitable governance, and;
- substantial capacity building at the organizational level.

3.2.3 Clearly define equity

Defining equity emerged as a recommendation from places that did not have a definition for equity, or a clear definition, or where structured frameworks took a perspective that equity was "assumed" as part of good planning practice.

Several interviewees noted that a clear definition must be accompanied by a strong understanding of the difference between equality (being equal) and equity (providing different supports to achieve the same or equal opportunity).

Additionally, a common discussion emerged on the need to shift organizations (in particular, councils and committees at the regional level) from a focus and discussion of

geographic equity to the larger understanding of equity amongst citizens within their communities.

3.2.4 Data as a foundation

Understanding data needs (through a clear definition of equity) appeared to be a key first step. Those organizations with a more advanced equity agenda emphasized the use of data to understand the context but also to help support their decision-making, defend actions and highlight how their actions were interconnected within an organization. Some mentioned that obtaining and discussing good data was a sobering finding for a population that saw themselves as progressive.

Reviewing data needs and obtaining good data at a local and regional level as baseline information benefits long term tracking. In particular, local community data and demographic analysis of communities and their evolution and mobility provided a better picture of how policies played out in different communities.

With a data plan in place to identify inequitable conditions, engagement was targeted to fill data gaps. It was noted that often data from traditional sources (e.g. Census) can be inadequate for evaluation of equity for marginal groups. Thus, some data and information can only be collected by talking to equity-seeking groups. Where data was identified as important for understanding an equity issue, a budget was allocated to collect that data. The budget included honoraria for people to engage, organized childcare onsite or childcare reimbursement for parents attending during the consultation process, covered travel costs, and offered food (culturally appropriate) where consultation was scheduled through mealtimes. The resulting data would be understood as worth paying for, similar to that of other high quality and important data sets that would be paid for elsewhere. In this case, the experts are marginal groups, and the data they have is their experience to inform policy and planning.

3.2.5 Engagement and outreach

Building good data sets relies in part on engagement and outreach. Many consultations stressed the importance of engagement and engaging on how to consult equity-seeking communities. In particular, the most successful organizations looked for ways to remove any barriers that might prevent certain populations from being able to engage on issues and policy (such as a need for childcare, travel and travel costs, food, accessibility, etc.) in the communities of which they worked. Additional good practice measures include materials in formats relevant to communities – for example the use of multimedia, providing information in multiple languages, allowing sufficient time for engagement, and hosting multiple events to maximize participation and build substantial relationships. Other practices noted were utilizing equity based working groups, community advisory committees or an ongoing community advisory board (e.g. an advisory board development of a “community budget”). Equity supportive jurisdictions also took a leadership role. These organizations hosted conferences and invited Indigenous leaders, youth, etc. to hear specifically from equity-seeking groups. These conferences also offered speaker series and opportunities for neighbourhoods, community leaders and community groups. Such venues were also used to co-develop a

planning process for their neighbourhood or equity-seeking group. Many jurisdictions also mentioned the importance of ensuring that a wide range of staff be engaged directly with communities, in particular those traditionally less called upon to conduct engagement (e.g. engineering/infrastructure) and not just planning, communications or a specific outreach team.

3.2.6 Use equity as a tool for resource allocation and investment

Equity advanced organizations who had an established definition of social equity, sought data that informed equity issues and provided for equity-based engagement, also emphasized the use of equity as a tool for investment, amenities, and access. Aware of equity issues in the region, these jurisdictions provided targeted supports and resources, such as anti-displacement strategies (for people and businesses) to those negatively impacted by policy decisions and changes.

3.3 Policy Document Review of other Jurisdictions

The following section provides findings and explores how equity is defined and addressed in other regional government agencies' growth management plans and regional planning practices from the perspective of land use and transportation.

3.3.1 Evaluation of Equity “Embeddedness” in Policy

The degree to which equity is embedded in policies was evaluated to assess how each document represents and considers equity.

The four policy levels analyzed are listed below in order of increasing detail:

- **Direction Setting:** Vision and goals
- **Guiding:** Principles and guidelines
- **Policy:** Specific and supporting policies
- **Monitoring:** Performance measures, indicators, evaluation criteria or frameworks

Measures of embeddedness used were:

Coverage: The number of times equity-related policies occur (explicitly, implicitly, or implied) in each document at each policy level.

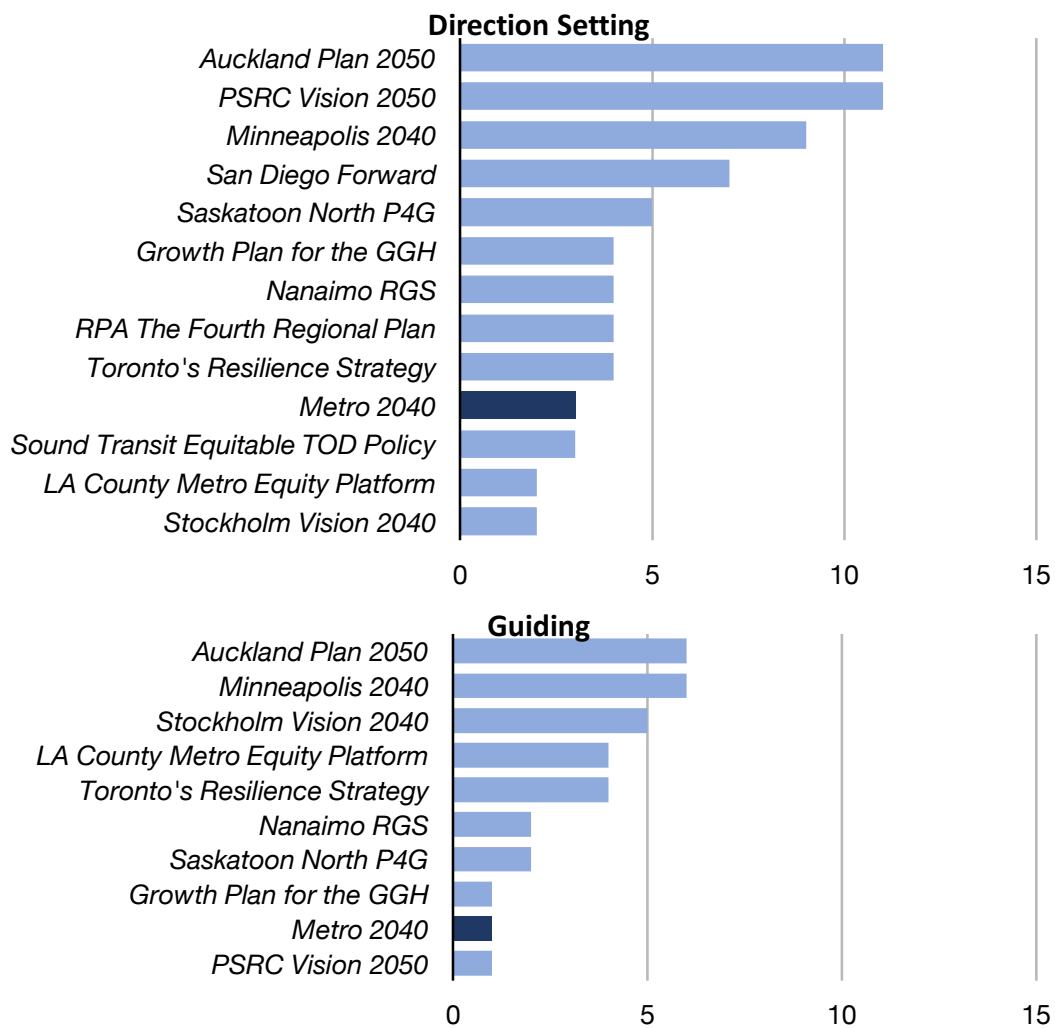
Depth: The most detailed policy level in each document.

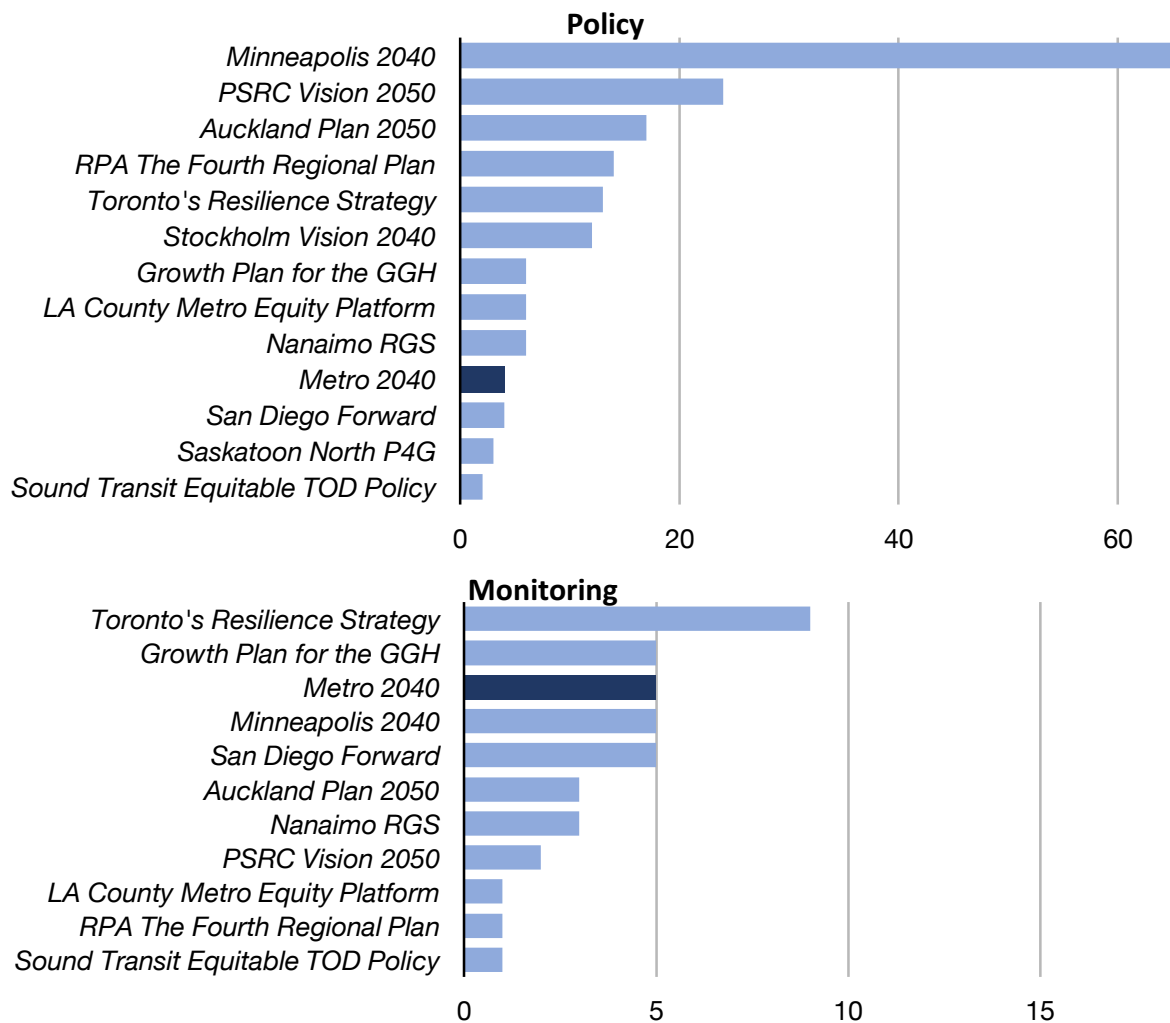
Comprehensiveness: The number of policy levels included in each document, weighted for more detailed levels. For example, if a document has equity language at the *direction setting* (1), *guiding* (2), *policy* (3), and *monitoring* (4) levels, the comprehensiveness score would be 10 (the sum of the weights).

Language Specificity: Equity language was either explicit (*uses the word “equity” or derivatives and equity is defined*), implicit (*uses synonyms/euphemisms of equity*), or inferred (*appears concerned with equity issues with specific language such as affordable housing or accessible transportation*)

The following charts show the number of policies related to equity at each policy level. *Metro 2040* is emphasized in darker blue to show how *Metro 2040* compares to other reviewed plans.

Figure 2 Number of policies related to equity at each policy level.





Equity coverage varied amongst documents. *Minneapolis 2040* and *Auckland Plan 2050* have the most equity references at all policy levels except monitoring. Notably, *Minneapolis 2040* stands out at the *Policy* level with 60 percent more references than the next document, *PSRC Vision 2050*. *Toronto's Resilience Strategy* has the greatest number of equity references at the *Monitoring* level, resulting in part from following an iterative implementation process of engagement, piloting, evaluating and scaling-up successful initiatives (e.g. Flood Resilience Charter).

Low coverage does not necessarily imply poor consideration of equity in some cases. Since the analysis explored equity in several different document types, comprehensive plans may appear to cover equity more thoroughly, while single-purpose documents may appear to have low coverage based on the number of references. For instance, *LA County Metro Equity Platform* and *Sound Transit Equitable TOD Policy* have few equity references because each entire document contains few, but lengthy and detailed equity policies. In many cases, high coverage reflects breadth of policy areas considered (i.e. *Minneapolis 2040* and *Auckland Plan 2050*), while low coverage indicates less references

but may include more detail (i.e. *LA County Metro Equity Platform* and *Sound Transit Equitable TOD Policy*). The report offers further discussion on this in section 3.3.3 Equity and Policy Areas.

On average, the reviewed documents consider equity in good *depth*. All documents had equity references at the *Direction Setting* and *Policy* levels. Most documents' most detailed policy level was *Monitoring*. Three of the reviewed plans state the intention to develop detailed monitoring plans, while seven have specific metrics. *Minneapolis 2040*'s monitoring relates to an equitable planning process (i.e. meaningful, representative), others like *Nanaimo RGS* and *San Diego Forward* only address planning outcomes (i.e. affordable housing, safety). Of the two plans that did not exceed the *Policy* level, *Saskatoon North P4G* has a geographic perspective of equity and *Stockholm Vision 2040* is a guiding document describing an ideal future.

In general, the *comprehensiveness* of equity in the plans was high. Out of a possible 10, the average *comprehensiveness* score was 8.7. All documents addressed equity or contained equity related language in at least three policy levels.

Many plans used explicit language to identify and discuss equity. Several contained implicit language but clearly acknowledged issues of equity. Few inferred or assumed equity as part of good planning overall or dealt with policy areas related closely to equity but did not address it specifically.

Figure 3 Summary of documents and their depth, comprehensiveness score and language used in order of comprehensiveness.

Document	Depth	Comprehensiveness	Language
<i>Toronto's Resilience Strategy</i>	Monitoring	10	Explicit
<i>LA County Metro Equity Platform</i>	Monitoring	10	Explicit
<i>Auckland Plan 2050</i>	Monitoring	10	Explicit
<i>Growth Plan for the GGH</i>	Monitoring	10	Implicit
<i>Minneapolis 2040</i>	Monitoring	10	Implicit
<i>Nanaimo RGS</i>	Monitoring	10	Inferred or assumed
<i>PSRC Vision 2050</i>	Monitoring	8	Explicit

<i>Sound Transit Equitable TOD Policy</i>	Monitoring	8	Explicit
<i>RPA The Fourth Regional Plan</i>	Monitoring	8	Explicit
<i>San Diego Forward</i>	Monitoring	8	Explicit
<i>Stockholm Vision 2040</i>	Policy	6	Implicit
<i>Saskatoon North P4G</i>	Policy	6	Inferred or assumed

3.3.2 Definitions of Equity

Of the reviewed documents, approximately 60 percent used *explicit* language about equity, meaning the documents both used the term and defined “equity” from a social perspective and was found within policy areas. Minneapolis and the Greater Golden Horseshoe used the term equity but did not offer a concrete definition. Similarly, Stockholm does not use the term, but is clearly guided by equity. A vague or *implicit* equity definition does not necessarily indicate a poor understanding of equity. *Los Angeles County Metro Equity Platform* fundamentally views equity as access to opportunity, but also includes a process to develop a shared definition of social equity, acknowledging that equity must encompass multiple perspectives. Nanaimo and Saskatoon North defined equity from a geographic perspective, but still address themes that infer social equity. For instance, the *Nanaimo RGS* monitors food security, a theme essential to social equity.

There was an important distinction between geographic and social equity. These two categories of equity appeared differently in the documents depending on their governance. At the municipal scale, neighbourhoods can represent both geographic and social equity, given they correspond, which is often the case. At a regional level, geographic equity primarily meant municipal jurisdictions and their share of investment and taxation in the region. While this certainly affects social equity, it does not directly address it at the social scale, and so where social equity was outlined at the regional level, it was specifically stated in the social context and/or separated from geographic equity. For instance, Auckland Council’s, *Auckland Plan 2050* uses a form of geographic equity alongside social equity (see Deprivation Index at the end). Where these two were not clear in regional level documents, it correlated with expressed issues and need for further education and awareness of elected officials in order to shift thinking about their respective administration (i.e. the share of their municipal budget put to regional investments) to the impact of policy on people.

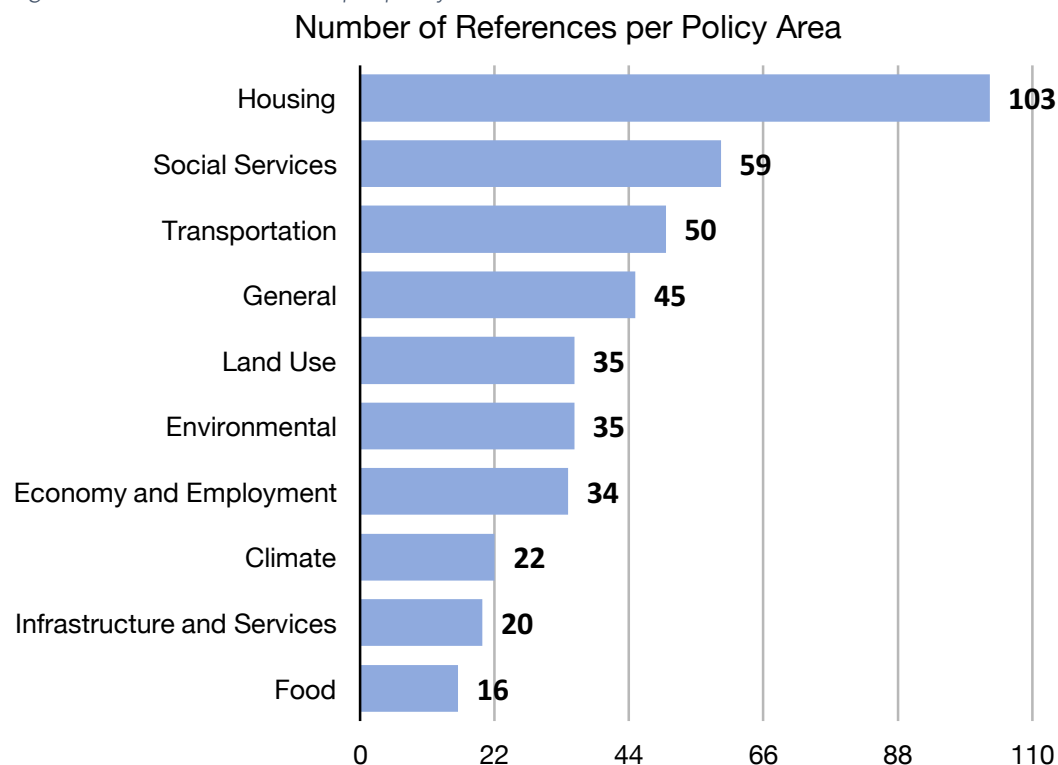
Definitions of equity also vary in their language and clarity regarding the difference between of “equal” versus “equitable” and the issue that being equal does not necessarily result in being equitable. Equity is to provide the necessary resources and support to ensure “equal” opportunity. At times, equitable policy may require “special” measures for equity-seeking groups that are not available to the wider population (and

therefore at risk of being perceived as unequal). However, different treatment, rather than treating everyone the same, is necessary to obtain equitable results. While a fundamental concept, this was often noted in the interviews as an important distinction to make and one that is sometimes missed by even staff and elected officials, described as a shift in thinking for some.

3.3.3 Equity and Policy Areas

The following are policy findings from the document review grouped by planning topic or theme. Each theme is described, followed by a summary of the theme in reviewed documents, population group characteristics addressed, and governance bodies and procedures related to the theme. A table of sample policy language at each policy level is also included at the end of each section.

Figure 4 Number of references per policy area.



General

Many plans seek equity generally, not tied to a specific policy area. Issues are vague and undefined, but also include equitable representation and participation in the planning process itself.

Ten plans address equity generally with a total of 45 references. The two documents that do not address equity generally are *Sound Transit Equitable TOD Policy* and *LA County Metro Equity Platform* which are both policies that focus on transportation. *Minneapolis 2040* has the most general equity references, followed by *Toronto's Resilience Strategy*.

General equity is addressed most often at higher policy levels. Of the ten documents, none have general equity language at the Direction level, one at the Guiding level, eight at the Policy level and six at the Monitoring level. This indicates most reviewed documents connect equity to specific planning topic areas at broad policy levels but become more general about achieving equity at detailed policy levels.

Though general equity policies from reviewed documents touch on several population group characteristics, most references are to Indigenous people and racial and ethnic minority characteristics. Overall, there are 28 general equity references to Indigenous people, 23 to racial and ethnic minorities, and eight low socio-economic status references. No reviewed documents reference LGBTQ+, women or single parent characteristics related to general equity.

General equity procedures include engaging equity-seeking groups in planning and decision-making processes. Documents suggest finding new avenues for engaging under-served populations and more effectively using technology and data. *Toronto's Resilience Strategy* recommends applying the City's Equity Lens, a tool that helps identify and address barriers. The tool is a set of questions asked with planning, developing and evaluating a policy, program or service to diagnose barriers and identify, measure, and evaluate best practices within access, equity and diversity. All significant policy and program reports to Council are required to include an Equity Impact Statement to summarize an equity analysis (based on the three questions). In addition, the reports analysis and text should demonstrate that equity issues have been considered.

General equity policies achieve many of the key themes highlighted by desktop research and interviews. For Instance, several reviewed documents address organization-based inequity and promote interdepartmental collaboration through general equity policies. The emphasis on Indigenous people population characteristics suggests general equity policies promote reconciliation. However, lacking specificity risks overlooking certain equity-seeking groups or vague implementation and monitoring targets that are difficult to translate into action.

Figure 5 Sample policy language (general):

Policy Level	Sample Language	Source
GUIDING	While Indigenous peoples in Toronto face inequities, they are not listed as an equity-seeking group. Indigenous peoples are the original inhabitants of what is today Toronto, and have a special status recognized under section 35 of the Constitution. Many believe that Indigenous peoples do not seek equity but rather reconciliation and a restoration of the health, wellness, self-determination and sovereignty, which were eroded through historical and ongoing colonization.	<i>Toronto's Resilience Strategy</i>
POLICY	Early action in areas of growth and significant change also provides the opportunity to focus activity on addressing disparities before they become embedded.	<i>Auckland Plan 2050</i>
	Strengthen connections among individuals and networks while promoting social inclusion and cohesion	<i>Minneapolis 2040</i>
	Explore new methods and techniques to engage communities that have been traditionally underrepresented in heritage preservation to identify historic resources they consider valuable and conduct further research on these resources	
	The City prioritizes the most vulnerable people and highest risk in decision-making	<i>Toronto's Resilience Strategy</i>
MONITORING	1. Meaningful and Relevant Dialogue: The community feels that the dialogue has been meaningful and relevant to their interests and daily lives 2. Inclusive Representation: The perspectives and participation of a broad range of community members are equitably represented in the plan 3. Contributions Have Impact: The public feels their input has been thoughtfully considered and sees their contributions reflected in the plan. 4. Empowering Experience: Community leadership and capacity has been built through the process 5. Effectively-Used Resources: Government resources are used wisely and effectively	<i>Minneapolis 2040</i>
	Creating and maintaining tools and resources, including data and outreach, to better understand how regional and local policies and actions affect our region's residents, specifically as they relate to people of color and people with low incomes.	<i>PSRC Vision 2050</i>
	Social equity analysis for minority, low-income, and senior populations	<i>San Diego Forward</i>
	After scaling up, the project will be evaluated and re-planned accordingly	<i>Toronto's Resilience Strategy</i>

Housing

Housing was defined as people's ability to live somewhere that is safe, healthy, and affordable. This included a search for issues such as reducing homelessness, supporting ownership, and providing a range of housing types and locations.

Housing had the most references of all policy areas with over 100 mentions of equity. All reviewed documents address housing equity except *Saskatoon North P4G*. *Minneapolis 2040* has the most housing equity references (23), followed by *PSRC Vision 2050* (16), *Auckland Plan 2050* (11) and *RPA The Fourth Regional Plan* (11).

Housing equity language is found at all policy levels. Of the 11 documents, seven have housing equity language at the Direction level, three at the Guiding level, nine at the Policy level and five at the Monitoring level. Thus, housing equity is mentioned in broad and detailed policies.

Policies from reviewed documents that relate to housing and equity cover a broad range of population group characteristics. The three main characteristics are ethnic and racial minorities (48), children and seniors (22), and low socio-economic status (13). No reviewed documents reference LGBTQ+ or single parent characteristics related to housing equity.

Complete communities are a common planning strategy that plans, particularly *Growth Plan for the GH*, use to promote housing equity. Complete communities contain amenities, are places with a good mix of housing, jobs, transit and services, designed to meet the needs and provide access to opportunities for diverse residents. Similarly, *Sound Transit Equitable TOD Policy* has strategies to promote housing equity by offering property discounts for affordable housing development near transit.

Equity is often implied in housing policies, which contributes to the high number of references. Making safe, adequate housing attainable theoretically increases all residents' housing opportunities, which is fundamental to success in other areas of life. Nonetheless, benefits and consequences of change may be inequitably distributed, so equity advanced documents include policies that specifically favour disadvantaged groups (i.e. *Minneapolis 2040*).

Figure 6 Sample policy language (housing):

Policy Level	Sample Language	Source
DIRECTION SETTING	Support and facilitate the provision of appropriate, adequate, attainable, affordable and adaptable housing	<i>Nanaimo RGS</i>
	Planning for a balanced distribution of affordable housing choices and jobs is critical to the success of the Regional Growth Strategy. Skyrocketing housing prices have displaced residents, particularly in major cities and near job centers.	<i>PSRC Vision 2050</i>
GUIDING	Secure and healthy housing is associated with the accumulation of greater intergenerational wealth and other benefits not available to those living in short-term or unhealthy homes. With the significant increase in the cost of housing in Auckland, decline in home ownership levels is resulting in fewer Aucklanders being able to fully prosper.	<i>Auckland Plan 2050</i>
POLICY	[Support] Maori aspirations such as developing kaumātua and papakāinga housing	<i>Auckland Plan 2050</i>

	Explore new and different ways to buy, rent and manage our housing. This can include: <ul style="list-style-type: none"> • Cooperative and collective ownership models • Rent-to-buy models • Encouraging long-term institutional landlords. 	
	Applying the policies of this Plan will support the achievement of complete communities that improve social equity and overall quality of life, including human health, for people of all ages, abilities, and incomes	<i>Growth Plan for the GGH</i>
	Minimize the involuntary displacement of people of color, Indigenous people, and vulnerable populations such as low-income households, the elderly, and people with disabilities, from their communities as the city grows and changes	<i>Minneapolis 2040</i>
	Encourage large medical, educational, and cultural institutions to grow within their existing footprint, especially where territorial expansion would result in a reduction of housing stock.	
	Support community driven innovative housing solutions, such as prefabricated and manufactured housing, 3-D printed housing, and tiny houses	
	A minimum of eighty percent of [Sound Transit's] surplus property to be disposed or transferred, including air rights, that is suitable for development as housing, must be offered for either transfer at no cost, sale, or long-term lease first to qualified entities that agree to develop affordable housing on the property, consistent with local land use and zoning laws.	<i>Sound Transit Equitable TOD Policy</i>
MONITORING	<ul style="list-style-type: none"> • Aucklanders' sense of community in their neighbourhood • Aucklanders' sense of safety in their homes and neighbourhood • Aucklanders' quality of life 	<i>Auckland Plan 2050</i>
	<ul style="list-style-type: none"> • Housing diversity by unit type • Number of new affordable housing units constructed • Subsidized housing wait lists • Level of homelessness. 	<i>Nanaimo RGS</i>
	Complete a Regional Housing Needs Assessment	<i>San Diego Forward</i>

Social Services

Social services were defined as people's ability to connect to, contribute to, and be supported by their community. This included search topics such as culture, recreation, health, support services and education/training.

In total, the reviewed documents reference social services nearly 60 times. Of the 12 reviewed documents, *Saskatoon North P4G*, *Nanaimo RGS* and *Sound Transit Equitable TOD Policy* were the only documents that do not mention social service equity. *Minneapolis 2040* has the most social service equity references (16), followed closely by *Auckland Plan 2050* (15), and *Stockholm Vision 2040* (11).

Though commonly referenced, social service equity was not considered to the monitoring level of detail. Of the nine documents, five have social service equity

language at the Direction level, two at the Guiding level, six at the Policy level and none at the Monitoring level.

Though social service equity policies from reviewed documents touch on a broad range of population group characteristics, most references are about racial and ethnic minority characteristics. Overall, there are 26 social service equity references about racial and ethnic minorities, followed by nine children and senior references and six Indigenous people references. No reviewed documents reference LGBTQ+ or single parent characteristics related to social service equity.

Growth Plan for the GGH embeds social services into governance procedures. Cultural Heritage Resources are objects, sites, or locations of a traditional societal practice that is of historical, cultural, or archaeological significance, which are important for identity and wellbeing today. The GGH has committed to working with First Nations and Métis while developing and implementing plans to identify, use, and manage Cultural Heritage Resources.

Like housing, equity is often intrinsic to social services. As emphasized by *Stockholm Vision 2040*, access to social services is fundamental to residents accessing other opportunities. Without targets and measures, however, it is difficult to analyze progress and understand the distribution of benefits and consequences. Equity advanced plans include policies that consider horizontal and vertical equity (i.e. *PSRC Vision 2050*).

Figure 7 Sample policy language (social services):

Policy Level	Sample Language	Source
DIRECTION SETTING	Harness emerging technologies and ensure equitable access to high quality digital data and services	<i>Auckland Plan 2050</i>
	Health is more than just the absence of disease... Disparities increase for people of color and those with low incomes; they face more barriers to affordable, quality housing, health care, and healthy foods... Local plans should identify and address health disparities to improve health outcomes for all residents.	<i>PSRC Vision 2050</i>
GUIDING	Good social services ensure equal opportunities in life	<i>Stockholm Vision 2040</i>
POLICY	[Value] the importance of rangatahi and their skills, knowledge and world views as important to the health of the community	<i>Auckland Plan 2050</i>
	Partner with private, philanthropic, and other government institutions to target investments in arts and creative spaces, venues, and districts, particularly in communities where there are existing racial, ethnic, and economic disparities	<i>Minneapolis 2040</i>
	Establish integrated delivery of social services across disciplines, such as housing, disability, physical health, mental health, child welfare, senior services, and workforce services, so residents can more easily access the services they need	

	Promote affordability and equitable access of public services to all communities, especially the historically underserved.	<i>PSRC Vision 2050</i>
	The region is a world leader in areas such as information technology, the creative professions, life sciences, environmental technology, social sustainability and human right	<i>Stockholm Vision 2040</i>

Transportation

Transportation was defined as an affordable, accessible and reliable transportation system that serves residents, rather than displaces them. This included search areas for supporting affordable housing near public transit and ensuring the transportation connects people to their homes, jobs, and other needs.

Transportation equity has nearly 50 references in total. All reviewed documents address transportation except *Saskatoon North P4G*. *Minneapolis 2040* has the most transportation equity references (11), followed by *San Diego Forward* (10) and *PSRC Vision 2050* (6).

Transportation equity language is found at all policy levels. Of the 11 documents, five have social service equity language at the Direction level, one at the Guiding level, seven at the Policy level and four at the Monitoring level. Thus, transportation is mentioned in broad and detailed policies.

Though transportation equity policies from reviewed documents touch on a broad range of population group characteristics, most references are about racial and ethnic minority characteristics. Overall, there are 24 transportation equity references about racial and ethnic minorities, followed by eight children and senior references and six low socio-economic status references. No reviewed documents reference LGBTQ+, women or single parent characteristics related to transportation equity.

No specific governance bodies or processes related to transportation equity were identified. However, while some documents reviewed are from regional or municipal planning agencies, others are from single purpose agencies, such as Sound Transit and LA County Metro, which specifically focus on policies that consider transportation equity in detail. *Sound Transit Equitable TOD Policy* focuses on locating equitable transit communities that are affordable, safe, diverse, and abundant in opportunities while developing strategies to minimize potential displacement of residents and businesses. *LA County Metro Equity Platform* focuses on equitable long-range transportation planning particularly through investments that leads to equitable benefits and internal equity training.

Driven by research about transportation planning as a source of inequity, recent transportation policies from the reviewed documents have become specific about equity-seeking groups and policy areas. For instance, *Sound Transit Equitable TOD*

Policy acknowledges people have unique transportation needs that should be given special consideration - an example of vertical equity. Moreover, several policies relate to other policy areas such as housing, employment, and social services. Equity is a key consideration for planning and investments. This specificity about equity does not follow through to the Monitoring policy level.

Figure 8 Sample policy language (transportation):

Policy Level	Sample Language	Source
DIRECTION SETTING	<p>The agency is committed to TOD that is equitable by ensuring that:</p> <ul style="list-style-type: none"> • The processes to plan, develop and implement TOD are inclusive and reflective of the local community, with the goal of a shared station area vision between the agency, community and local jurisdiction. • TOD outcomes benefit and support existing low-income communities and residents of color. • Station areas include housing options for families of many sizes and various income levels, provide social and economic opportunity for current and future residents, and increase access to regional employment, health and educational centers. 	Sound Transit Equitable TOD Policy
GUIDING	The Long Range Transportation Plan (LRTP) must have a concentrated focus on equity.	LA County Metro Equity Platform
POLICY	Designate Production and Processing Areas that comprise large contiguous tracts of land historically used for industrial purposes, that are well-served by transportation infrastructure for both people and freight, and that contain building stock suitable for production and processing businesses to expand access to higher wage job opportunities	Minneapolis 2040
	<p>Provide equitable and ample access to walking, bicycling, transit options, and a shared mobility economy:</p> <ul style="list-style-type: none"> • Increase connections to isolated areas of the city that were created by historic inequities • Support strategies to improve mobility for seniors and those with mobility challenge 	
	Ensure mobility choices for people with special transportation needs, including persons with disabilities, seniors, youth, and people with low incomes.	Sound Transit Equitable TOD Policy
	The Regional Plan reserves 10 percent of transit operations funding for seniors and persons with disabilities. Five percent of the funds are reserved for Americans with Disabilities Act (ADA) services. Additionally, the Regional Plan includes 5 percent of transit operations funds to support a coordinated system of services provided by social services agencies for "door-through-door" assistance for seniors and persons with disabilities.	San Diego Forward
MONITORING	<p>We will track progress against a set of measures.</p> <ul style="list-style-type: none"> • Access to jobs • Household transport costs • Transport related deaths and injuries 	Auckland Plan 2050

	Define metrics to evaluate outcomes and consider redirected actions if needed. It will be particularly critical to infuse equity-based performance metrics in Metro’s investment decisions. These cannot be the only investment considerations. Transportation is rife with tradeoffs. But equity metrics need to be definable, impactful, measurable, accountable, and at the front end of the analysis, not the back end.	LA County Metro Equity Platform
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Land Use & Growth Management

Land use was defined as designated uses, growth areas, overlays, development patterns, etc. and its ability to promote equity.

Overall, land use has 35 references from ten of the reviewed documents that relate to equity. Having the greatest number of references, *Nanaimo RGS* mentions land use equity six times, while *Minneapolis 2040* and *PSRC Vision 2050* reference land use equity five times.

Land use equity policies are concentrated at broader policy levels. Of these ten documents, nine have land use equity language at the Direction level, four at the Guiding level, eight at the Policy level and none at the Monitoring level. Guiding level language tends to refer to historic land uses or future needs.

Land use policies do not distinguish a broad range of population group characteristics. Only four population group characteristics are specifically mentioned: Indigenous people (8), ethnic and racial minorities (7), children and seniors (5), and low socio-economic status (1). Overall, land use equity policies address all people in general.

PSRC Vision 2050 is the only reviewed document in which equitable land use processes were identified. In order to inform development patterns, *PSRC Vision 2050* states that inclusive engagement will be conducted to identify and address the diverse needs of the region’s residents.

In general, land use policies from reviewed documents address equity minimally and implicitly. Reviewed documents tended to acknowledge how land use could impact issues such as climate change, emissions reduction, walkability, health, and the environment rather than equity. For instance, documents using tools such as boundaries and density targets (i.e. *Growth Plan for the GGH*) typically do not justify these metrics in relation to equity. Additionally, few documents acknowledge conventional land use planning as a source of inequity or structural violence.

However, some documents contain notable equity advanced elements related to land use. For instance, *Minneapolis 2040* uses racial disparity data to inform planning. *PSRC Vision 2050* uses engagement and consultation to inform development patterns. *Saskatoon North P4G* and *PSRC Vision 2050* acknowledge that Indigenous governments

engage in land use planning, so there is a need for government-to-government dialogue and collaboration.

Figure 9 Sample policy language (land use and growth management):

Policy Level	Sample Language	Source
DIRECTION SETTING	Auckland will follow a quality compact urban form approach to growth to realize the environmental, social, and economic benefits this approach brings.	<i>Auckland Plan 2050</i>
	Compact built form and intensification efforts go together with more effective transit and active transportation networks and are fundamental to where and how we grow. They are necessary to ensure the viability of transit; connect people to homes, jobs, and other aspects of daily living for people of all ages; and meet climate change mitigation and adaptation objectives.	<i>Growth Plan for the GGH</i>
GUIDING	Areas in Minneapolis with higher densities and a mix of land uses experienced disinvestment, in part because banks did not lend in those areas	<i>Minneapolis 2040</i>
	[The] fastest growing age group between 1986 and 2006 was the sector of the population over the age of sixty-five. This trend is expected to continue which has significant implications for land use, housing, and employment.	<i>Nanaimo RGS</i>
POLICY	Where land has been selected as Treaty Land Entitlement within the boundaries of a municipality, the associated municipality will engage in discussions with the First Nation to enter into a land use compatibility agreement.	<i>Saskatoon North P4G</i>
	Sound Transit acquires property for transit purposes. During acquisition of land sufficient to construct and operate the transit facility, Sound Transit considers how potential excess or surplus property after construction may be used for TOD, including such factors as size, configuration and relationship to a future transit facility. This consideration allows the agency to make intentional decisions about property acquisitions and how the final footprint of the agency's constructed facility may allow future excess Sound Transit property or adjacent property to be effectively developed into agency or community TOD.	<i>Sound Transit Equitable TOD Policy</i>
	Use data on racial disparities and community asset mapping criteria to identify geographic areas most in need of reinvestment and where a coordinated approach would result in achieving Minneapolis 2040 goals, including but not limited to areas that have historically experienced disinvestment	<i>Minneapolis 2040</i>

Environmental

Environmental policies were defined as people's ability to access natural spaces and live within a healthy environment. Issues include proximity to parks, water quality, and air quality.

In total, there are 35 environmental equity references. Nine of the reviewed documents address environmental equity, excluding *Saskatoon North P4G*, *Sound Transit Equitable*

TOD Policy and *LA County Metro Equity Platform*. *Minneapolis 2040* and *PSRC Vision 2050* both have the greatest number of environmental equity references (8), followed by *Toronto's Resilience Strategy* and *San Diego Forward* (4).

Though many documents do not consider environmental equity at the broadest or most detailed policy levels, several include environmental equity language at the Policy level. Of the nine documents, two have environmental equity language at the Direction level, one at the Guiding level, seven at the Policy level and three at the Monitoring level.

Environmental policies do not distinguish a broad range of population group characteristics. Only three population group characteristics are specifically mentioned: ethnic and racial minorities (11), children and seniors (2), and low socio-economic status (1). Overall, environmental equity policies address all people in general.

The *Growth Plan for the Greater Golden Horseshoe* somewhat embeds the environment into governance procedures. The *Greater Golden Horseshoe* acknowledges that the region has certain hydrologic and cultural heritage resources that are fundamental for wellbeing and prosperity. Planning to protect and manage these resources supports environmental equity.

Reviewed documents with environmental equity language tend to understand the interconnectivity of ecological and human wellbeing. Therefore, at the broadest and most specific policy levels (Direction Setting and Monitoring), equity is implicit; if the region's environment is improving so to must the wellbeing of residents. Policy level language, however, is more specific about people's needs for access of green space and the structural violence that lead to some populations bearing an inequitable burden of environmental degradation.

Figure 10 Sample policy language (environmental):

Policy Level	Sample Language	Source
DIRECTION SETTING	The region cares for the natural environment by protecting and restoring natural systems, conserving habitat, improving water quality, and reducing air pollutants. The health of all residents and the economy is connected to the health of the environment. Planning at all levels considers the impacts of land use, development, and transportation on the ecosystem.	<i>PSRC Vision 2050</i>
GUIDING	Sustainability Principles <ul style="list-style-type: none"> • The interconnectedness and interdependence of natural and human systems are recognized and respected • The qualities of place that create pride and a sense of community are nurtured • Equity amongst all citizens and across generations, including future generations is ensured 	<i>Nanaimo RGS</i>

POLICY	While some parts of Auckland are well served with quality public places and spaces, others are not. Investment must therefore be specifically targeted at: <ul style="list-style-type: none"> those areas that undergo significant growth and where population densities are increasing those parts of Auckland that are currently under-served and where it will make the most difference to quality of life. 	<i>Auckland Plan 2050</i>
	Ensure that all residents of the region, regardless of race, social, or economic status, have clean air, clean water, and other elements of a healthy environment.	<i>PSRC Vision 2050</i>
	Provide parks, trails, and open space within walking distance of urban residents. Prioritize historically underserved communities for open space improvements and investments.	
	Evaluate universal accessibility of all parks and open spaces, making improvements to ensure they are all accessible, enjoyable, and welcoming to all people regardless of age, geography, or cultural background.	<i>Minneapolis 2040</i>
	Ensure that the people and communities in areas of environmental injustice experience the benefits of local and regional infrastructure investments	
MONITORING	Is the region's air quality improving?	<i>San Diego Forward</i>
	Monitoring, evaluating, and communicating the benefits achieved from green and blue infrastructure in Toronto and internationally, with the aim of prioritizing green and blue infrastructure within decision making and budgets at the City and for its partners.	<i>Toronto's Resilience Strategy</i>

Economy and Employment

Economy and employment were defined as people's ability to make a living and pursue careers. Issues include small business support and job availability and proximity.

Overall, there are 34 references from the reviewed documents. Nine address economy and employment equity, excluding *Nanaimo RGS*, *Growth Plan for the GGH* and *RPA Fourth Regional Plan*. Minneapolis 2040 has the most references (11), followed by PSRC Vision 2050 (7) and Stockholm Vision 2040 (5).

Economy and employment equity policy language is found at all policy levels. Of the nine documents, three have economy and employment equity language at the Direction level, two at the Guiding level, six at the Policy level and three at the Monitoring level.

Though economy and employment equity policies from reviewed documents touch on a broad range of population group characteristics, most references are about racial and ethnic minority characteristics. Overall, there are 14 economy and employment equity references about racial and ethnic minorities. No reviewed documents reference LGBTQ+, single parent, or children and senior characteristics related to economy and employment equity.

No specific governance bodies or processes related to economy and employment equity were identified.

Overall, economy and employment equity policy references are few, but highly specific. Most economy and employment equity language from the reviewed documents addresses and supported specific underserved groups. Compared to other planning topics, economy and employment equity Monitoring examples are all measurable. *Auckland Plan 2050* has specific metrics for Māori employment, which could be modeled for other equity-seeking groups (NEET rates, not in employment education or training).

Figure 11 Sample policy language (economy and the environment):

Policy Level	Sample Language	Source
DIRECTION SETTING	Advance Māori employment and support Māori business and iwi organisations to be significant drivers of Auckland's economy	<i>Auckland Plan 2050</i>
	In 2040, all Minneapolis residents will have the training and skills necessary to participate in the economy and will have access to a living-wage job.	<i>Minneapolis 2040</i>
GUIDING	A role model as an employer.	<i>Stockholm Vision 2040</i>
POLICY	Training and education initiatives focused on those most in need	<i>Auckland Plan 2050</i>
	Foster a supportive environment for business startups, small businesses, locally owned and women- and minority-owned businesses to help them continue to prosper.	<i>PSRC Vision 2050</i>
	Support and recognize the contributions of the region's culturally and ethnically diverse communities and Native Tribes, including helping the region continue to expand its international economy.	
	Identify and remove barriers, such as lack of technical support and challenges in accessing capital and physical space, to business creation and growth by residents of colour, Indigenous residents and low-income residents	<i>Minneapolis 2040</i>
	Prioritize use of land in Production and Processing Areas for production, processing and last mile distribution of products and services uses that have minimal or no air, water, or noise pollution impacts, and that provide quality living-wage jobs	
MONITORING	<ul style="list-style-type: none"> Māori in employment, education and training Māori decision making 	<i>Auckland Plan 2050</i>
	Real per capita income compared with California and the United States	<i>San Diego Forward</i>

Climate

Climate was defined as people's ability to adapt to or mitigate the risks of climate change. Issues include natural hazards and low emission technologies.

In total, the reviewed documents reference climate equity 22 times. Only seven plans reference climate equity including *Minneapolis 2040*, *San Diego Forward*, *RPA The Fourth Regional Plan*, *Growth Plan for the GGH*, *Auckland Plan 2050*, *PSRC Vision 2050*,

and *Toronto's Resilience Strategy*. *Toronto's Resilience Strategy* has the most climate equity references (8) followed by *PSRC Vision 2050* (4).

Climate equity language is found at all policy levels. Of the seven documents, two have climate equity language at the Direction level, one at the Guiding level, five at the Policy level and one at the Monitoring level. However, language at the Monitoring level is minimal, suggesting the strongest climate equity language is found at broader policy levels.

Policies from reviewed documents that relate to climate and equity cover a moderate range of population group characteristics. The three main characteristics are ethnic and racial minorities (9), children and seniors (3), and Indigenous people (3). No reviewed documents reference LGBTQ+, single parent, women, or people with disabilities characteristics related to climate equity.

Toronto's Resilience Strategy details the establishment of a Working Group dedicated to heat relief. The Working Group educates the public, reviews bylaws, and develops strategies to mitigate the impacts of heat for all residents. This Working Group helps people of all characteristics withstand the impacts of increasing heat.

Many of the reviewed documents connect climate change and natural hazards. Most of these documents with climate change equity language acknowledge certain residents may be more vulnerable to natural hazards resulting from climate change. However, few of these documents specify how to equitably distribute the financial burden of mitigating and adapting to climate change.

Figure 12 Sample policy language (climate):

Policy Level	Sample Language	Source
DIRECTION SETTING	VISION 2050 recognizes that "business as usual" will not be enough. As a result, VISION 2050 is a call for personal and institutional action to address long-term regional challenges, including racial and social inequality, climate change, housing affordability, and imbalance of jobs and housing around the region.	<i>PSRC Vision 2050</i>
GUIDING	Auckland is exposed to a range of climate change impacts... These impacts present challenges for Auckland, such as... [an] unequal distribution of impacts on Aucklanders, with those such as the elderly, the very young, those living in poverty or with chronic health issues more likely to be negatively affected.	<i>Auckland Plan 2050</i>
POLICY	Develop strategies to enhance our region's ability to adapt to the consequences of climate change, including planning and design strategies to help communities to cope with hazardous events such as storms, heat waves, wildfires, or ongoing drought.	<i>San Diego Forward</i>
	Increase resilience by identifying and addressing the impacts of climate change and natural hazards on water, land, infrastructure, health, and the economy. Prioritize actions to protect the most vulnerable populations.	<i>PSRC Vision 2050</i>

	Pricing greenhouse gas emissions to fund climate adaptation and mitigation measures, transit, and investments in environmentally burdened neighbourhoods	<i>RPA The Fourth Regional Plan</i>
MONITORING	<p>The City will consider the following factors in the review and update of the Wet Weather Flow Master Plan and Basement Flooding Program:</p> <ul style="list-style-type: none"> • Vulnerable populations and the ways they are impacted by flooding, including people living in basement apartments • Climate change adaptation. 	<i>Toronto's Resilience Strategy</i>

Infrastructure and Services

Infrastructure and services were defined as people having access to adequate, safe, and well-maintained major infrastructure. This includes services such as water, sewerage, waste, stormwater, and hazard prevention (i.e. dikes).

Combined, the reviewed documents have a total of 20 references related to infrastructure and services equity. Only seven plans reference infrastructure and services equity including *Minneapolis 2040*, *San Diego Forward*, *Toronto's Resilience Strategy*, *Saskatoon North P4G*, *Nanaimo RGS*, *Auckland Plan 2050* and *PSRC Vision 2050*. *PSRC Vision 2050* has the most infrastructure and services references (5).

Of the seven documents, three have climate equity language at the Direction level, none at the Guiding level, five at the Policy level and one at the Monitoring level.

Infrastructure and service equity policies do not distinguish a broad range of population group characteristics. Only three population group characteristics are specifically mentioned: ethnic and racial minorities (7), Indigenous people (4), and low socio-economic status (2). Overall, infrastructure and services equity policies address all people in general and typically did not outline or make the connection of infrastructure and services on equity of residents.

Minneapolis 2040 emphasizes that City staff time must be devoted to interdepartmental and interagency planning and implementing district-wide development plans to ensure historically amenity deficient areas are not overlooked.

Overall, infrastructure and services equity language from reviewed documents is not highly specific. Policies focus on providing services to historically underserved areas. Policies also focus on providing infrastructure and services to areas with significant growth; however, the reviewed documents do not acknowledge that benefits and consequences of growth may be inequitably distributed. Taking a less common, but equally important perspective, *Minneapolis 2040* also emphasizes that some infrastructure may have adverse impacts on residents and that such negative consequences on equity-seeking groups should be avoided. Effective infrastructure and services policies depend on using data as a foundation to identify underserved areas.

Figure 13 Sample policy language (infrastructure and services):

Policy Level	Sample Language	Source
DIRECTION SETTING	The historic provision of public services often systematically and disproportionately created worse conditions for people of color and people with low incomes... To this day, people in these communities may lack access to reliable services and infrastructure, such as sewers, broadband, and parks. Looking to the future, there are opportunities to correct these past inequities... While certain facilities generate unavoidable adverse impacts, they can be mitigated by not siting facilities in a manner that unduly burdens certain communities or population groups.	<i>Minneapolis 2040</i>
POLICY	Efforts to maximise the investment in social services and infrastructure can focus on: • areas where there is current under-investment and areas where there is significant population growth and redevelopment	<i>Auckland Plan 2050</i>
	Plan for the provision of telecommunication infrastructure to provide access to residents and businesses in all communities, especially underserved areas.	<i>PSRC Vision 2050</i>
MONITORING	Basement Flooding Environmental Assessment Studies	<i>Toronto's Resilience Strategy</i>

Food

Food was defined as food systems that support food security and food sovereignty. Search issues included provision of access to adequate, healthy food.

Food equity is referenced a total of 16 times in the reviewed documents. Only five documents reference food equity, including *RPA The Fourth Regional Plan*, *Nanaimo RGS*, *Minneapolis 2040*, *Toronto's Resilience Strategy*, and the *Growth Plan for the GGH*. *Toronto's Resilience Strategy* and *Growth Plan for the GGH* have the greatest number of references related to food equity (4).

Of these five documents, two have food equity language at the Direction level, none at the Guiding level, four at the Policy level and one at the Monitoring level.

Policies related to food and equity distinguish very few specific population group characteristics. There are two references to children and seniors and one reference each to low socio-economic status and newcomers. Overall, food equity policies typically address all people in general.

No specific governance bodies or processes related to food equity were identified.

Equity is often implied in food policies. Most food equity language in the reviewed documents refer to increasing access to food for all residents, regardless of their situation. Theoretically, increasing food availability helps all residents in other areas of life; however, equity advanced documents (i.e. *Minneapolis 2040*) also acknowledge that

some residents may face more barriers to accessing food than others even where food is abundant. Policies that support disadvantaged groups specifically are lacking.

Figure 14 Sample policy language (food):

Policy Level	Sample Language	Source
DIRECTION SETTING	Residents will have easy access to food, shelter, education, health care, arts and recreation, and information technology. Public services will be co-located in community hubs that are broadly accessible.	Nanaimo RGS
POLICY	Take proactive steps to attract new grocery stores to locations in low-income communities, including providing financial and technical support for grocery store expansion, remodeling or equipment upgrades	Minneapolis 2040
	Explore and implement regulatory changes to allow and promote more innovative practices such as mobile food markets and mobile food pantries or food shelves that bring food closer to under-resourced customers.	
	Expand convenient access to healthy, local, and affordable food options, including through urban agriculture.	Growth Plan for the GGH
MONITORING	<p>The '5 A's' of food security:</p> <ul style="list-style-type: none"> • Available – sufficient supply • Accessible – efficient distribution • Adequate – nutritionally adequate and safe • Acceptable – produced under acceptable conditions (e.g. culturally and ecologically sustainable) • Agency – tools are in place to improve food security 	Nanaimo RGS

3.4 Equity and Indigenous Groups

Of the reviewed documents, seven specifically reference Indigenous population groups throughout. *Toronto's First Resilience Strategy* had the most references (99), followed by *Minneapolis 2040* (76) and *Auckland Plan 2050* (50). Some plans, particularly *Toronto's First Resilience Strategy* and *Saskatoon North Partnership for Growth Regional Plan*, have policy language that explicitly mention Indigenous people. Overall, there are references at all four policy levels with seven *Direction Setting*, 10 *Guiding*, 36 *Policy*, and 7 *Monitoring* references. Samples of this language are provided in the table below.

Plans inclusive of Indigenous content, often identify Indigenous groups as an equity-seeking group and as an external agency and governing authority. This includes an outline of obligations and description for a relationship of government-to-government interaction.

Several exceptions emphasize the uniqueness of Indigenous groups and point out that they should not be considered an "equity-seeking group" in the same way as others. An example is *Toronto's First Resilience Strategy*, which emphasizes that Indigenous groups are not an equity-seeking group. Rather, as the region's original inhabitants, Indigenous people seek reconciliation and restoration of health, wellness, self-determination and sovereignty, which were eroded by colonialism. This includes Section 35 of the Canadian

Constitution recognizing Indigenous peoples' special status and establishing the duty to meaningfully consult with First Nations.

Some plans include specific governance bodies and procedures related to engaging and supporting Indigenous people. To learn from Indigenous Elders and Knowledge Keepers about resilience, *Toronto's First Resilience Strategy* partners with Indigenous Climate Action. Toronto has an online Equity Lens tool that helps staff identify and address barriers faced by Indigenous people and communities. More specific plans support *Toronto's First Resilience Strategy*, including the Indigenous Affairs Strategic Action Plan. The Greater Golden Horseshoe works with First Nations and Métis to protect cultural heritage resources. Minneapolis has developed the Small Developers Technical Assistance Program, which supports Indigenous people to participate in real estate development.

None of the Canadian documents reviewed include a specific section to discuss reconciliation, what that means, why it's important and how it might be applied to planning and growth management.

Auckland Plan 2050 is a good example of recognizing the status and needs of Indigenous groups throughout. It includes discussion on the value, importance, needs and impact of planning for Maori people.

This plan includes:

- Indigenous experience, perspectives and worldview and in part, this is a foundation for an approach and direction in regional planning.
- A clearly expressed partnership with Maori people and culture within Auckland including - the He Mihi (a welcome), as the plans introduction.
- An outcome of the plan itself (one of six), is "Maori Identity and Wellbeing" – "a thriving Maori identity is Auckland's point of difference in the world – it advances prosperity for Maori and benefits all Aucklanders".
- Outlines legislation and obligations to Maori peoples and communities.
- Recognizes and outlines the relationship with the independent Maori Statutory Board.
- Talks openly and specifically about structural issues and discrimination, both historically and in the present.
- Includes discussion of equity for Maori where relevant within individual policy sections.

Overall, most references are related to equity in general. The next policy areas with the most specific Indigenous people references are public services (6) and land use (5). No references about Indigenous population groups were classified as environmental or food policy areas.

Figure 15 Equity and Indigenous Groups

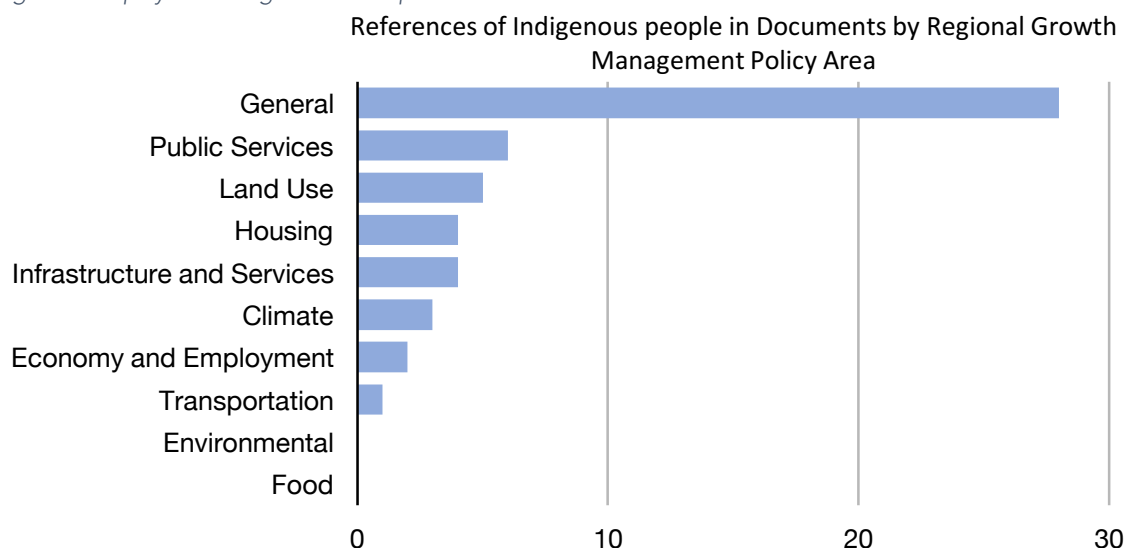


Figure 16 The following are examples of policy language that specifically mentions Indigenous people.

Policy Level	Sample Language	Source
DIRECTION SETTING	Residents of Toronto will know the history of Indigenous people on these lands, past and present, and are committed to knowing about, understanding, and acting on Truth and Reconciliation, for themselves and the City as a whole.	Toronto's Resilience Strategy
	Develop partnerships with First Nation communities and Aboriginal organizations based on respect for each other's jurisdiction and a common understanding of mutual interests.	Saskatoon North P4G
GUIDING	For thousands of years before colonization, it was a place where many Indigenous communities would meet to trade, exchange ideas, and solve resilience challenges; today, Toronto continues to be a place for creating innovative solutions to resilience challenges. Indigenous communities have a leadership role in building resilience.	Toronto's Resilience Strategy
POLICY	The City will also need to invest in its residents, especially residents of color and Indigenous residents, to ensure that it identifies and removes barriers to accessing and retaining housing	Minneapolis 2040
	Minneapolis' economy needs to continue to grow and innovate, and people of color and Indigenous people must have physical, personal and institutional access to this growth by addressing the growing racial disparities in Minneapolis' economy, identifying barriers that have reduced access to economic opportunities and developing strategies and programs...	
	The Regional District of Nanaimo (RDN) wishes to involve First Nations in its planning processes in the same way that it involves other levels of government. To this end, the RDN will: <ul style="list-style-type: none"> Encourage First Nations membership on the RDN's Advisory Committee; Continue dialogue with First Nations regarding land use planning in the RDN and in neighbouring lands under First 	Nanaimo RGS

	Nations jurisdiction for the purpose of building a mutual appreciation and understanding of land use planning processes; <ul style="list-style-type: none"> Consider amendments to the RGS, after the settlement of treaties with First Nations, for the purpose of harmonizing plans for land use in the region; Pursue the development of implementation agreements with First Nations... 	
	Partnership for Growth members shall: <ul style="list-style-type: none"> Engage in ongoing dialogue with First Nations and Aboriginal organizations to understand issues of joint interest, cooperate on strategic planning, and support regional development. Where land has been selected as Treaty Land Entitlement within the boundaries of a municipality, the associated municipality will engage in discussions with the First Nation to enter into a land use compatibility agreement. 	Saskatoon North P4G
	Supporting strategies to improve the engagement of hard-to-reach and equity-seeking groups, including low-income, racialized, and Indigenous residents, newcomers, and youth;	Toronto's Resilience Strategy
	Conserve and promote cultural heritage resources to support the social, economic, and cultural well-being of all communities, including First Nations and Métis communities	Growth Plan for the GGH
MONITORING	[Provide] training for City staff on Indigenous cultural competency, as directed by the Truth and Reconciliation Call to Action	Toronto's Resilience Strategy
	The City will work with Indigenous partners (including Indigenous nations, communities and organizations) to identify the impacts on Indigenous peoples and work with Indigenous communities to ensure they benefit from the Strategy and ensure there are opportunities to lead the implementation of the Strategy.	

3.5 Review of Metro 2040

3.5.1 Gap analysis

The following section identifies gaps and opportunities within the current Metro Vancouver regional growth strategy (*Metro 2040*). *Metro 2040* was evaluated using the same equity framework as other documents reviewed.

Equity Definition

Equity is not specifically defined in *Metro 2040* although it references "social justice" and "compassion". Social justice being concerned with human rights and equality, however, differing but overlapping with the concept of equity. Equity includes social justice but emphasizes a targeted approach to provide equal opportunities for disadvantages groups.

"Metro Vancouver has an opportunity and a vision to achieve what humanity aspires to on a global basis - the highest quality of life embracing cultural vitality, economic prosperity, social justice and compassion, all nurtured in and by a beautiful and healthy natural environment" – (*Metro 2040*, p. iv).

Language Specificity

Language used discusses equity aspects, but is implied rather than directly addressed. Some equity advanced documents address equity explicitly (i.e. *Auckland Plan 2050* and *PSRC Vision 2050*), while others (i.e. *Minneapolis 2040*) also imply equity through terms and phrases such as “fair and just opportunities and outcomes for all people,” and “benefits everyone.”

Population Groups Mentioned

(in order of most to least references – number of references in brackets)

On average, reviewed plans for other jurisdictions include references to approximately 63 percent of the outlined “equity-seeking groups”. Slightly below the average, *Metro 2040* includes references to 50 percent. Like most of the reviewed documents, the most commonly referenced groups by *Metro 2040* include ethnic or racial minorities, Indigenous people, children and seniors, and low socio-economic status. Equity advanced documents (i.e. *Auckland Plan 2050*, *Minneapolis 2040* and *PSRC Vision 2050*) reference over 80 percent of the outlined “equity-seeking groups” and include policies that support member of the LGBTQ+ community, single parents, and women within some of the policy areas.

- Ethnic or Racial Minorities (26)
- Indigenous people (21)
- Children and seniors (5)
- Low Socio-Economic Status (3)
- Newcomers (1)
- Disabilities (0)
- LGBTQ+ (0)
- Women (0)
- Single Parents (0)
- Intersectional (0)

Equity Challenges

(in order of most to least references – number of references in brackets)

On average, the reviewed plans include references to approximately 68 percent of the identified equity challenges. *Metro 2040* includes discussion on some of the identified equity challenges, including, access, affordability, health and opportunity. However, the plan does not directly discuss discrimination, obstacles and aspects of disparity. These three challenges are also the least referenced by plans overall. Equity advanced documents (i.e. *Auckland Plan 2050* and *Minneapolis 2040*) explore equity through a variety of terms and perspectives, mentioning all the identified equity challenges.

- Access (32)
- Affordability (29)
- Health (24)
- Opportunity (14)
- Discrimination (0)

- Obstacles (0)
- Disparity (0)

Governance and Process:

Metro 2040 describes the active bodies for governance of the plan.

- **Bodies:** TransLink, Greater Vancouver Boards

Other bodies could include:

- An Independent Indigenous Statutory Board
- Community advisory panels and committees
- Partnering with Community-Based Organizations
- Working Groups for specific issues

Note: Refer to Part 6 and Part 8 of the Local Government Act.

Metro 2040 outlines guidelines or commitments around equity specific consultation or engagement for coordination with First Nations groups.

- **Procedures:** Coordination with First Nations

Other procedures could include:

- Universal Design Manuals
- Equity training
- Make better use of technology and data
- Meaningfully engage all populations in developing plans for the future
- An Equity Lens

Policy Embeddedness

(number of references in brackets):

- Direction setting (3)
- Guiding (1)
- Policy (3)
- Monitoring (5)

Overall, *Metro 2040* has relatively low coverage of equity, ranking approximately 10th in number of equity references at the Direction Setting, Guiding, and Policy levels compared to the 12 other reviewed documents. Since equity is implied in *Metro 2040* and tends to acknowledge equity in several policy areas but lack specific policies on how equity will be achieved, this leads to a relatively low coverage count. However, *Metro 2040* explores equity in *depth*, ranking 3rd at the Monitoring level, the most detailed level. With language at each policy level, *Metro 2040* also has comparably high *comprehensiveness* to other reviewed documents.

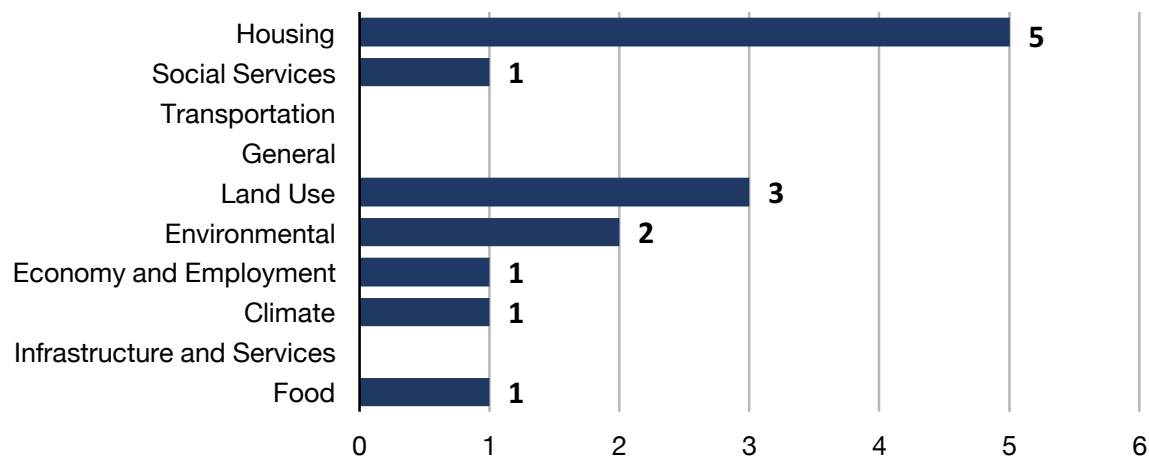
Metro 2040 has the potential to monitor factors that impact equity. Currently, equity is not specifically mentioned at the Monitoring level of the plan nor are specific equity-seeking groups emphasized strongly. However, *Metro 2040* already tracks several metrics that could contribute to a strong equity monitoring framework. Potential metrics that are already available and can help (with additional data and analysis) provide a picture of equity outcomes for the region which, in turn, provide a basis for equity goal setting and monitoring of regional growth strategy outcomes are:

- Metro Vancouver Dwelling Unit and Employment Growth Targets for Urban Centres and Frequent Transit Development Areas
- Monitoring of energy consumption, greenhouse gas emissions, and air quality related to land use and transportation infrastructure
- Percent of land designated Industrial and Mixed Employment that is developed
- Climate adaptation planning efforts (proxy measure)
- Housing affordability, housing diversity, and complete communities and health

Regional Growth Management Policy Areas

The following graph shows *Metro 2040* equity references listed in the same order as the overall theme by theme policy review.

Figure 17 *Metro 2040* equity references by policy area.



Like most other reviewed documents, housing is *Metro 2040*'s policy area with the most equity references. Most housing equity references are at the Policy and Monitoring levels, demonstrating that *Metro 2040* considers housing in detail. Most of these policies focus on affordable housing, which implies equity, though specific equity-seeking groups are not mentioned.

Metro 2040 has land use policies at the Direction Setting and Policy levels that implicitly promote equity. Like other reviewed documents, *Metro 2040*'s land use policies address all people in general and are focused more directly on transportation, services, retail,

culture, and urban aesthetics, rather than equity specifically. Other equity advanced documents inform land use by engaging with underserved groups and rely heavily on data about disparities (i.e. *Minneapolis 2040* and *Toronto's Resilience Strategy*).

Complete communities are a key avenue by which *Metro 2040* implicitly supports equity. By developing complete communities, *Metro 2040* will make improvements in multiple policy areas, including housing, social services, food, and the environment for all residents. Wellbeing in these policy areas also supports success in other areas of life. However, it does not explicitly consider that improvements may be inequitably distributed, and some residents may face greater obstacles than others that hinder them from embracing positive changes.

"Metro Vancouver's role is to: support municipalities in the development of healthy and complete communities through regional strategies on affordable housing, culture, food, and parks and recreation (Metro 2040, p. 47)."

In comparison to other reviewed documents, *Metro 2040* has a strong monitoring framework, particularly for environmental, economy and employment, and climate policy areas, but does not explicitly mention equity or equitable outcomes. Other equity advanced plans similarly do not include language about equity-seeking groups (i.e. *Minneapolis 2040* and *Toronto's Resilience Strategy*); however, data analysis and monitoring that specifically considers disadvantages groups helps ensure equitable outcomes are achieved with adjustments in policy or targeted policy, programs or investments. For example:

- **Environmental.** There is an emphasis on improving air quality which would benefit all residents. *Metro 2040* could specify which communities bear this burden most significantly or which residents may be most greatly impacted by poor air quality then target investment, or policy directed to achieve a more equitable outcome.
- **Economy and Employment.** Though not mentioned in *Metro 2040*, plans from other jurisdictions emphasized industrial lands can support a range of skilled to unskilled employment opportunities that can increase additional access to jobs. Mapping transportation networks, employment lands and communities where high proportions of equity-seeking groups live may provide additional insight to access of employment.
- **Climate.** *Metro 2040* measures communities' climate change preparedness. *Metro 2040* could also consider people and communities most vulnerable to natural hazards resulting from climate change and how to equitably distribute the costs of mitigating and adapting to climate change.

- **Agriculture.** Agricultural policy focuses on protection of rural lands from urban development but does not identify access to land for employment or small-scale agricultural production.

Other comparisons and differences found are as follows:

- Differing from other jurisdictions, *Metro 2040* lacks equity language related to transportation and general equity.
- Other jurisdictions acknowledge the need to rethink transportation planning and TOD considering research that shows conventional transportation planning is a source of inequity (i.e. *LA County Metro Equity Platform* and *Sound Transit Equitable TOD Policy*).
- General equity policies are used by equity advanced plans to promote interdepartmental learning and collaboration, equitable planning processes, and further seek reconciliation with Indigenous groups.

4 Opportunities for Incorporating Equity into the Metro Vancouver *Metro 2040* Update and Regional Growth Management

The review provides a number of opportunities for Metro Vancouver Regional Planning to consider in how to incorporate equity in the upcoming growth strategy update. A summary of these are described below.

4.1 Definition of Equity

Based on consultation and assessment of plan contents it is evident that developing a clear definition of equity is important for all policy areas including growth management. Providing overarching guidance, a definition is the reference point for creating and changing policy. A definition of equity can be explicit and stand alone or defined internally and referenced within the framework of the plan (regional vision) as well as the policies, strategies and actions within it.

In review of how equity is defined or referenced from other plans, a comprehensive definition might include the following key attributes, to be integrated in the planning document:

- What equity is. This would include the concept of agency, as well as understanding the difference between social justice, currently referenced in *Metro 2040*, and social equity.
- How equity differs from equality and why that is important
- What it means on a regional scale (not just geographic distribution of resources but also social equity for residents living across the region)
- Who it benefits (everyone, if done well)

It is also useful to outline the plan's overall approach to equity challenges (i.e. embracing opportunities or overcoming obstacles) and its application to regional growth management. This may fit within the definition or, as in the example of *Metro 2040*, this information may be appropriate in the section "Challenges and Responses." It may also be useful to acknowledge equity-seeking groups specific to the region.

Examples where and how definitions are applied:

- *LA County Metro Equity Platform* focuses on equitable long-range transportation. This includes a regional definition of equity and a list of "equity measures" that 30 partners from all over the region are asked to sign on to.

4.2 Overall Document Structure

Equity advanced documents maintain aspects in structure and format that bring equity forward as a key concept and value within growth management planning. In summary, these include:

- Provide a narrative or initial, detailed analysis of processes and events that lead to existing inequities, along with an acknowledgement of underserved populations and the jurisdiction or organization's historical or current role in these situations.
- Reference and outline existing inequities (as in bullet one) and fully integrate a response to these by explaining how policies will reduce disparities in the text or use of icons throughout the document (see examples below).
- Note where certain population groups have specific needs or face unique obstacles within policy. Explore and define these needs in conjunction with these equity-seeking groups (for example, describe and outline the recent challenges with TOD, land costs and affordable housing, as well as who is most affected by this may be appropriate in Goals 1, 4 or 5 of *Metro 2040*)
- Outline where the organization looks to engage with equity-seeking groups.
- Demonstrate that equity is not limited to one strategy, goal, policy area or section, but applies to all areas. Equity may often be considered only as a “social” category and therefore confined to policy areas with more obvious social components, such as affordable housing, as opposed to other areas, such as environment and climate change, where it is equally important but not necessarily as evident as to how equity applies.
- Use icons, images, graphics or quotes from residents throughout the region to express values and interests related to equity throughout the document.

Key highlights and examples of aspects that bring equity forward:

1. *Minneapolis 2040* is highly detailed, following the outline: Goals → 2040 Topics → Plan Policies. Each section includes a detailed overview of people and challenges. Additionally, the document frequently reiterates that certain populations have been and are currently disadvantaged, underserved by the City, and must be prioritised in order to have equal opportunities and quality of life.
2. *Auckland Plan 2050* includes Maori design throughout the document. The document also uses Maori language and narrative as an equal partner in the plan's values. This references the ongoing partnership between Maori and the Crown and the significance of Indigenous people. *Auckland Plan 2050's* iconography reflects that the document's content integrates Indigenous directions and promotes reconciliation.
3. *Toronto's Resilience Strategy* incorporates case studies. Some case studies are local projects *already* in action and others are from resilient cities around the world. The document incorporates these examples, as well as important terms and information in boxes throughout.
4. *Toronto's Resilience Strategy* also effectively uses icons to indicate equity-promoting policies and procedures. Early in the document (p.12), equity is identified as one of six challenges that the city faces and is represented by a simple icon that is placed next to policies addressing equity. Using this icon

highlights that equity is relevant to less obvious policy areas (i.e. climate). Other useful graphics include:

- Participation and equitable outcomes - Quotes from residents are used frequently throughout the document. The cover is composed of handwritten input from an engagement session that reflect the diversity of residents and challenges they face in Toronto. Another effective equity graphic is the engagement map on pages 40 and 41 showing which neighbourhood had the most participants, were supported by local champions, and already had resilience projects.
- Equity is not a silo - Pages 15 and 44/45 show how Toronto's documents fit together – including other documents directly related to equity – and maps partnering departments and organizations.
- Equity in action - throughout the document, there are inspiring images of work already in action (e.g. Toronto For All campaign)

4.3 Data, Analysis and Assessment as a Foundation

The right data was identified as an important aspect in building a foundation for equitable policy. This involves building a data plan around equity, including identification of data needs and ways to tell the story of equity in the region. Utilizing this as a foundation for equitable choices and policy decisions was identified as a key to success.

For *Metro 2040*, this may include additional tables and maps that tell the story of equity in the region or expanding on those already tracked and included in the appendices or within the document. The mapping and data are used as a tool to target areas and evaluate equity outcomes of policy.

Metro Vancouver could also utilize Statistics Canada Census tract data and/or microdata source called the Public Use Microdata Files (PUMF), a subscription-based service for institutions that require unlimited access to all anonymized and non-aggregated data, would allow Metro Vancouver to conduct different types of analysis (i.e. cross tabulation using most Census data).

Key highlights and examples of data and metrics that support equitable decision-making:

- Puget Sound Regional Council uses opportunities mapping to assess the relative access to opportunities across the region and to track growth in areas based on an "Opportunity Index," which combines measures of five key elements of neighbourhood opportunity and positive life outcomes: education, economic health, housing and neighbourhood quality, mobility and transportation, and health and environment. The level of opportunity score (very low, low, moderate, high, very high) is determined by sorting all census tracts into quintiles based on their index scores. Areas of opportunity that experience greater proportions of growth may experience an increased risk of displacement and therefore are

monitored and targeted for investment and specific strategies. PSRC partnered with the Kirwan Institute for the Study of Race and Ethnicity at The Ohio State University to develop this series of maps.

- *Auckland Plan 2050* – uses the New Zealand Deprivation Index – a neighbourhood scale index that combines census data relating to income, home ownership, employment, qualifications, family structure, housing, access to transport and communications that helps identify areas at greater risk for equity related challenges.
- *Auckland Plan 2050* uses a series of indicators, consistent with central government guidance on urban development capacity, which support equitable analysis, including:
 - prices and rents for housing, residential land and business land
 - consents granted for urban development
 - population growth
 - housing affordability
 - price efficiency in the land and development market.
- See also, Minneapolis example of average income difference between equity and non-equity-seeking groups collected at the Census Tract level.
- *Auckland Plan 2050* has specific metrics for evaluation of equity-seeking groups and the regions progress to address their concerns and needs in order to provide equal opportunities. For example, Māori employment data collected - NEET (not in employment, education or training)

4.4 Policy Directions for Equity in Growth Management

Equity Lens

Several jurisdictions suggest assessment of current and proposed policy to identify who benefits and who doesn't as an initial step in creating more equitable policy. In particular, this was important with transit-oriented development and those assumed benefits of any planning "best practices". Similarly, an equity lens could be applied in the *Metro 2040* update and for member municipalities to also employ a social equity lens, may further support equitable outcomes.

Key highlights and examples of incorporating an "equity lens":

- *City of Toronto, Toronto's First Resilience Strategy* developed an "equity lens" for policy development – this is a set of questions asked with planning, developing and evaluating growth management and/or other policy, program or service development to diagnose barriers and identify, measure, and evaluate best practices within access, equity and diversity.
- *City of Toronto, Toronto's First Resilience Strategy* also requires all significant policy and program reports to Board or Councils to include an "Equity Impact Statement" that summarizes an equity analysis and demonstrates that equity

issues have been considered and how this has affected or changed the policy decisions.

Scenario Testing

Further to the equity lens, *Auckland Plan 2050* outlines scenario building as a method to test and refine policy outcomes under various conditions and therefore response to various complex issues. This method may be an option applied to specific policy changes or investments within the *Metro 2040* update.

Target Policy & Programs

A key aspect noted for incorporating more equitable outcomes was to include specific and separate policy targeted to equity-seeking groups in order to promote vertical equity.

Key highlights and examples include:

- *Minneapolis 2040* has developed the Small Developers Technical Assistance Program, which supports Indigenous people to participate in real estate development
- *Growth Plan for the GGH* embeds social services into governance procedures. Cultural Heritage Resources are objects, sites, or locations of a traditional societal practice that is of historical, cultural, or archaeological significance, which are important for identity and wellbeing today. The GGH has committed to working with First Nations and Métis to develop and implement plans to identify, use, and manage Cultural Heritage Resources.

Target Investment

Similar to targeted policy, equity advanced organizations also look to target investments to prevent or remediate known inequities, for example - areas where investment drives up land prices.

As with the concept of “just growth”, these organizations understand that underinvestment in areas within a region results in the region as a whole being less competitive overall, because, for example, a business might hesitate to locate there if the education and workforce development systems have not adequately resourced workers. As well, with inequitable conditions, social tensions over who will gain and who will lose make the regional cohesiveness needed to thrive far less likely.

Key highlights and examples of policy actions to address public investment:

- *Sound Transit Equitable TOD Policy* includes strategies to promote housing equity by offering property discounts for development of affordable housing near designated transit nodes in order to offset some of the displacement that occurs with TOD. Transit construction requires Sound Transit to purchase land for construction. When this is finished, the agency no longer needs some of this land. The policy outlines that 80 percent of its surplus property that is suitable for

housing is offered to qualified entities to develop affordable housing to families at 80 percent of initial area median income or less.

- *Auckland Plan 2050 – Sports Investment Plan* has drafted area focused equity plans that identify needs and outline specific changes to investment or strategies that will improve access and opportunities for targeted groups.
- *Minneapolis 2040* specifically targets disadvantaged groups over others with:
 - Transit infrastructure - using quantitative analysis to prioritize street projects based on the physical condition of the streets as well as equity criteria, defined as both the demographics of the areas served by the streets as well as modal needs along each street. This process is detailed in the 20-Year Street Funding Plan, which was created in 2016 and outlines the methodology of selecting capital street projects for improvement with a focus on racial and economic equity.
 - Housing policy for minimizing displacement of those most affected by new development that includes, mapping and tracking early indicators of neighbourhood change and rents to determine where programs should be targeted, evaluating City investments and their impact on households and displacement, implement tools (Advanced Notice of Sale) to protect areas at risk of displacement, prioritize preservation and rehabilitation of existing affordable housing, expand programs for homeowners, inclusion of affordable housing in new developments, analyze impact of property tax trends

Equity in Growth Boundaries, Complete Communities & Compact Urban Form

The majority of plans reviewed support growth management organized around the concept of compact communities, establishment of urban and rural nodes connected with transit, and specific housing strategies to meet a variety of housing and affordable housing needs. With this, documents use equity relevant data to have a better understanding of equity within the region and where to identify growth, who is affected, and what policies, programs and investment might mitigate unintended negative consequences in order to provide the advantages of growth to all residents.

Examples include:

- *Auckland Plan 2050* uses equity data and mapping as a tool to consider how and where urban development is initiated, serviced and phased. With this, the development plan (a supporting plan to *Auckland Plan 2050*) looks to:
 - enabling sufficient capacity for growth across Auckland
 - embedding good design in all developments and new housing
 - sequencing and prioritising what gets delivered
 - leveraging existing infrastructure investments
 - aligning the timing of infrastructure provision with development.

- Puget Sound Regional Council is developing a displacement risk analysis tool to evaluate and better understand the potential displacement pressure of growth on communities. It uses demographic, economic, and physical factors to evaluate the risk of displacement at the census tract level. Data is combined to create a composite index that represents the risk of displacement for a geographic area. A map will be produced to show areas at higher risk of displacement throughout the region. This data will be used to assess how the different regional growth strategy alternatives assign growth to areas with higher displacement risk. This information may be used to consider changes to growth allocations and/or policies to address mitigating these concerns.

4.5 Incorporating Diverse Perspectives – Internally and Externally

Equity advanced plans outlined governance, interdepartmental involvement and training as important factors in developing an understanding of equity internally, as well as engagement of equity-seeking groups in the development of policy to ensure it addresses and identifies the key equity challenges. Tools and resources for this category included:

Internal organizational development:

- Ensure not to create an equity silo within the organization and planning documents.
- Involve interdepartmental staff review of non-traditionally "social-related" departments.
- Implement external courses for interdepartmental learning and capacity building on equity
- Develop a similar equity training program for municipal partners or an "equity toolbox"
- Invite other departments (not just planning) to engagement events involving equity-seeking groups so they can hear about the issues firsthand.
- Employ a dedicated staff position to equity building initiatives across policy areas
- Develop a set of equity principles to provide more clarity and guidance of internal processes and increase coherence in application across Divisions and Groups.

Engagement:

- Develop policy to support engagement of diverse perspectives
- Maintain advisory bodies and innovation groups - equity based working groups, community advisory committees or an ongoing community advisory board, co-design labs
- Redefine "the expert" for data collection. Develop a framework for obtaining data from community members of equity-seeking groups that involves co-

- development of the process as well as data collection. Pay for these services through an honorarium, hourly or other means.
- Reduce barriers to engagement by offering travel subsidy, childcare or reimbursement of costs for childcare, honorarium for community leaders, food at events
 - Observe best practices for engagement and provide a wide variety of opportunities and outreach to equity-seeking groups for engagement on incorporating equity – focus groups, public opinion surveys, stakeholder forums, online, etc.
 - Include materials in formats relevant to communities – for example videos, use of multiple languages, and allowing the time needed for engagement and multiple events to build substantial relationships.

Examples of including Diverse Perspectives:

- To learn from Indigenous Elders and Knowledge Keepers about resilience, Toronto's First Resilience Strategy partners with Indigenous Climate Action
- Puget Sound Regional Council employs a not for profit organization called Government Alliance on Race and Equity (GARE)
- Puget Sound Regional Council also hosts a peer network to share information and discuss topics (including equity) on best practices and resources.
- *Auckland Plan 2050* Co-design lab was established to provide a neutral space to explore the "use of co-design and other innovative approaches to address complex social issues". A key focus is to provide space for multi-agency teams to collaborate, work alongside citizens and to support and broker innovative ideas and solutions.
- L.A. County Metro has an Office of Race and Equity with a Chief Officer dedicated to the implementation of equity throughout the Metro region.
- The City of Toronto has an established Office of Equity, Diversity and Inclusion with a Task Force on Community Access and Equity which supports a number of initiatives and action plans for equity.
- *Minneapolis 2040* emphasizes that City staff time must be devoted to interdepartmental and interagency planning and implementing district-wide development plans to ensure historically amenity deficient areas are not overlooked.
- *Auckland Plan 2050* includes Indigenous experience, perspectives and worldview and in part, offers this as a foundation for an approach and direction in regional planning.
- New York City Regional Planning Association - an advisory board – maintains a "community budget" and works in partnership as a liaison with communities providing recommendations, oversight and review of equity and policy related matters.

4.6 Monitoring and Performance Measures

Metro 2040's current monitoring framework is well-developed and could be further strengthened by directly considering how policies impact people differently. Final

performance measures and metrics, however, cannot be developed until regional social equity is defined for the updated *Metro 2040*, an assessment of available data, metrics identified and prioritized, and a monitoring program developed (see Conclusions and Recommendations). Section 4.3 Data, Analysis and Assessment as a Foundation provides examples of potential equity performance measures within plans reviewed.

However, the following provides a summary of some of the metrics identified within the overall review. It is not intended as an exhaustive list or specific set of recommended metrics. As outlined, in the most notable cases, metrics were combined and mapped for analysis, for example, the “deprivation index” or “quality of life survey” (Auckland Region) or “opportunity index” (Puget Sound Regional Council). These were used to target investment or policy changes for more equitable outcomes. As such, a performance measure and tracking outcome was also the change of the index over time.

Other potentially useful metrics to be considered, depending on initial definition of social equity, analysis of equity seeking groups and communities and key equity issues in the region, may include:

- land designation, urban containment and growth in priority areas as it relates to:
 - change in household income levels
 - change in prices and rents for housing, residential and business land or commercial lease rates
 - Indigenous lands and title, or Indigenous housing, areas with higher populations of urban Indigenous communities
- employment in priority areas, employment accessibility, employment areas and agricultural areas as it relates to:
 - growth of full/part time positions
 - education level, employment, qualifications
 - Indigenous NEET (not in employment, education or training)
 - business starts, training programs
 - types and scales of agriculture and agricultural businesses and employment in urban and agricultural areas
- air quality, environment and climate change as it relates to:
 - which communities or residents bear the burden of poor air quality or are most greatly impacted by poor air quality
 - hectares per person of park, natural areas, tree cover, or average number of minutes or kms from natural areas or park spaces for identified equity seeking communities/neighbourhoods
 - communities most vulnerable to natural hazards, in general, or resulting from climate change
 - distribution of investment, programs for mitigation and adaptation to climate change
- health, complete communities and transportation choices as it relates to:
 - population growth and diversity in ethnic background, age, gender, family characteristics
 - housing affordability, dwelling type and rates of ownership or tenure

- out of pocket travel cost by income, total travel time/delay by income, commute travel time and cost
- walkability and crime rates
- percentage of households with jobs in their community
- affordable housing located within a radius of transportation nodes, commercial services and community/neighborhood amenities

5 Considerations for Next Steps

It is important to acknowledge that equity-seeking groups live in Metro Vancouver and that past planning procedures and decisions may be a source of the inequity these residents face; however, regional planning and land use also provides tools to work towards greater equity. Data, research, investment, policies, and engagement that are specific to equity-seeking groups are fundamental to ensure these residents are better served, can overcome barriers, and embrace opportunities.

Equity is important and fundamental to the region's future prosperity and sustainability; growth has benefits and consequences that, if not distributed equitably, may hinder the region in maximizing potential benefits of the future.

This review finds that many plans address equity through policy areas that implicitly improve equity, such as increasing all residents access to housing, social services, and transportation. However, for greater effectiveness, all policy areas should consider and address how groups may be impacted differently.

Growth management tools such as growth boundaries, complete communities and compact urban form, also implicitly increase all residents' wellbeing in theory, but for greater effectiveness it is important to engage with underserved communities and specifically address their needs.

Working to establish a process that reflects a commitment to equity planning and include elements that explicitly target equitable outcomes are central to achieving greater awareness, understanding, inclusivity, and success overall.

Some considerations going forward in effectively addressing social equity in the update of *Metro 2040* includes:

- **Establish a Social Equity Working Group:** Convene a Working Group to RPAC made up of member municipalities with a social planning function (e.g., City of Burnaby, City of Vancouver, City of Surrey, City of New Westminster, City of Richmond) who have developed tools, approaches, and policies (including social equity lenses) to review this study and discuss the incorporation of social equity at the regional level. Such a group should also include key regional partners, including Social Planning and Research Council of British Columbia (SPARC BC), United Way, and Vancouver Foundation (who have been supporting leading

edge equity research in the region). Working together, the group's work could include supporting Metro Vancouver in:

- Developing a definition of social equity
- Developing potential regional targets and/or measures (using the findings of this report as a starting point)
- Developing a monitoring framework or recommendations to track social equity outcomes of the updated Metro 2040 plan.

This work should also be informed by and incorporate results of this study and the findings of the *Metro 2040 Performance Measure Review* study (2016) which included a series of relevant and still applicable recommendations around performance measures and monitoring.

- **Continue to collaborate with equity partners in the region.** From member municipalities with active social planning departments and staff to regional groups engaged in social equity research, reporting, and advocacy, Metro Vancouver should continue to work with equity partners in the region.
- **Continue to revisit equity measures and targets with partners.** Social equity is not a static issue; it is dynamic and changes with communities and regions as they develop and grow over time. As such, Metro Vancouver should commit to revisiting and reviewing equity measures and targets over time, and potentially more frequently than other Metro 2040 indicators that may change or evolve more slowly. Furthermore, over time, and with growing awareness of social equity in the larger region, regional values and priorities may shift around social equity.

Glossary

This glossary provides definitions for terms, as used in this review.

Equity Lens

Analyzing the impact of internal and external processes, as well as foundational assumptions and interpersonal engagement, on marginalized and under-served individuals and communities.

Equity-Seeking Communities

Groups or communities that face significant collective challenges in participating in society.

Geographic Equity

Municipal jurisdictions and their share of investment and taxation in a region.

Just Growth

Equity is central to economic sustainability. If everyone in a region, including those with the fewest resources, is able to participate fully, the economy will grow stronger for the long haul.

Horizontal Equity

The same treatment given to people in an identical situation.

Social Equity

Each member of society is given fair, just, and equitable treatment by the political system in terms of public policies and services.

Structural Violence

Social structures (economic, political, legal, religious, and cultural) that stop individuals and groups from reaching their full potential.

Systemic Barriers

Policies, practices or procedures that result in some people or groups receiving unequal access or being excluded.

Vertical Equity

Special consideration is given to disadvantaged Individuals or groups.

To: Regional Planning Committee

From: Heidi Lam, Senior Policy and Planning Analyst, Regional Planning

Date: September 26, 2019 Meeting Date: November 8, 2019

Subject: **Metro Vancouver 2040: Shaping our Future - 2018 Annual Performance Monitoring Report**

RECOMMENDATION

That the MVRD Board receive for information the report dated September 26, 2019, titled “Metro Vancouver 2040: Shaping our Future - 2018 Annual Performance Monitoring Report” and forward a copy to the Province of BC’s Ministry of Municipal Affairs and Housing, Local Government Division.

PURPOSE

To provide the Regional Planning Committee and MVRD Board the 2018 annual performance monitoring report on the region’s performance toward the goals of *Metro Vancouver 2040: Shaping our Future (Metro 2040)*, the regional growth strategy, based on the key summary and context measures in Section G from plan adoption in 2011 to 2018, and the policy and land use designation amendments to date.

BACKGROUND

Metro 2040 is the regional federation’s shared vision to guide urban growth among the 23 member jurisdictions comprising the Metro Vancouver Regional District. Annual reporting on the regional growth strategy’s progress is required by Subsection 452(1)(b) of the *Local Government Act* and Section 6.13.3 of *Metro 2040*. The preparation of an annual report is also essential to ensure that the Strategy, its indicators and policies are actively monitored and assessed as the region continues to grow and change.

METRO 2040 PERFORMANCE MONITORING

Metro Vancouver recognizes the important role performance monitoring plays in the implementation of *Metro 2040* and collective decision-making. The *Progress Toward Shaping Our Future* monitoring program provides a framework for discussing *Metro 2040* implementation among Metro Vancouver Board members, member jurisdictions, TransLink, other regional agencies, and the general public. With this process, the MVRD Board reviews and evaluates the state of growth management in the region, progress being made and any issues that may need further attention.

Performance Monitoring Dashboard

To better convey the status of *Metro 2040*’s performance measures and associated information in a clear and easy to understand way, the *Metro 2040* Performance Monitoring Dashboard was established (see Reference 1). The page on the Metro Vancouver website replaces the previous large,

static *Metro 2040 Progress Toward Shaping Our Future* annual report, and provides a complete profile of *Metro 2040* performance measures that are updated regularly as data becomes available.

The *Metro 2040* Performance Monitoring Dashboard was launched on May 15, 2017. As of the date of this report, the dashboard has been accessed by 12,352 unique users locally and internationally. The dashboard was accessed by 6,892 users from September 16, 2018 to September 15, 2019, up by 40% compared to the same period last year (see Table 1). The overall utilization of the dashboard continues to remain strong and consistent.

Table 1. Web Analytics of the *Metro 2040* Dashboard

	Launch date to Sep 15, 2019	Sep 16, 2017 to Sep 15, 2018	Sep 16, 2018 to Sep 15, 2019
Dashboard Users	12,352	4,922	6,892
National Users	8,755	3,439	4,924
International Users	3,597	1,483	1,968
Returning User Percentage	13%	12.6%	13.9%
User Session Totals	16,408	6,450	9,075

***Metro 2040* Performance Measures**

On July 28, 2017, the MVRD Board adopted Bylaw Amendment No. 1243, to incorporate improved performance monitoring provisions into Section G of *Metro 2040*. The revised performance monitoring program establishes a set of 15 Key Summary Measures and a range of supporting measures, such as:

- *Key Summary Measures* – provide an overview of how well *Metro 2040* Goals and Strategies are being achieved (e.g. growth within Urban Containment Boundary).
- *Context Measures* – describe broader trends to help make sense of other measures in the broader planning context (e.g. overall population growth).
- *Strategy Performance Measures* – provide more detail on achievement of specific strategies and policy actions (e.g. remaining general urban land for new urban development).
- *Participation Measures* – identify what has been accomplished by Metro Vancouver or member jurisdiction towards achievement of goals (e.g. municipal housing action plans).

Detailed information on the intent, methodology, source, and reporting timeline for each performance measure can be found in the *Metro 2040* Implementation Guideline titled “Metro Vancouver 2040: Shaping our Future Performance Monitoring Guideline” (see reference 2).

***METRO 2040* REGIONAL LAND USE DESIGNATIONS**

Metro 2040 establishes parcel based regional land use designations, an Urban Containment Boundary, and defines Urban Centres and Frequent Transit Development Areas to provide a spatial framework to guide future land use changes, growth and development throughout the region. The regional land use designations and Urban Centres were coordinated to be generally consistent with the more detailed land use designations of municipal Official Community Plans and local area plans. The regional land use designations are intended to be stable, but from time to time municipalities may determine that some fine-tuning, or that a change in land use designation, is warranted. Changes

to *Metro 2040's* land use designations require either MVRD Board adoption of a *Metro 2040* amendment bylaw and / or acceptance of a revised Regional Context Statement.

Key Summary Measures:

Total and cumulative change of land in each of the six regional land use designations

Since the adoption of *Metro 2040*, 987 hectares of land have been re-designated through *Metro 2040* amendments or accepted Regional Context Statements. Table 2 illustrates the annual land area changes of each regional land use designation from the Strategy's adoption to August 2019, and the overall net change in land. Much of this change was a result of mapping clean-up through Regional Context Statements. Staff anticipate that there will likely be fewer land use designation changes going forward.

Table 2. Land Area Over Time by Regional Land Use Designation

	Agricultural (ha)	Conservation & Recreation (ha)	Industrial (ha)	Mixed Employment (ha)	Rural (ha)	General Urban (ha)
2011	55,346	131,968	10,126	3,393	8,572	70,723
2012	55,346	132,576	10,126	3,393	8,572	70,115
2013	55,346	132,576	10,126	3,393	8,570	70,117
2014	55,346	132,576	10,126	3,393	8,570	70,117
2015	55,244	132,618	10,118	3,392	8,570	70,185
2016	55,244	132,671	10,141	3,387	8,571	70,119
2017	55,211	132,673	10,158	3,374	8,552	70,166
2018	55,211	132,676	10,142	3,372	8,552	70,180
2019*	55,211	132,676	10,142	3,372	8,546	70,186
Net change	-135	708	16	-21	-26	-537

*Capture land use designation changes up to August 2019

Note: the reporting period is from mid-year to mid-year; land area rounded to the nearest ones; as a result of mapping clean-up through RCS, 0.3 hectares changed from undesignated to Conservation & Recreation, and 5.3 hectares changed from undesignated to Industrial.

Table 3 shows the cumulative change in regional land use amendments from one land use designation to another from July 2011 to August 2019. For example, a total of 147.7 hectares of land has been re-designated from Agricultural to other land use designations (i.e. 42.4 hectares to Conservation & Recreation, 2.7 hectares to Industrial, 6.5 hectares to Rural, and 96.1 hectares to General Urban). Conversely, 12.7 hectares of land has been re-designated to Agricultural from other land use designations (i.e. 8.2 hectares from Rural, and 4.5 hectares from General Urban). The table illustrates the dynamics among the six regional land use designations and the trade-offs inherent in land use designation amendments. Overall, the cumulative change in regional land use designation proportion from adoption to August 2019 has been minimal (Table 4).

Table 3. Cumulative Changes in Regional Land Use Designation Amendments from 2011 to August 2019

	Amended To (in hectares)							
		Agricultural	Conservation & Recreation	Industrial	Mixed Employment	Rural	General Urban	Total
Amended From	Agricultural		42.4	2.7		6.5	96.1	147.7
	Conservation & Recreation						5.6	5.6
	Industrial		4.69		12.3		14.7	31.7
	Mixed Employment						51.2	51.2
	Rural	8.2		13.5	4.2		7.67	33.6
	General Urban	4.5	666.6	26.1	13.9	0.9		712
	Totals	12.7	713.7	42.3	30.4	7.4	175.3	987.4

Note: As a result of mapping clean-up through RCS, 0.3 hectares changed from undesignated to Conservation & Recreation, and 5.3 hectares changed from undesignated to Industrial.

Table 4. Cumulative Changes in Regional Land Use Designation Proportion from 2011 to August 2019

	Proportion of Overall Land Area in 2011	Proportion of Overall Land Area as of August 2019
Agricultural	19.8%	19.7%
Conservation & Recreation	47.1%	47.4%
Industrial	3.6%	3.6%
Mixed Employment	1.2%	1.2%
Rural	3.1%	3.1%
General Urban	25.2%	25.1%
Totals	100%	100%

Total and cumulative change of land within the Urban Containment Boundary

The land area within the Urban Containment Boundary (UCB) has remained relatively consistent. In 2011, the UCB contained 90,400 hectares, representing 32.27% of the regional land area. In August 2019, the UCB contains 90,505 hectares, or 32.31% of the regional land area. The UCB expanded by 5.67 hectares over the past year (from September 2018 to August 2019) as a result of an accepted Regional Context Statement (RCS) amendment by the Village of Anmore.

Total and cumulative change in the number of Urban Centres

Metro 2040 identifies 26 Urban Centres; i.e. the Metropolitan Core (Downtown Vancouver and Central Broadway), Surrey Metro Centre, 5 Regional City Centres, and 19 Municipal Town Centres as focal points for regional activity, growth and intensification. From 2011 to August 2019, there have been no changes to the number of *Metro 2040* Urban Centres. Boundaries for all the Urban Centres have been identified through the RCS development and acceptance process.

Total and cumulative change in the number of Frequent Transit Development Areas

Metro 2040 established Frequent Transit Development Areas (FTDAs) as a policy tool to encourage local planning and coordination with transit services in strategic locations along the region's existing and future frequent transit network. In 2013, the first 5 FTDAs were introduced to *Metro 2040* through Regional Context Statements. The number of FTDAs increased to 8 in 2014, 12 in 2015, 13 in 2016, and 16 in 2017. As of August 2019, the total number of FTDAs remains at 16.

METRO 2040 GOAL 1: CREATE A COMPACT URBAN AREA

A principal tenet of *Metro 2040* is to contain urban growth within the UCB and to strategically focus higher concentrations of growth within Urban Centres and along the frequent transit network.

Context Measures:

Annual Regional and Municipal Population Growth

The Metro Vancouver region is projected to grow by an average of 35,000 people each year. Annual total and growth in population for Metro Vancouver and member jurisdictions are generated by internal regional growth model and confirmed with member municipalities. Data is verified every 5 years following Census data release.

Metro Vancouver's population grew by 376,710 residents between Census periods of 2006 and 2016, a rate of 1.6% per year and a total increase of 17% over 10 years (see Table 5). Based on current trends, Metro Vancouver's population growth is generally consistent with *Metro 2040's* anticipated growth rate.

Table 5. Population Growth by Member Jurisdiction 2006 to 2016

	2006 (Census)	2016 (Census)	2006 – 16 10-Yr Increase	2006 – 16 Growth %	2019 (estimate)
Anmore	1,780	2,300	530	30%	2,620
Belcarra	710	600	-110	-16%	660
Bowen Island	3,450	3,690	250	7%	3,730
Burnaby	211,540	243,960	32,420	15%	253,810
Coquitlam	120,320	145,330	25,000	21%	153,040
Delta	101,920	105,950	4,040	4%	108,290
Langley City	24,870	26,970	2,100	8%	28,020
Langley Township	97,660	122,540	24,880	25%	131,790
Lions Bay	1,400	1,400	0	0%	1,420
Maple Ridge	71,260	85,580	14,320	20%	88,510
New Westminster	60,750	74,440	13,690	23%	78,560
North Vancouver City	47,920	55,920	8,000	17%	58,880
North Vancouver District	88,430	90,960	2,540	3%	91,970
Pitt Meadows	16,490	19,540	3,050	19%	19,900
Port Coquitlam	55,160	61,160	6,000	11%	63,340
Port Moody	28,100	34,880	6,780	24%	35,590
Richmond	181,380	206,510	25,130	14%	216,490

Surrey	405,020	541,080	136,070	34%	569,070
Tsawwassen First Nation	690	830	140	21%	1,540
Vancouver	601,240	666,410	65,170	11%	689,350
West Vancouver	46,780	46,640	-140	0%	47,680
White Rock	19,640	20,410	770	4%	20,860
Electoral Area A	12,350	18,440	6,090	49%	21,230
Totals	2,198,830	2,575,540	376,710	17%	2,686,350

Table 5 source: Census 2016 Statistics Canada; Metro Vancouver

Note: Numbers rounded to the nearest ten; mid-year reporting period; numbers adjusted to account for Census undercount; first nation population is combined into municipal total based on geographical location

Key Summary Measures:

Percentage of Regional Dwelling Unit Growth Located in Urban Centres

Metro 2040 sets the target of focusing 40% of the dwelling unit growth in Urban Centres by 2041. Metro Vancouver has grown by 155,300 dwelling units between the Census periods of 2006 and 2016, and 40.2% of the dwelling unit growth has been located in Urban Centres (see Table 6). Based on current trends, Metro Vancouver is on track to achieve the regional target of 40% dwelling unit growth in Urban Centres by 2041.

Table 6. Population and Dwelling Units within and outside of Urban Centres

		2006	2016	Growth 2006 to 2016	Growth % 2006 to 2016	Share of Regional Growth 2006 to 2016
Population	Inside Urban Centre	404,647	536,564	131,917	32.6%	35%
	Outside Urban Centre	1,794,183	2,038,976	244,793	13.6%	65%
Dwelling Unit	Inside Urban Centre	214,836	277,341	62,505	29.1%	40.2%
	Outside Urban Centre	631,323	724,118	92,795	14.7%	59.8%

Percentage of Regional Dwelling Unit Growth Located in Frequent Transit Development Areas

The number of dwelling units within FTDA's has grown by 4,124 units between 2006 and 2016. The number of dwelling units has increased at the rate of 3.2% per year (see Table 7). Comparatively, the number of dwelling units across Metro Vancouver has grown by 1.7% per year.

Derived from the *Metro 2040* target of focusing 28% of dwelling unit growth in FTDA's by 2041, the annual growth rate for FTDA's would be 1.6% from 2006 to 2041. Based on current data, the rate of dwelling unit growth in FTDA's is on track to achieve this regional target.

Table 7. Population and Dwelling Units of Frequent Transit Development Areas

	2006	2016	Growth 2006 to 2016	Growth Rate 2006 to 2016	Annual Growth
FTDAs Population	26,038	37,332	11,294	43.4%	3.7%
FTDAs Dwelling Unit	11,117	15,240	4,124	37.1%	3.2%

METRO 2040 GOAL 3: PROTECT THE ENVIRONMENT AND RESPOND TO CLIMATE CHANGE IMPACTS

Metro 2040 aims to protect and enhance the region’s natural features and their connectivity, reduce greenhouse gas (GHG) emissions, and mitigate and prepare for the anticipated impacts of climate change.

Key Summary Measures:

Percentage of Inventories Sensitive and Modified Ecosystems rated ‘High Quality’

The Metro Vancouver Sensitive Ecosystem Inventory (SEI) published in 2013 was the first GIS inventory of ecologically significant lands for the region and provides a baseline for monitoring ecological health. In 2018, a 5-year update of the Metro Vancouver SEI was completed to document changes to mapped ecosystems and quantify the amount, rate and type of ecosystem loss.

Initial results from the update found a total loss of 1,640 ha (0.9%) of sensitive and modified ecosystem for the region, 1,190 ha (3.4%) of which were within the regional core. In 2019, further research and analysis was conducted with regards to changes in ecosystem quality.

Ecosystems in the SEI are assessed for ‘ecosystem quality’, which is determined through an evaluation of their condition, visible disturbances, context within the landscape, and size. As shown in Table 8 below, at the regional level, a high percentage of ecosystems in the SEI are rated higher quality (84.7%), but this number drops considerably when looking at the regional core (39.1%). This difference is due to the dominating effect of the watersheds and large provincial parks in the northern areas of the region which contain very large areas of undisturbed ecosystems.

Table 8. Ecosystem quality for the region and regional core

	% Ecosystems rated Higher Quality	Change over 5-years
Region	84.7%	-0.3%
Regional Core*	39.1%	-0.7%

*The regional core is the more urbanized, southern areas of the region and excludes the large parks and estuaries under Provincial management, watersheds and other higher elevation areas.

Changes in ecosystem quality were assessed during the recent SEI update. A decrease of less than 1% was detected at both the region and regional core level.

Levels and Percentages of regional greenhouse gas emissions produced by building and on-road transportation sources

Metro 2040 encourages land use and transportation infrastructure that lowers energy consumption, reduces GHG emissions, and improves air quality. In July 2019, the Metro Vancouver Board adopted

revised greenhouse gas reduction targets of becoming a carbon neutral region by the year 2050, with an interim target to reduce regional greenhouse gas emissions by 45% from 2010 levels by 2030.

Metro Vancouver compiles an emissions inventory every five years to track the types and amounts of contaminants released into the air by different sources. The 2015 emissions inventory, published in March 2018, reports on historical emission trends over the past 20 years and provides a forecast of projected future emissions. Based on estimates for 2015 and 2020, regional GHG emissions are estimated at 14.7 million tonnes in 2018, a 1% reduction from the 2010 baseline. This is a modest reduction in emissions, and significant actions by all levels of government will be needed to meet the 2030 target.

As part of the *Climate 2050* strategy, Metro Vancouver is developing Roadmaps for key issue areas that will outline regional and corporate goals, targets and actions. Although all *Climate 2050* Roadmaps are relevant to *Metro 2040*, the *Transportation, Buildings, Industrial, and Land Use and Growth Management Roadmaps* will have the greatest potential to influence regional emissions reduction targets.

METRO 2040 GOAL 4: DEVELOP COMPLETE COMMUNITIES

Metro 2040 aims to develop complete communities with access to a range of services and amenities, and encourages the consideration of healthy environment. Walkability and air quality are two important determinants of overall health.

Strategy Performance Measure:

Percentage of hours with the Air Quality Health Index in the low health risk categories

In 2017, the region's air quality was in the Air Quality Health Index's 'low health risk' category over 93% of the time, dropping from 99% in 2016. In 2018, the region's air quality was in the 'low health risk' category over 94% of the time, a slight improvement from 2017; air quality was significantly impacted by intense wildfire activity outside the region in 2015, 2017 and 2018. Improvements have been made to Metro Vancouver's air quality advisory procedures during each of these years, and public awareness and collaboration with other agencies has grown. Metro Vancouver's air quality programs will continue to adapt in response to wildfires, and will consider the need for additional actions as part of the *Climate 2050* strategy, and with the development of the *Clean Air Plan*.

Key Summary Measure:

Complete Communities and Health - Walkability

Since 2016, Metro Vancouver has been partnering with TransLink, Vancouver Coastal Health, the City of Vancouver and the UBC Health and Community Design Lab on two initiatives: the *Walkability Surface* study, and the *Where Matters* study. These two initiatives are directly related and contribute to Metro Vancouver's efforts to better integrate land use and transportation planning, build compact and complete communities, and reduce GHG emissions.

The data analysis for both studies was recently completed and the findings were released in mid-2019. The research has demonstrated strong associations between high levels of walkability and park access with better human health outcomes, and lower levels of walkability and park access with a greater likelihood of chronic diseases. The *Where Matters* study calculated the associated health care

costs of treating these chronic diseases, including diabetes, heart disease, obesity, and stress-related illness, to quantify the economic benefit of investing in walkability improvements and park access. This is one of the first research initiatives to directly link physical and mental health outcomes with the built and natural environment features, and may be the first to monetize these relationships.

The *Where Matters* study findings reinforce the need for the *Metro 2040* growth framework and the regional vision of focusing growth in a network of compact and complete communities along the Frequent Transit Network, Urban Centres and FTDA as they are associated with better health outcomes. A key implication of the Study has been the critical importance of policies to support income inclusivity in neighbourhoods that already have high levels of walkability and park access to ensure health equity among all income groups across the region. If lower income residents are forced to live in areas with lower levels of walkability and park access due to housing affordability drivers, it will exacerbate health inequities between different economic groups.

The components of the Walkability Surface will be incorporated as a key summary performance measure of Strategy 4.2 of *Metro 2040*, i.e. to: “Develop Healthy and Complete Communities with Access to a Range of Services and Amenities”. It will also be used to inform the *Metro 2040* Urban Centre and FTDA Policy Review, being undertaken as part of the update to the regional growth strategy.

METRO 2040 GOAL 5: SUPPORT SUSTAINABLE TRANSPORTATION CHOICES

Land use influences travel patterns, and the transportation system, in turn, influences land use and development. Achieving the goals of *Metro 2040* requires the alignment of land use and transportation strategies. A transit-oriented pattern of growth helps to support the safe, efficient and cost-effective movement of vehicles for passengers, goods and services.

Context Measure:

Number of Actively Insured Vehicles

According to ICBC’s *Quick Statistics* report released in July 2019, the total number of actively insured vehicles in Metro Vancouver has increased by 15.7% from 2013 to 2017. The number of actively insured vehicles is 1,317,290 in 2013 and 1,524,520 in 2017, which is an increase of 207,230 vehicles over 5 years (see Table 9).

Table 9. Number of Actively Insured Vehicles by Municipality 2013 to 2017

	2013	2017	5-Yr Increase
Anmore	1,500	1,700	200
Belcarra	490	520	30
Bowen Island	2,900	3,200	300
Burnaby	120,000	140,000	20,000
Coquitlam	78,000	89,000	11,000
Delta	68,000	74,000	6,000
Langley (City & Township)	98,000	110,000	12,000
Lions Bay	1,100	1,200	100
Maple Ridge	51,000	61,000	10,000

New Westminster	37,000	42,000	5,000
North Vancouver (City & District)	84,000	94,000	10,000
Pitt Meadows	12,000	14,000	2,000
Port Coquitlam	36,000	41,000	5,000
Port Moody	20,000	22,000	2,000
Richmond	110,000	130,000	20,000
Surrey	260,000	330,000	70,000
UBC	5,300	5,900	600
Vancouver	290,000	320,000	30,000
West Vancouver	29,000	31,000	2,000
White Rock	13,000	14,000	1,000
Totals	1,317,290	1,524,520	207,230

Table 8 source: ICBC Corporate Data Warehouse and Enterprise Data Warehouse

Note: Counts over 100 have been rounded. Vehicles are categorized into regions based on customers' postal codes.

METRO 2040 AMENDMENTS SEPTEMBER 2018 TO AUGUST 2019

Since September 2018, there has been one accepted amendment to *Metro 2040*:

- Bylaw 1266, 2018 – Land use designation amendment for the Williams Neighbourhood Plan in the Township of Langley; a net change of 2 hectares from Mixed Employment to General Urban.

REGIONAL CONTEXT STATEMENTS ACCEPTED BETWEEN SEPTEMBER 2018 TO AUGUST 2019

Per Subsection 446(2) of the *Local Government Act*, within the first two years following adoption of a regional growth strategy, member municipalities are required to submit an RCS that clearly lays out how local plans, policies and aspirations as expressed in Official Community Plans align with the regional objectives laid out in *Metro 2040*. All required RCSs have been accepted by the MVRD Board.

Pursuant to Subsection 448(1)(c) of the *Local Government Act*, RCSs must be reviewed at least once every 5 years after its latest acceptance by the MVRD Board. If no amendment is proposed, member municipality must re-submit an RCS to the MVRD Board for its continued acceptance.

From September 2018 to August 2019, the MVRD Board received four re-submissions of RCS for continued acceptance, and accepted one amended Regional Context Statement:

- City of Richmond, March 17, 2018 – a re-submission of the RCS for its continued acceptance. The RCS was deemed accepted; the City's letter of request for RCS re-submission was presented to Regional Planning Committee on September 7, 2018.
- City of Maple Ridge, October 26, 2018 – re-submission of the RCS for its continued acceptance.
- City of Burnaby, January 25, 2019 – re-submission of the RCS for its continued acceptance. Metro Vancouver acknowledged the City's intent to update its RCS in concert with a substantive OCP update planned to begin in 2019.

- Village of Anmore, March 29, 2019 – amendment to amend 5.67 hectares of land from Rural to a General Urban regional land use designation.
- City of Pitt Meadows, April 26, 2019 – re-submission of the RCS for its continued acceptance.

ALTERNATIVES

1. That the MVRD Board receive for information the report dated September 26, 2019, titled “Metro Vancouver 2040: Shaping our Future - 2018 Annual Performance Monitoring Report” and forward a copy of it to the Province of BC’s Ministry of Municipal Affairs and Housing, Local Government Division.
2. That the MVRD Board receive for information the report September 26, 2019 titled, “Metro Vancouver 2040: Shaping our Future – 2018 Annual Performance Monitoring Report” and provide alternative direction to staff.

FINANCIAL IMPLICATIONS

Data acquisition and development for performance monitoring is a regular component of the annual Regional Planning budget. As required under Metro Vancouver’s *Regional Growth Strategy Procedures Bylaw No. 1148, 2011*, addressing staffing and other costs related to *Metro 2040* implementation, will be provided to the Regional Planning Committee in a separate report, titled “*Metro Vancouver 2040: Shaping our Future – 2018 Procedural Report*”, also as part of the Committee’s October 2019 agenda package.

SUMMARY / CONCLUSION

The *Local Government Act* and *Metro 2040* require the preparation of an annual report on the regional growth strategy’s progress. The 2018 Annual Performance Monitoring Report provides a summary update on the performance measures with relevant annual change and available data. A complete profile of *Metro 2040* performance measures with a detailed data breakdown is available in the *Metro 2040* Performance Monitoring Dashboard on the Metro Vancouver website. Recognizing the important role performance monitoring plays in the implementation of the regional growth strategy and collective decision-making, Metro Vancouver continues to provide regular updates on the Dashboard as data becomes available. Staff recommend Alternative 1.

References

1. [Metro 2040 Performance Monitoring Dashboard](#)
2. [Metro Vancouver 2040: Shaping our Future Performance Monitoring Guideline](#)

To: Regional Planning Committee

From: Jessica Hayes, Planner, Regional Planning

Date: October 17, 2019 Meeting Date: November 8, 2019

Subject: ***Metro 2040 Housing Policy Review – Scope of Work***

RECOMMENDATION

That the Regional Planning Committee receive for information the report dated October 17, 2019, titled “*Metro 2040 Housing Policy Review – Scope of Work*”.

PURPOSE

To provide the Regional Planning Committee with an opportunity to consider and provide feedback on the scope of work and process for the *Metro 2040* Housing Policy Review.

BACKGROUND

As part of the update to *Metro 2040*, staff are conducting several thematic policy reviews. As signatories to the regional growth strategy, member jurisdictions will be involved in each of the policy reviews, through the Regional Planning Advisory Committee (RPAC), appropriate RPAC Subcommittees, and the Regional Planning Committee and MVRD Board.

The purpose of the Housing Policy Review is to determine to what extent the goals, strategies, and policy actions in *Metro 2040* should be adjusted to better support current practices and changes in the housing policy landscape, and emerging regional aspirations related to the promotion of diverse and affordable housing choices. Staff are presenting the scope of work for the policy review for the Committee’s information and comment.

EXISTING HOUSING POLICY CONTEXT

Metro 2040, adopted in 2011, provides the overall growth management framework for the region. *Metro 2040* coordinates and aligns regional land use and transportation planning, and directs growth into a framework based on a series of Urban Centres and in Frequent Transit Development Areas (FTDAs). *Metro 2040* calls for over two-thirds of residential and employment growth to occur in these transit-rich locations.

Goal 4 of *Metro 2040* aims to encourage the development of complete communities, and one of the strategies to achieve this goal is through policy actions that support the provision of “diverse and affordable housing choices” (S4.1) (see Figure 1).

In 2016, the MVRD Board adopted the *Regional Affordable Housing Strategy (RAHS)* to provide leadership on regional housing needs, and to advance the complete community objectives of *Metro 2040*. It is a related strategy focused on a single component of growth (i.e. housing) and is intended to provide further guidance to support the implementation of the policies of *Metro 2040*.

Figure 1. Strategy 4.1 of Metro 2040

4.1 Provide diverse and affordable housing choices.

- Requires that Metro Vancouver pursue the strategies and actions set out in the *Regional Affordable Housing Strategy (RAHS)*;
- Requires that Metro Vancouver maintain Housing Demand Estimates;
- Requires municipalities to adopt Regional Context Statements that include policies or strategies that will work toward meeting future housing demand; and,
- Requires municipalities to prepare and implement Housing Action Plans.

Furthermore, Metro Vancouver also has a related mandate to support diverse and affordable housing choices through the Metro Vancouver Housing Corporation (MVHC), and the goals and targets set out in the *Metro Vancouver Housing 10-Year Plan (2019)*.

Provincial and Federal Policy Context

Both *Metro 2040* and *RAHS* recognize that increasingly complex housing issues demand more innovative strategies and greater collaboration across all levels of government and with various housing stakeholders.

Since the adoption of *Metro 2040* and *RAHS*, both the provincial and federal governments have significantly increased their respective commitments to housing. In 2017, the Government of Canada's *National Housing Strategy* was introduced, and in 2018, the BC Provincial Government released *Homes for BC: A 30-Point Plan for Housing Affordability in British Columbia*. These plans, along with more recent budget commitments, have allocated much-needed funding to support affordable housing, and encourage partnerships between the public, private, and non-profit sectors to meet a diverse range of housing needs. There have also been a number of recent changes to legislation and regulations that have had a positive impact on the housing landscape, for example, updates to the *Residential Tenancy Act* to strengthen protections for renters, and the introduction of new legislation in British Columbia to support Residential Rental Tenure Zoning and require the completion of Housing Needs Reports.

POLICY REVIEW PROCESS AND TIMELINE

The primary objective of the Housing Policy Review is to identify recommended policy considerations to guide the development of *Metro 2050*, the update to the regional growth strategy. More specifically, the objectives of the Policy Review are to:

1. evaluate existing *Metro 2040's* goals, strategies, and policy actions relating to housing;
 - a. primarily those embedded in Goal 4 (S4.1), but also elsewhere in *Metro 2040*, i.e. any supportive policies in Goals 1 and 5, and structural options (how to configure Housing, Transportation, and Complete Communities in *Metro 2050*);
2. engage with member jurisdictions and key stakeholders to identify preferred policy considerations; and
3. recommend ways to integrate these policy considerations through new or revised policy wording through *Metro 2050*.

Similarly, the *Metro 2040* Transport Policy Review will consider Metro Vancouver's supportive and advocacy role around sustainable land use and transportation policies and actions, in close collaboration with TransLink and the development of the Regional Transportation Strategy. In consideration of the Complete Communities context set out in *Metro 2040*, it is staff's intent that the Housing Policy Review will be coordinated with the Transportation Policy Review to integrate transportation-oriented development related questions and analysis at strategic points and where appropriate during the review process and in the development of housing policy considerations.

On issues relating to Metro Vancouver's Affordable Housing function and the Metro Vancouver Housing Corporation, staff will ensure that the Housing Policy Review considers the alignment and complementarity of the goals, strategies, and policy actions of *Metro 2050* with the vision and targets articulated for the region through the *Metro Vancouver Housing 10-Year Plan*.

Milestones and Timeline

The policy review process will consist of the following four milestones, as described in greater detail below:

1. background research and review of current policy actions (*Where are we now?*);
2. stakeholder consultation and strategic direction (*Where do we want to go?*);
3. policy considerations (*How do we get there?*); and
4. policy recommendations (*Have we arrived?*).

Staff will involve RPAC, the RPAC Housing Subcommittee, and the Regional Planning Committee throughout the process and will report on the outcomes at each stage.

Milestone 1: Where are we now? (Fall 2019)

Staff will evaluate existing *Metro 2040* housing-related policy actions by:

- reviewing and evaluating the goals, strategies, and policy actions of existing internal plans and strategies (*Metro 2040, RAHS, Metro Vancouver Housing 10-Year Plan*);
- reviewing and analyzing the goals, strategies, and policy actions of existing external plans and strategies (*National Housing Strategy, BC's 30-Point Housing Plan, regional growth strategies from other jurisdictions*);
- exploring best practices and emerging regional trends; and,
- identifying what is working, what is not working, and policy gaps (e.g. discussion paper).

Milestone 2: Where do we want to go? (Winter 2020)

Staff will host a *Metro 2040* Housing Policy Forum to present and discuss the results of the background research and review of current policy actions (e.g. discussion paper). RPAC members, RPAC Housing Subcommittee members, and other housing stakeholders will be consulted to identify initial policy considerations.

Milestone 3: How do we get there? (Spring 2020)

During this phase, staff will build on the findings of the background research and outputs of the Policy Forum to identify the most pertinent policy considerations for advancement. Based on the review and strategic directions received through consultation, staff will develop policy recommendations,

ensuring compatibility with the outputs of the Equity, Transport and Urban Centres + FTDA policy reviews, which are also currently underway.

Milestone 4: Have we arrived? (Summer 2020)

Finally, staff will present the results and final recommendations of the *Metro 2040* Housing Policy Review, outlining preferred policy options to the RPAC Housing Subcommittee, RPAC, Regional Planning Committee, and MVRD Board.

Staff welcome any input from the Regional Planning Committee on the proposed policy review scope of work and process described above.

ALTERNATIVES

This is an information report. No alternatives are presented.

FINANCIAL IMPLICATIONS

The 2020 Regional Planning budget includes \$4,000.00 to support the *Metro 2040* Housing Policy Review Forum, to be held in late February 2020.

SUMMARY / CONCLUSION

Adopted in July 2011, *Metro 2040* establishes policy actions to encourage the development of complete communities and support the provision of diverse and affordable housing choices in the region. The *Metro 2040* Housing Policy Review will evaluate existing *Metro 2040* goals, strategies, and policy actions relating to housing, engage with member jurisdictions and key stakeholders to identify preferred policy considerations, and recommend ways to integrate these policy considerations through new or revised policy actions in *Metro 2050*.

Staff will involve members of RPAC and the RPAC Housing Subcommittee, and the Regional Planning Committee throughout the review process, and will report on the outcomes at each stage. It is intended that RPAC and its Housing Subcommittee will be the primary advisory venues, with the Subcommittee providing more detailed and technical feedback and housing policy-related expertise, while RPAC will provide higher-level guidance and direction, and the ability to consider and integrate directions with other related and intersecting policy review areas.

Consultation and engagement will occur through regular Committee / Subcommittee reporting structures, and through a *Metro 2040* Housing Policy Forum to be held in late February 2020.

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To: Regional Planning Committee

From: Raymond Kan, Senior Planner, Regional Planning

Date: October 17, 2019 Meeting Date: November 8, 2019

Subject: ***Metro 2040 Transport Policy Review Scope of Work***

RECOMMENDATION

That the Regional Planning Committee receive for information the report dated October 17, 2019, “*Metro 2040 Transport Policy Review Scope of Work*”.

PURPOSE

To provide the Regional Planning Committee with an opportunity to consider and provide feedback on the scope of work and process for the *Metro 2040 Transport Policy Review*.

BACKGROUND

The purpose of the *Metro 2040 Transport Policy Review* is to review and identify options to update the transportation policies in *Metro 2040*, taking into account completed policy research, current practices, input from TransLink and member jurisdictions, and emerging and intersecting interests as informed by a review of practices in other jurisdictions.

ROLE OF TRANSPORT IN REGIONAL GROWTH MANAGEMENT

The regional transportation system connects people to homes, jobs, schools, shopping and recreation opportunities throughout the region. The system must be planned and work in synergy with and support the land use patterns envisioned in *Metro 2040* otherwise time, resources and energy could be wasted, and result in increased congestion, negative impacts to the economy and quality of life, and a degradation of the natural environment.

Metro Vancouver encourages agencies responsible for transportation decisions to take into account the objectives of *Metro 2040*. Regional Planning regularly initiates, participates, and coordinates with TransLink, member jurisdictions, adjoining regional districts, the provincial and federal governments, and transportation service providers on all manner of transportation-related issues. Through the Regional Planning Division, Metro Vancouver also undertakes research to inform transportation and land use decisions.

METRO 2040 POLICY CONTEXT

Metro 2040 sets out the shared regional interest in the area of transportation and the relationships with land use and growth management. Goal 5 (Support Sustainable Transportation Choices) of *Metro 2040* recognizes that transportation and land use decisions are oftentimes made by different authorities, and that Metro Vancouver has no direct authority over the planning and delivery of transportation infrastructure and services in this region. Because transportation is an intersectional topic, Goal 5 emphasizes the coordination of land use and transportation decisions, and identifies actions for TransLink and other levels of government to consider implementing (see Figure 1).

Figure 1. Key Transportation Elements in Goal 5 of *Metro 2040*

Strategy 5.1 Coordinate land use and transportation to encourage transit, multiple-occupancy vehicles, cycling and walking

- Provides profile to multiple occupancy vehicles as an important mode choice – this is timely with the introduction of ridesharing and the potential for an increase in single-occupancy vehicle trips. The 2017 Regional Trip Diary showed an increase in auto passenger mode share for the time in two decades. This is an example of policy ‘robustness’ – the policy remains relevant under different futures.
- Identifies the Board’s priorities for Frequent Transit Network (FTN) expansion to connect Urban Centres and Frequent Transit Development Areas.
- Articulates the roles of Metro Vancouver, TransLink, and the Province reflective of the governance around transportation at the time of preparing *Metro 2040*.
- Recognizes Metro Vancouver’s role in the provision of land use, growth management, and air quality information and forecasts, including evaluation of land use and vehicle emission impacts.

Strategy 5.2 Coordinate land use and transportation to support the safe and efficient movement of vehicles for passengers, goods and services

- Provides profile to safety, especially in the context of a denser region, complex travel patterns, and vehicle-involved conflicts. This policy presaged the Vision Zero movement.
- Recognizes the needs of different users of the transportation network.
- Recognizes interregional relationships with adjoining regional districts.
- Recognizes the importance of transportation system and demand management, in addition to capacity expansion.

ANTICIPATED TRANSPORT-RELATED REGIONAL PLANNING AND POLICY ISSUES

There can be many aspects to consider as part of the transportation subject area. The following planning and policy issues are anticipated to generate the greatest interest and require a higher level of effort in the strategy update. The list is based in part on the MVRD Board Strategic Plan, recent regional planning policy research and projects, current plans and policy documents, and current and emerging practices both within and outside the region. The *Metro 2040* Transportation Policy Review will be coordinated with the Housing Policy Review (the scoping for that work is provided under separate cover in this agenda) and TransLink’s work on *Transport 2050*. Equity will be an additional lens through which to inform and evaluate policy options.

Figure 2. Preliminary List of Issues to be Considered During the Transport Policy Review

Transport-Related Issues	Intersecting Themes				
	Housing	Urban Centres and FTDA's	Economy	Environment	Equity
Transit-oriented affordable housing	✓	✓	✓	✓	✓
Residential and non-residential parking	✓	✓	✓	✓	✓
Potential Board priorities for FTN and regional road expansion	✓	✓	✓	✓	✓
Transport impacts on health and safety	✓	✓	✓	✓	✓
Transport demand management		✓	✓	✓	✓
Non-residential major trip generating land uses		✓	✓	✓	✓
Climate change impacts on transport		✓	✓	✓	✓
New mobility technologies		✓	✓	✓	✓
Interregional connectivity			✓	✓	✓

ENGAGEMENT

The timeline for the *Metro 2040* Transport Policy Review is described below.

1. Review of Current Context (October 2019 – December 2019)

- Review Goal 5 of *Metro 2040* and Regional Context Statements
 - Review current / emerging practices in other jurisdictions
 - Monitor *Transport 2050*, Housing Policy Review, Climate 2050, etc.
- ⇒ **Deliverable: Memo #1 (what's working well, what are the policy gaps)**

2. Explore Policy Options (January 2020 – March 2020)

- Use Memo #1 to open up policy option conversations
- Convene subject-based sessions (e.g. parking, TOAH)
- Provide progress updates to RPAC
- Continue to coordinate with *Transport 2050*, Housing Policy Review, etc.

3. Transportation Policy Options (April 2020 – June 2020)

- Policy options
 - Proposed "Housekeeping" updates
 - Proposed areas for significant policy amendments
 - Structural options (configuring Transport, Housing, Complete Communities policies for *Metro 2050*)
- ⇒ **Deliverable: Memo #2 (what we heard, policy options)**

Upon completion of Memo #2, staff will advance a report to RPAC and Regional Planning Committee setting out policy amendment recommendations. The second half of 2020 will be spent on policy drafting in collaboration with RPAC and TransLink.

ALTERNATIVES

This is an information report. No alternatives are presented.

FINANCIAL IMPLICATIONS

The Transport Policy Review will be undertaken within the regular work plan for Regional Planning. There are no additional costs anticipated.

SUMMARY / CONCLUSION

Transportation is a key component of *Metro 2040*. It intersects with other elements in the regional growth strategy, including the areas of housing, economy, and the environment. The purpose of the *Metro 2040* Transport Policy Review is to explore and identify options to update the transportation-related policies in *Metro 2040* taking into account completed policy research, current practices, emerging and intersecting interests, and informed by review of practices in other jurisdictions.

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To: Regional Planning Committee

From: Erin Rennie, Senior Planner, Regional Planning

Date: October 17, 2019 Meeting Date: November 8, 2019

Subject: **2019 Survey of Licensed Child Care Spaces and Policies in Metro Vancouver**

RECOMMENDATION

That the MVRD Board:

- a) receive for information the report dated October 17, 2019, titled “2019 Survey of Licensed Child Care Spaces and Policies in Metro Vancouver”; and
 - b) direct staff to forward the “2019 Survey of Licensed Child Care Spaces and Policies in Metro Vancouver” and its attachment to member jurisdictions for information.
-

PURPOSE

To convey the attached report titled “2019 Survey of Licensed Child Care Spaces and Policies in Metro Vancouver” to the Regional Planning Committee and MVRD Board.

BACKGROUND

The first survey of child care spaces and policies in Metro Vancouver was prepared by Metro Vancouver in 2011 and an update was released in 2015 (References 1 and 2). In 2019, the survey was updated and expanded to include additional information. This report conveys the *2019 Survey of Licensed Child Care Spaces and Policies in Metro Vancouver* (the *2019 Survey*) to the Committee and Board (see Attachment). The preparation of the updated report advances Regional Planning’s mandate to provide information and research to support member jurisdictions in the creation of complete communities, Goal 4 of *Metro Vancouver 2040: Shaping our Future (Metro 2040)*, the regional growth strategy, and is intended to provide a resource for members and other interested stakeholders.

CHILD CARE AND COMPLETE COMMUNITIES

Metro 2040 encourages member jurisdictions to “Focus growth in Urban Centres and Frequent Transit Development Areas” (Strategy 1.2) and to “Develop healthy and complete communities with access to a range of services and amenities” (Strategy 4.2). In addition to being a key component of healthy and complete communities, child care also supports economic development for both individual families and communities. Locating child care spaces in Urban Centres and along the Frequent Transit Network supports the region’s objective to manage growth and build complete, transit-oriented communities.

In British Columbia, child care planning is a shared responsibility with the BC Government, health authorities, local governments including First Nations, the not-for-profit sector, and the private sector all playing a role. Metro Vancouver supports child care planning by providing its member jurisdictions with data on the number of child care spaces, number of children under 12, and an inventory of local child care policies from land use planning agencies in Metro Vancouver. In addition, the Regional

Planning Advisory Committee's Social Issues Subcommittee is convened quarterly by Metro Vancouver and is a venue for social planners in the region to share best practices and coordinate efforts across member jurisdiction boundaries. Many Metro Vancouver member jurisdictions are recipients of the new BC Community Child Care Planning Grant Program (Reference 3) funded by the BC Government and administered by the Union of BC Municipalities. Data contained in the *2019 Survey* will help support the planning work required under this grant program.

KEY FINDINGS

The 2019 Survey of Child Care Spaces and Policies in Metro Vancouver was completed in cooperation with the Regional Planning Advisory Committee Social Issues Subcommittee (RPAC-SIS). The *2019 Survey* focuses on three areas: an inventory of child care spaces; a summary of child care policies and regulations; and some broad considerations for increasing the supply of child care spaces. It also provides a brief review of the provincial role in child care regulation and funding. The child care spaces data reported was obtained from the Vancouver Coastal Health Authority and the Fraser Health Authority. The data is current as of March/April 2019 and should be considered an estimate only.

The key findings of the *2019 Survey* are:

- The number of children under the age of 12 in Metro Vancouver is growing and projected to continue to grow by approximately 7.6% over the near term (from 325,142 in 2019 to 350,068 in 2024).
- Currently, Metro Vancouver has on average 18.6 childcare spaces per 100 children aged 12 and under, which is below the 2016 national average of 27.2 spaces per 100 children.
- The number of spaces per child under 12 has improved slightly between 2015 and 2019 (18.5 to 18.6) and is up from the 16 spaces per child reported in 2011.
- Six respondents offer grants for child care capital projects; four offer grants for child care operating costs.
- Eight respondents have a stand-alone child care strategy.
- Eleven respondents identify child care facilities as a community amenity in the development approvals process.
- Fifteen respondents support child care through the provision of local government building space (e.g. rent-free, reduced lease, or market lease). This may be a single property or multiple sites.

ALTERNATIVES

This report is provided for information only. No alternatives are presented.

FINANCIAL IMPLICATIONS

There are no financial implications to this report. The report was completed as part of Regional Planning's regular work plan.

SUMMARY / CONCLUSION

Regional Planning staff prepared the *2019 Survey of Licensed Child Care Spaces and Policies in Metro Vancouver*. The report updates previous child care surveys prepared by Metro Vancouver in 2011 and 2015. The *2019 Survey* found a small increase in child care spaces from 18.5 spaces per 100 children under 12 in 2015 to 18.6 in 2019. The *2019 Survey* also found that local governments are taking a range of approaches to facilitate child care provision and operation in their local context. This information is intended to support member jurisdictions and local governments in planning for complete communities, thereby supporting implementation of Goal 4 of *Metro 2040*.

Attachment

2019 Survey of Licensed Child Care Spaces and Policies in Metro Vancouver

References

1. [A Municipal Survey of Child Care Spaces and Policies in Metro Vancouver, 2015](#)
2. [A Municipal Survey of Child Care Spaces and Policies in Metro Vancouver, 2011](#)
3. [BC Community Child Care Planning Program, UBCM](#)

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2019 Survey of Licensed Child Care Spaces and Policies in Metro Vancouver

August 2019

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1.0 INTRODUCTION AND KEY FINDINGS

1.1. Introduction

Access to quality child care is vital to the well-being of working families and children, is a fundamental ingredient for regional economic prosperity, and is a critical component of complete communities. Child care supports families in many ways, enabling parents to work or pursue education outside the home. Quality care in early childhood supports school readiness and healthy child development. Child care can often be a major household expense for families, and thus affordability of child care is of critical importance. Child care availability is also essential for economic development in the region – lack of appropriate, accessible, and affordable child care can negatively impact employee recruitment and retention which in turn stunts productivity as well as the financial wellbeing of families. For these reasons, child care supply, quality, and affordability continue to be priority issues in Metro Vancouver.

The purpose of this report is to present an updated inventory of child care spaces in the region and the findings of a region-wide survey of policies and regulations relating to the provision of child care spaces. Local governments regulate land use, which affects the size and location of new child care facilities as well as other aspects of operating a child care facility that are not regulated by the Province either through health and safety regulations or *BC Building Code* requirements. Local governments also aim to facilitate the provision of additional quality child care spaces in a number of ways, to match their growing populations.

Local governments are only one of several players in the development and provision of child care spaces. The Province provides operating funds, child care subsidies and capital funding. The Province also licences and regulates child care facilities through the Health Authorities, and liaises with local governments and child care providers. Community stakeholders including not-for-profit and private operators, developers, and parents play an important role in the development and operation of child care facilities as well. This report is concerned primarily with the local government role in child care, and it is prepared as a resource for local government planners.

The 2019 Survey of Child Care Spaces and Policies in Metro Vancouver was completed in cooperation with the Regional Planning Advisory Committee Social Issues Subcommittee (RPAC-SIS) to update the information contained in *A Municipal Survey of Child Care Spaces and Policies in Metro Vancouver* completed in 2015, as well as the earlier version of the survey completed in 2011. Specifically, this report highlights the number of children, the number of child care spaces, and local government policies and resources that aim to facilitate an enhanced supply of child care spaces in the region. These include: planning policies, zoning regulations, business licence requirements and fiscal actions. Appendix A provides a detailed inventory of child care spaces, by community, using data from spring of 2019. Appendix B summarizes the relevant zoning, planning and regulatory policies and financial contributions. Appendix C shows the number of regulated spaces available per 100 children under 12 by province and territory, as reported by a 2016 national report on child care space availability.

1.2. Key Findings

- The number of children under the age of 12 in Metro Vancouver is growing and projected to continue to grow by approximately 7.6% over the near term (from an estimated 325,142 in 2019 to 350,068 in 2024).
- Currently, Metro Vancouver has on average 18.6 childcare spaces per 100 children aged 12 and under, which is below the 2016 national average of 27.2 spaces per 100 children.
- The number of spaces per child under 12 has improved slightly between 2015 and 2019 (18.5 to 18.6) and up from the 16 spaces per 100 children reported in 2011.
- 8 respondents in the region have a stand-alone child care strategy.
- In Metro Vancouver, 11 respondents identify child care facilities as a community amenity in the development approvals process.
- 15 respondents support child care through the provision of local governments building space (e.g. rent-free, reduced lease, or market lease). This may be a single property or multiple sites.
- 6 respondents offer grants for child care capital projects; 4 offer grants for child care operating costs.

2.0 DEMOGRAPHIC PROFILE OF METRO VANCOUVER'S CHILDREN

The number of children under the age of 12 in Metro Vancouver is growing and projected to continue to grow in the near term. In 2015 there was a total of 310,680 children under 12 living in the Vancouver Census Metropolitan Area (CMA), and in 2019 that number is estimated to be 325,142 (Table 1). By the year 2024 that number is projected to grow to approximately 350,068 (Table 2), with about half of the growth projected to take place in the City of Vancouver, followed by Burnaby, Surrey, and Richmond.

In 2019 an estimated 25.3% of the region's children under 12 live in the City of Surrey, 20.6% live in the City of Vancouver, 9% live in Burnaby, 7.6% live in Richmond, 6.1% live in Coquitlam, and 6% live in Langley Township, with the remaining 25.4% living in other jurisdictions in the region.

Table 1: Estimated Population of Children under the Age of 12 in Metro Vancouver

Geographic Area	2019 Estimated No. of Children 12 and Under *		2019 Estimated Population Age 12 and Under by Age Groups			
	No.	%	0 to 2 years	3 to 5 years	6 to 9 years	10 to 12 years
Anmore	249	0.1%	46	32	87	84
Belcarra	45	0.0%	9	11	8	17
Burnaby	29,319	9.0%	7,865	6,802	8,550	6,102
Coquitlam	19,810	6.1%	4,288	4,280	6,277	4,964
Delta	13,441	4.1%	2,558	2,716	4,426	3,740
Langley City	3,735	1.1%	945	880	1,109	801
Langley Township	19,585	6.0%	4,520	4,166	6,112	4,787

Lions Bay	157	0.0%	25	36	56	40
Maple Ridge	12,394	3.8%	2,743	2,841	3,895	2,915
New Westminster	8,596	2.6%	2,526	2,057	2,419	1,593
North Vancouver City	6,921	2.1%	1,821	1,596	2,043	1,462
North Vancouver District	12,141	3.7%	2,151	2,436	4,146	3,408
Pitt Meadows	2,825	0.9%	631	611	914	669
Port Coquitlam	8,473	2.6%	1,816	1,905	2,611	2,140
Port Moody	4,976	1.5%	1,046	1,131	1,580	1,218
Richmond	24,713	7.6%	5,915	5,485	7,537	5,776
Surrey	82,295	25.3%	18,711	17,702	25,803	20,080
Tsawwassen First Nation	114	0.0%	23	13	49	29
UBC	1,736	0.5%	411	418	530	376
UEL	403	0.1%	95	97	123	87
Vancouver	67,003	20.6%	19,996	15,583	18,213	13,210
West Vancouver	4,823	1.5%	765	744	1,670	1,644
White Rock	1,390	0.4%	272	332	461	325
Vancouver CMA	325,142	100%	79,178	71,876	98,619	75,469

* Source: Metro Vancouver Age Cohort Model

Table 2: Projected Change in Number of Children under 12 in Metro Vancouver (2019-2024)

Geographic Area	2019 Estimated No. of Children 12 and Under *		2024 Projected No. of Children 12 and Under *		Projected Change in Number of Children Age 12 and Under (2019-2024)
	No.	%	No.	%	
Anmore	249	0.1%	238	0.1%	-11
Belcarra	45	0.0%	58	0.0%	13
Burnaby	29,319	9.0%	34,010	9.7%	4,691
Coquitlam	19,810	6.1%	20,745	5.9%	935
Delta	13,441	4.1%	12,873	3.7%	-568
Langley City	3,735	1.1%	4,174	1.2%	439
Langley Township	19,585	6.0%	20,842	6.0%	1,257
Lions Bay	157	0.0%	130	0.0%	-26
Maple Ridge	12,394	3.8%	12,160	3.5%	-234
New Westminster	8,596	2.6%	10,030	2.9%	1,434
North Vancouver City	6,921	2.1%	7,769	2.2%	847
North Vancouver District	12,141	3.7%	11,024	3.1%	-1,117
Pitt Meadows	2,825	0.9%	2,779	0.8%	-46
Port Coquitlam	8,473	2.6%	8,405	2.4%	-67
Port Moody	4,976	1.5%	4,667	1.3%	-308

Richmond	24,713	7.6%	27,052	7.7%	2,338
Surrey	82,295	25.3%	85,294	24.4%	2,999
Tsawwassen First Nation	114	0.0%	355	0.1%	241
UBC	1,736	0.5%	1,881	0.5%	145
UEL	403	0.1%	436	0.1%	34
Vancouver	67,003	20.6%	79,303	22.7%	12,300
West Vancouver	4,823	1.5%	4,571	1.3%	-253
White Rock	1,390	0.4%	1,272	0.4%	-118
Vancouver CMA	325,142	100%	350,068	100%	24,926

* Source: Metro Vancouver Age Cohort Model

3.0 CHILD CARE IN BRITISH COLUMBIA

There are four broad types of child care in British Columbia: Licensed, Registered Licence-Not-Required, Licence-Not-Required, and In-Child's-Own Home Care (Table 3). Only licensed child care spaces are inventoried in this report. Child care that is outside of these four types of care is considered illegal.

Table 3: Types of Child Care in British Columbia

Child Care Type	Regulatory Requirements
Licensed	Monitored and regularly inspected by regional health authorities because they must meet specific requirements for health and safety, staffing qualifications, record keeping, space and equipment, child-to-staff ratios, and programming.
Registered Licence-Not-Required	Registered licence-not-required child care providers are unlicensed but have registered with a Child Care Resource and Referral Centre. To become a registered licence-not-required provider, operators must have completed a criminal records check, character references, a home safety assessment, first aid training, and child care training. Licence-not-required child care providers are allowed to care for up to two children (or a sibling group) who are not related to them.
Licence-Not-Required Child Care	Unlicensed child care providers are allowed to care for up to two children (or a sibling group) who are not related to them. They may be operating illegally if they have more children in their care than is allowed. There is no monitoring or inspection and no health or safety standards.
In-Child's-Own Home Care	This type of unlicensed care is when parents arrange for child care of their own child within their own home – like a nanny, family member, or a child-minder. There are no legal requirements for monitoring this type of care.

4.0 DATA SOURCES

Child Care Spaces: In British Columbia, health authorities are responsible for licensing child care. To support this inventory, Vancouver Coastal Health and Fraser Health Authorities have provided data of licensed child cares in the Metro Vancouver region (current as of March/April 2019). The child care inventory uses health authority data of licensed facilities only.

Child Care Policies: Local governments develop policies, land use plans, and business licensing requirements for child care. In Metro Vancouver there are 20 municipalities, one Treaty First Nation (Tsawwassen), and one electoral area (Electoral Area A). Within Electoral Area A, UBC Campus and Community Planning is the entity responsible for land use planning and licensing on campus while planning and licensing in the unincorporated University Endowment Lands (UEL) is conducted by a manager appointed by the Ministry of Municipal Affairs and Housing. Land use planning in remaining areas of Electoral Area A is administered by Metro Vancouver. A survey of child care planning policies was distributed to Metro Vancouver’s member jurisdictions as well as UBC Campus and Community Planning, and the University Endowment Lands and a summary of their responses is provided in sections 7, 8, and 9 of this report. Child care policies are reported for UBC Campus and UEL separately. Since a number of local planning agencies (which are not municipalities) are included in the 2019 report, the title of the report has been changed to “2019 Survey of Licensed Child Care Spaces and Policies in Metro Vancouver.”

Number of Children: Metro Vancouver staff provided data on the estimated number of children by community for 2019 and projected for 2024. Data for small communities including Tsawwassen First Nation, UBC Campus, UEL, Lions Bay, Anmore, and Belcarra was not available in previous child care inventories. In the 2019 update, this data is provided where available. Note: due to differences in the number of communities surveyed between 2011, 2015, and 2019 – the data is not always directly comparable.

5.0 CURRENT INVENTORY OF CHILD CARE SPACES IN METRO VANCOUVER

On average, there are 18.6 child care spaces per 100 children aged 12 and under in Metro Vancouver (Table 4).

Table 4: Estimated Number of Children (0-12) and Child Care Spaces in Metro Vancouver, 2019

Geographic Area	2019 Estimated No. of Children 12 and Under *		Estimated No. of Child Care Spaces **		Child Care Spaces per 100 Children 12 and under
	No.	%	No.	%	
Anmore	249	0.10%	83	0.14%	33.3
Belcarra	45	0.00%	0	0.00%	0.0
Burnaby	29,319	9.00%	5,062	8.35%	17.3
Coquitlam	19,810	6.10%	4,095	6.76%	20.7
Delta	13,441	4.10%	2,162	3.57%	16.1
Langley City	3,735	1.10%	830	1.37%	22.2

Langley Township	19,585	6.00%	3,404	5.62%	17.4
Lions Bay	157	0.00%	40	0.07%	25.5
Maple Ridge	12,394	3.80%	2,539	4.19%	20.5
New Westminster	8,596	2.60%	2,049	3.38%	23.8
North Vancouver City	6,921	2.10%	1,680	2.77%	24.3
North Vancouver District	12,141	3.70%	3,611	5.96%	29.7
Pitt Meadows	2,825	0.90%	964	1.59%	34.1
Port Coquitlam	8,473	2.60%	2,083	3.44%	24.6
Port Moody	4,976	1.50%	1,005	1.66%	20.2
Richmond	24,713	7.60%	5,071	8.37%	20.5
Surrey	82,295	25.30%	10,489	17.30%	12.7
Tsawwassen First Nation	114	0.00%	116	0.19%	101.8
UBC	1,736	0.50%	735	1.21%	42.3
UEL	403	0.10%	104	0.17%	25.8
Vancouver	67,003	20.60%	12,758	21.05%	19.0
West Vancouver	4,823	1.50%	1,439	2.37%	29.8
White Rock	1,390	0.40%	301	0.50%	21.7
Vancouver CMA	325,142	100%	60,620	100%	18.6

* Source: Metro Vancouver

** Source: Fraser Health (data as of April 2019) and Vancouver Coastal Health (data as of March 2019)

This number is slightly higher than the 18.5 child care spaces per 100 children reported in 2015 and 16 spaces per child reported in 2011. The ratio of children to spaces varies across Metro Vancouver jurisdictions with the highest ratios in Tsawwassen First Nation (at over 101.8 spaces per 100 children age 12 and under) and UBC (42.3 spaces per 100 children) and the lowest in Surrey (12.7 spaces per 100 children) and Belcarra (0 spaces per 100 children).

Metro Vancouver is below the 2016 national average of 27.2 spaces per 100 children and is slightly ahead of the British Columbia 2016 average of 18.4 regulated spaces per 100 children (“regulated” is the term used by the *Early Childhood Education and Care in Canada 2016* report). The ratio of regulated child care spaces to 100 children aged 12 and under varies significantly by province, with the highest rate found in Quebec (55.1 spaces per 100 children) and the lowest rate found in Saskatchewan (8.4 spaces per 100 children).¹ Appendix C shows the national data by province.

In 2011 and 2015 data was not available for a number of the smaller member jurisdictions in the region including Anmore, Belcarra, the Village of Lions Bay, and Tsawwassen First Nation; therefore the total child care spaces reported did not include an account of spaces in those communities. Additionally, in 2011 and 2015 child care spaces at UBC and on the University Endowment Lands were reported under Vancouver. Excluding the smaller communities listed above, the number of child care spaces region-wide

¹ *Early Childhood Education and Care in Canada 2016 (11th edition, April 2018), Childcare Resource and Research Unit.*

has increased by 3,014 spaces between 2015 and 2019, and by 12,924 between 2011 and 2019 (from 47,457 to 60,381) (Table 5).

Table 5: Estimated Change in Child Care Spaces (2011, 2015, 2019)

Geographic Area	2011 Spaces	2015 Spaces	2019 Spaces
Anmore*	Data not available	Data not available	0
Belcarra*	Data not available	Data not available	83
Burnaby	4,456	4,820	5,062
Coquitlam	3,369	3,719	4,095
Delta	2,097	2,260	2,162
Langley City	197	598	830
Langley Township	2,502	2,886	3,404
Lions Bay*	Data not available	Data not available	40
Maple Ridge	2,205	2,053	2,539
New Westminster	1,337	1,671	2,049
North Vancouver City	1,256	1,418	1,680
North Vancouver District	2,988	3,248	3,611
Pitt Meadows	500	648	964
Port Coquitlam	1,714	1,998	2,083
Port Moody	668	797	1,005
Richmond	4,580	5,462	5,071
Surrey	6,452	9,675	10,489
Tsawwassen First Nation*	Data not available	Data not available	116
UBC	Data not available	Data not available	735
UEL	Data not available	Data not available	104
Vancouver	Data not available	Data not available	12,758
Vancouver + UBC + UEL Subtotal**	11,708	14,539	13,597
West Vancouver	1,142	1,227	1,439
White Rock	286	348	301
Vancouver CMA (excluding smaller communities)*	47,457	57,367	60,381
Vancouver CMA	not available	not available	60,620

**In 2011 & 2015 smaller member jurisdictions of Tsawwassen First Nation, Anmore, Belcarra, and Lions Bay were not included.*

***In 2011 and 2015 UBC and UEL were counted and reported as part of the City of Vancouver.*

The rate of increase in spaces was much lower between 2015 and 2019 than between 2011 and 2015. This may be explained in part by the loss of classroom space owned by school districts that had previously been used as child care space; a 2017 Supreme Court Ruling on class size in BC resulted in School Districts needing to take back some classroom space that was being leased out to child care operators in facilities owned by the Districts to be used for K-12 education. Difficulties with recruiting and retaining child care

staff and challenges in locating sites with adequate outdoor playspace are also key barriers limiting the expansion of child care spaces in this region.

6.0 CHILD CARE ACCESS IN BRITISH COLUMBIA

Not all families choose or require licensed child care (e.g. some will have a family caregiver, nanny, or other child care option) however it's clear that the supply of licensed child care is not meeting the demand. The 2018 Statistics Canada Survey on Early Learning and Child Care Arrangements (SELCCA) found that of BC families with children 0-5 years, 46.5% had difficulty accessing child care². Of those, the most common types of difficulties encountered in finding child care included the lack of availability in the community (66.4%), the affordability of the child care (59.3%), finding care that fits the desired work or study schedule (47.1%), finding quality child care (42.2%), and finding licensed care (39.4%)³.

According to SELCCA some of the consequences of families having difficulties finding child care include⁴:

- Having to change work schedule (46%),
- Using multiple care arrangements or a temporary arrangement (47.4%),
- Working fewer hours (44.9%),
- Postponing return to work (33.9%),
- Deciding to split care with spouse or partner (30%),
- Postponing or discontinuing school or training (11.7%*), and
- Deciding to work from home (18%*).

**Statistics Canada advises these findings should be used with caution due to potential data quality issues*

7.0 LOCAL GOVERNMENT CHILD CARE POLICIES

One way that local governments can enable an adequate supply of child care spaces is by developing a local plan or strategy around child care that outlines policies and expectations for child care provision. Eight survey respondents in Metro Vancouver have approved a stand-alone child care strategy for the community (Table 6), these include: Delta, New Westminster, North Vancouver City, Richmond, Tsawwassen First Nation, UBC, Vancouver, and West Vancouver District.

In addition, Port Coquitlam and Langley Township are close to approving a stand-alone child care strategy. Sixteen survey respondents identify child care objectives and/or policies within Official Community Plans. Eight survey respondents have a social plan that addresses child care provisions (up from 5 in 2011).

² Statistics Canada. [Table 42-10-0007-01 Difficulties for parents/guardians in finding a child care arrangement, household population aged 0 to 5 years](#)

³ Statistics Canada. [Table 42-10-0008-01 Type of difficulties for parents/guardians in finding a child care arrangement, household population aged 0 to 5 years](#)

⁴ Statistics Canada. [Table 42-10-0009-01 Consequences of difficulties for parents/guardians as a result of participating in a child care arrangement, household population aged 0 to 5 years](#)

Table 6: Child Care Strategies, Plans, and Policies in Metro Vancouver

2019 Strategies / Policies on Child Care	Number of Respondents	
	No.	%
Child Care Strategy / Policy	8 of 21	38%
Child Care is addressed in OCP	16 of 20	80%
Child Care is Addressed in Social Plan	8 of 12	67%
Child Care is defined as Community Amenity	11 of 21	52%

Source: Metro Vancouver 2019 Survey of Child Care Policies

About half of the survey respondents (11 out of 21) have identified child care as a “community amenity” in policy documents to encourage the provision of child care facilities through the development approvals process.

8.0 ZONING AND BUSINESS LICENCE BYLAWS FOR CHILD CARE FACILITIES

Local governments have two main roles when it comes to regulating child care – zoning and business licensing. Zoning for child cares refers to indicating where child care uses are permitted. Local governments are also responsible for issuing business licences. There may be different requirements for home-based businesses. Local governments business licensing of child care spaces is a separate process from health authority licensing. All communities in the region permit child care facilities in single detached residential zones and in institutional zones. Outside of these two zones, communities vary as to other zones where child care facilities may be located. (see Table 7 and Appendix B). A majority of survey respondents permit child care in multi-family residential zones such as duplex (15 of 20), row house and townhouse zones (15 of 20) and apartment zones (15 of 21).

Table 7: Zoning and Business Licence Requirements for Child Care Facilities in Metro Vancouver

Zoning and Business Licence Requirements	Number of Survey Respondents	
	No.	%
Zoning Classification That Allows Child Care		
Residential zones:		
Single Detached	20 of 20	100%
Duplex	15 of 20	75%
Row / Townhouse	15 of 20	75%
Apartment	15 of 21	71%
Mixed use / CD Zones	17 of 18	94%
Commercial zones	19 of 20	95%
Institutional	19 of 19	100%
Public Use / Assembly Zones	13 of 16	81%
Industrial zones	7 of 16	44%

Agriculture	7 of 15	47%
Additional Zoning or Licence Requirements		
Business Licence is Required for home-based child care	16 of 20	80%
Additional Parking is Required for home-based child care	15 of 21	71%
Non-resident staff are permitted in home-based child care (additional staff to assist resident)	14 of 20	70%
Additional Outdoor Play Space Requirements Above Provincial Regulations.	6 of 21	29%

Source: Metro Vancouver 2019 Survey of Child Care Policies

Note: The denominator varies primarily because some zones are not present in all geographic areas surveyed.

Most survey respondents permit child care facilities in non-residential zones other than public use or assembly zones; 19 of 20 survey respondents allow child care facilities in commercial zones, seven allow child care in industrial zones (although this may not include all types of industrial zones within a community), and seven allow child care in agricultural zones (note: not all communities have agricultural zoned lands). Although all survey respondents allow child care facilities in single detached zones, the number of child care spaces permitted varies.

The presence of on-site non-resident staff and parking are other issues addressed by bylaw or licensing. Most survey respondents (14 of 20 responses) permit home-based child care services to have non-resident staff. Fifteen survey respondents have additional parking requirements for home-based child care businesses.

Six survey respondents require additional outdoor play space beyond the provincial minimums. Some require additional outdoor playspace in City-owned child care facilities. It is worth noting that the Cities of Surrey and Port Coquitlam require direct access to the outdoor play areas (i.e. not through lobbies or hallways) and the City of Vancouver's Childcare Design Guidelines make several recommendations beyond provincial health and safety standards for indoor/outdoor space including additional indoor and outdoor space requirements and direct access to outdoors. The City of Vancouver also has building requirements that exceed the provincial building code.

9.0 LOCAL GOVERNMENT FINANCIAL SUPPORT AND RESOURCES FOR CHILD CARE PROVIDERS

Some survey respondents offer financial and other types of resources to facilitate child care (Table 8). The most common of these is the provision of space to child care providers (15 survey respondents), through either a nominal rate agreement, reduced lease rates, or space at market lease rate within city-owned buildings. Several survey respondents offer grants for child care providers, both for operating costs (4 respondents) and/or for capital projects (6 respondents). Eight survey respondents offer property tax exemptions for child care facilities. The details of how funds for grants are established and administered, as well as the criteria for grant eligibility, are unique to each local government.

Local governments provide non-financial resources as well (see Table 8). More than half of survey respondents have a dedicated child care resource person for the community. Thirteen survey respondents

provide local information to assist residents seeking child care and/or people wishing to establish and operate child care facilities (note: Health Authorities also have child care information available).

Table 8: Local Government Resources for Child Care Providers

Local Government Resources for Child Care Providers	Number of Survey Respondents	
	No.	%
Financial Support / Resources		
Local government building space available for child care (cost-recovery basis, reduced lease, or market lease)	15 of 21	71%
Local government Grants - for Operating Costs	4 of 20	20%
Local government Grants - for Capital Projects	6 of 21	29%
Local government Child Care Reserve Fund	3 of 21	14%
Property tax exemptions	8 of 19	42%
Other Local Government Support / Resources		
Staff resource dedicated to Child Care work	13 of 21	62%
Child Care Design Guidelines	7 of 21	33%
Child Care Information Documents (Resident)	13 of 21	62%

Source: Metro Vancouver, see footnotes in Appendix B

10.0 CONSIDERATIONS FOR INCREASING CHILD CARE SUPPLY

The 2018 Regional Child Care Forum brought together local government child care planners, health authority regulators, and provincial policy-makers to discuss current challenges and leading practices for increasing the supply of licensed child care in the region. During that forum the following considerations were identified.

Local Government Tools: Local government planners have developed a number of innovative approaches to increasing the supply of child care spaces using tools like plans, policies, guidelines, and programs. Some examples are:

- **Comprehensive Child Care Strategies:** May include goals, policies, targets, and evaluation measures.
- **Needs Assessments:** Needs assessments are often done using data from Census, Metro Vancouver, and School Districts. They may involve conducting a survey of parents and providers as well as other engagement activities.
- **Local Government Guidance for Developing Child Care:** Provides applicants with step-by-step information about the approvals process including health authority licensing, business licensing, fire prevention, building permitting etc.
- **Incentives:** Local governments can use incentives to encourage the development of child care. This can include floor area exemptions to support the continuation, adaptation, expansion, and replacement of community use spaces.

Operational Aspects: Child care operators may be private businesses, not-for-profit organizations, or government entities. They are responsible for running the child care service including hiring employees, renting space, enrolling children, and delivering the curriculum. Some considerations related to operations include:

- **Space-child-staffing ratios:** The number of staff required is related to both the number of children as well as the size of the physical child care space. Involving the operator in the design of the space can help ensure that the size and layout of the space is appropriate and supportive of the business model.
- **Staff recruitment and retention:** Recruiting and retaining qualified staff is a challenge, particularly in areas with a high cost of living as wages are generally low.
- **Pick-up and drop-off time:** Some families require earlier drop-off times, later pick-up times, or non-traditional child care hours to accommodate work schedules. This creates operational challenges as the operational costs of accommodating longer hours may outweigh revenues.

Funding New Child Care Spaces: Local governments may support the creation of new child care spaces by providing capital funding for physical space or by providing operational funding. Capital costs of new spaces can be supported by leveraging new development. Provincial, Federal, and not-for-profit funding opportunities may also exist. Some of the funding considerations include:

- **Child care as an amenity:** Many local governments make use of Community Amenity Contributions or Density Bonusing to offer additional development rights to a developer in exchange for financial or in-kind contributions to community amenities. In these policies it can be helpful to define child care as an “amenity.” Leveraging development may also put child care in competition with other community priorities such as affordable housing.
- **Child care in new developments:** Many local governments are asking developers to build child care as part of new developments. The requirement may be simply to build the spaces, or to build to a “turn-key” standard, meaning the facility is equipped and ready for an operator to begin using immediately.

Designing and Building Child Care Spaces: Child care spaces have particular requirements which are set out and enforced by health authorities and may be complemented by additional local government requirements. Some considerations for designing and building child care spaces include:

- **Taking advantage of underused space:** Some local governments are leveraging spaces that are underutilized during the day (or, for school age care, before and after school hours) for child care. This includes surplus school district classroom space, park department “club houses,” and other spaces owned by parks and recreation departments. In some places developers have offered their modular “sales centres” or “display units” to be converted for child care space.
- **Underused spaces are often temporary:** While leveraging underutilized spaces for child care makes sense, these spaces are not always available over the long term which creates uncertainty for operators and families. For example, when school district space requirements change, they may displace child care facilities.

- **Consider outdoor play space requirements:** Licensed child care requires access to outdoor play space which can limit the ability for spaces to be converted to child care, especially in high density and employment areas.
- **Coordinate building application reviews:** Local government efforts to coordinate review of potential child care spaces by the respective health authority, fire department, and others may help to streamline the process for developers.
- **Parking consideration:** Child care facilities have particular parking needs. Space must be designed to accommodate drop-off and pickup, staff parking, as well as storage and parking for car seats, strollers, cargo bikes etc.

11.0 PROVINCIAL ROLE IN CHILD CARE

The Province of BC is responsible for the Child Care Licensing Regulation and Standards of Practice. Provincial regulations require that when child care is provided to three or more children, a licence is required. The provincial regulations permit “licence not required” child day care when providing care for only 1 or 2 children. Health Authority Community Care Facility Licensing Programs issue licences and inspect licensed child day care programs.

The Province of BC has a number of funding programs to support child care access as well as the creation of new spaces. Provincial support for childcare space creation, affordability and operations has increased since the launch of Child Care BC in 2018. The Province funds the Affordable Child Care Benefit, the Child Care Fee Reduction Initiative, the Young Parent Program, as well as a number of Universal Child Care Prototype Sites which directly benefit families. The Province also funds the Child Care Operating Funding program, the Childcare BC Maintenance Fund, Childcare BC New Spaces Fund, Start-Up Grants which benefit child care providers. The Supported Child Development Program provides support to children, and their families, who may require extra support. Finally, to support the work of local governments, the Province has two new funding programs: the Community Child Care Space Creation Program and the Community Child Care Planning Grant program which are both administered by the Union of BC Municipalities.

12.0 CONCLUSION

This report shows that, although the number of spaces has increased by over 12,924 since 2011 (excluding small communities), Metro Vancouver (and BC generally) has a lower rate of child care spaces per 100 children under 12 than the Canadian average (18.6 in Vancouver CMA compared to 27.2 nation-wide). Local governments recognize that child care contributes to the social and economic well-being of communities and many are taking a range of actions to facilitate additional child care spaces in their communities. Most survey respondents permit child care facilities in a range of residential and non-residential areas. Many have a child care strategy in place and/or recognize child care as a community amenity in the development approvals process. Many provide financial or non-financial resources to support new or existing not-for-profit child care facilities.

The number of children under the age of 12 in the Metro Vancouver region is growing and projected to continue to grow over the near term. This highlights the continued need for local governments, the Province, the not-for-profit sector, the private sector and others to collaborate on projects, programs, and policies that support the creation of new child care spaces to meet the growing demand.

Metro 2040, the regional growth strategy, sets out the regional vision for livability, sustainability, and prosperity. It includes two key strategies that support the creation of child care in compact, complete communities:

1.2 Focus growth in Urban Centres and Frequent Transit Development Areas

4.2 Develop healthy and complete communities with access to a range of services and amenities

As the Metro Vancouver region continues to grow, and increasing numbers of families choose to live in denser urban areas close to transit, locating child care in Urban Centres and along the Frequent Transit Network will become increasingly important. By siting child care opportunities in walkable, transit-accessible places “on the way” to other daily destinations, local governments can support more sustainable transportation choices, making it easier for families to choose alternatives to personal vehicles. One example of this is co-locating child care facilities on or close to school properties so that children of different ages can be dropped off in one trip. While child care is in demand in all communities across the region, Urban Centres and other appropriate areas along the Frequent Transit Network are key locations for future child care opportunities that will support the region’s growth management, climate action, and social development objectives into the future.

APPENDICES

Appendix A – Child Care Spaces Inventory

Geographic Area	Total Child Care Spaces			Group Child Care (under 36 months)	Group Child Care (30 months to school age)	Preschool (30 months to school age)	Family Child Care	Group Child Care (school age)	Multi-Age Child Care *	Occasional Child Care	Child Minding
	2019	2015	2011	2019	2019	2019	2019	2019	2019	2019	2019
Anmore	83	n/a	n/a	8	25	20	0	30	0	0	0
Burnaby	5,062	4,820	4,456	830	1,641	566	277	1,438	350	26	96
Coquitlam	4,095	3,719	3,369	546	1,544	650	349	1,249	289	0	72
Delta	2,162	2,260	2,097	104	442	583	217	814	240	0	0
Langley City	830	598	197	192	324	118	7	197	51	0	0
Langley Township	3,404	2,886	2,502	572	1,172	744	238	1,018	168	0	0
Lions Bay	40	n/a	n/a	0	16	0	0	16	8	0	0
Maple Ridge	2,539	2,053	2,205	242	677	484	251	936	305	0	0
New Westminster	2,049	1,671	1,337	357	830	95	91	661	120	0	0
North Vancouver City	1,680	1,418	1,256	328	681	151	61	398	55	6	0
North Vancouver District	3,611	3,248	2,988	507	1,047	441	215	1,143	184	74	0
Pitt Meadows	964	648	500	208	418	116	42	225	31	0	0
Port Coquitlam	2,083	1,998	1,714	260	667	244	159	707	227	0	0
Port Moody	1,005	797	668	158	334	106	35	443	60	0	0
Richmond	5,071	5,462	4,580	735	2,038	619	145	1,422	96	0	16
Surrey	10,489	9,675	6,452	1,418	3,556	2,370	500	2,791	1,361	20	73
Tsawwassen First Nation	116	n/a	n/a	52	64	0	0	0	0	0	0
UBC	735	n/a	n/a	128	408	20	0	163	0	16	0
UEL	104	n/a	n/a	0	0	36	0	68	0	0	0
Vancouver	12,758	n/a	n/a	1,012	3,109	2,622	803	4,656	277	217	62
Vancouver + UBC + UEL Subtotal	13,597	14,539	11,708	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
West Vancouver	1,439	1,227	1,142	112	413	282	0	541	24	67	0
White Rock	301	348	286	24	113	52	21	95	8	0	0
Vancouver CMA	60,620	57,367	47,457	7,778	19,526	10,486	3,478	19,096	3,893	426	319

Source: VCH and FH. 2011 data table does not show all categories. Occasional Care and Child Minding are included in the total, although not shown as separate columns.

* Categories "Multi-age child care" and "In-Home multi-age child care" are combined for reporting purposes.

Appendix B – Survey of Child Care Policies and Initiatives

Appendix B. Municipal Child Care Policies and Initiatives - 2019																								
Municipal Survey Results, June 2019																								
	Burnaby	Coquitlam	Delta	Electoral Area	Langley City	Langley	Maple Ridge	New West	North Van	QVC	North Van	District	Pitt Meadows	Port Moody	Port Moody	Richmond	Surrey	Tanwassen	UBC	UEL	Vancouver	West	Vancouver	White Rock
Planning and Policy																								
Child Care Strategy / Policy	No	No	Yes	No	No	Pending	No	Yes	Yes	No	No	Pending	No	Yes	No	Yes	Yes	Yes	No	Yes	Yes	No	Yes	No
Child Care is addressed in OCP	Yes	Yes	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes	No	Yes	No	N/A	Yes	Yes
Child Care is Addressed in Social Plan	Yes	N/A	Yes	No	No	Pending	No	N/A	Yes	N/A	Yes	N/A	Yes	Yes	Yes	Yes	Yes	Yes	N/A	N/A	N/A	N/A	N/A	N/A
Child Care is defined as Community Amenity	Yes	No	Yes	No	No	No	No	Yes	Yes	Yes	No	Yes	No	Yes	No	Yes	Yes	No	Yes	No	Yes	Yes	No	No
Staff resource dedicated to Child Care work	Yes	No	No	No	No	No	No	Yes	Yes	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	No	Yes	Yes	No	No
Child Care Design Guidelines (Operator)	No	No	No	No	No	No	Yes	No	No	No	No	No	No	No	No	Yes	Yes	Yes	Yes	Yes	Yes	No	No	No
Child Care Information Documents (Resident)	Yes	Yes	No	No	No	No	Yes	Yes	Yes	Yes	Yes	No	Yes	No	Yes	Yes	Yes	Yes	Yes	No	Yes	Yes	Yes	No
Other Policy items for Day Care	Yes	No	No	No	No	No	No	Yes	Yes	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No	No
** Child Care facility agreement with local school board																								
Financing Tools ("NEW")																								
Municipal building space available for child care (rent-free, reduced lease, or market lease)	Yes	No	Yes	No	No	Yes	Yes	Yes	Yes	Yes	Yes	Pending	Yes	Yes	Yes	Yes	Yes	Yes	Yes	No	Yes	Yes	No	No
Municipal Grants – for Operating Costs	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	Yes	Yes	Yes	N/A	Yes	No	No	No
Municipal Grants – for Capital Projects	No	No	No	No	No	No	No	Yes ²	Yes ²	Yes	No	No	No	No	No	Yes	No	No	Yes	N/A	Yes	No	No	No
Municipal Child Care Reserve Fund	No	No	No	No	No	No	No	Yes	No	No	No	No	No	No	No	No	No	No	No	N/A	Yes	No	No	No
Property tax exemptions	Yes	Yes	No	No	No	No	No	No	Yes	Yes	No	Yes	No	Yes	No	Yes	No	Yes	N/A	N/A	No	Yes	No	No
Other Financial Items	Yes	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	Yes	No	No	No
Zoning: Is daycare use permitted?																								
Residential zones:																								
Single Detached	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	N/A	Yes	Yes	Yes	Yes	Yes
Duplex	Yes	Yes	Yes	Yes	No	No	Yes	Yes	No	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes	N/A	Yes	Yes	Yes	Yes	No
How Townhouse	Yes	Yes	Yes	Yes	No	Yes	Yes	No	No	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes	N/A	Yes	Yes	Yes	Yes	No
Apartment	Yes	Yes	Yes	Yes	No	Yes	No	No	No	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	No
Mixed use / CD Zones	Yes	Yes	Yes	N/A	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	N/A	N/A	Yes	Yes	Yes	Yes
Other	N/A	N/A	N/A	N/A	No	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	Yes	Yes	N/A	N/A	N/A	N/A
Commercial zones	Yes	Yes	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	N/A	Yes	Yes	Yes	Yes	Yes
Institutional	Yes	Yes	Yes	N/A	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	N/A	Yes	Yes	Yes
Public Assembly Zones	Yes	Yes	Yes	N/A	N/A	Yes	N/A	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	No	No	N/A	N/A	Yes	Yes	Yes
Industrial zones	No	No	No	N/A	No	No	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	N/A	N/A	Yes	N/A	N/A	N/A
Agriculture	No	No	Yes	Yes	No	Yes	No	N/A	Yes	N/A	Yes	Yes	N/A	Yes	Yes	Yes	No	No	No	N/A	No	N/A	N/A	N/A
Other – Child Care Zone (CCZ)	N/A	Yes	Yes	N/A	No	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	Yes	Yes	No	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Parking requirements – accessory use daycare	Yes	No	Yes	Yes	Yes	No	Yes	Yes	Yes	Yes	No	Yes	Yes	Yes	Yes	No	Yes	Yes	No	No	Yes	Yes	Yes	Yes
Parking requirements – primary use is daycare	Yes	Yes	Yes	N/A	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	No	Yes	Yes	Yes	Yes	Yes
Business Licence Requirements																								
Municipal business licence required	No	Yes	Yes	N/A	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	No	No	Yes	Yes	Yes	No	Yes	Yes	Yes
– Required only when more than XX children	Yes									Yes = 4						Yes = 8								
Traffic management plan	No	Yes*	No	N/A	No	No	No	Yes	Yes*	No	No	No	No	No	No	No	No	No	No	No	No	yes	No	No
Public consultation	No	No	No	N/A	No	No	No	Yes	Yes*	Yes	No	No	No	No	No	No	Yes	Yes	Yes	No	Yes	yes	No	No
Other license requirements		No	No	N/A	Yes	No	Yes	No	No	No	No	Yes				No	Yes	Yes	No	No	Yes	Yes	No	No
* Sometimes																								
Note: Above section assumes no rezoning. A rezoning process may require traffic plans and public consultations as part of rezoning process.																								
Regulatory Requirements																								
Are non-resident staff permitted?	Yes	Yes	No	N/A	Yes	Yes	Yes	Yes	No	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	No	Yes	No	No	Yes	No
Municipal Building Code Requirements*	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	Yes	No	No	Yes	No	Yes	No	Yes
Outdoor Space requirements*	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	Yes	Yes	Yes	No	Yes	Yes	Yes	Yes
* requirements beyond those in the provincial legislation																								

1 Operating grants may not be explicitly to a non-profit child care provider. Grants may be to non-profit organizations (ie. Neighbourhood House) that provide childcare spaces or support provision of childcare as part of a larger range of services. Circumstances are unique to each municipality and vary year to year.

2 Capital grants may be limited to non-profit organizations only (ie. New Westminster). Capital grants and the funding mechanisms may vary year by year and by fund availability. Each municipality's grant program will differ.

Appendix C – Regulated Child Care Spaces by Province Territory and Percentage of Children (0-12 and 0-5) for whom there is a Regulated Child Care Space

TABLE 1 Number of regulated child care spaces by age group and type, percent of children 0-12 years for whom a regulated space was available, and percent of children 0-5 years for whom a part or full day centre space was available. Provinces/territories/Canada total (2016).

P/T	Number of centre-based full and part day child care spaces for children 0-5 years ¹	Number of school-age child care spaces ²	Number of regulated family child care spaces ³	Total number of regulated spaces for children 0-12 years	Percent of children 0-12 years for whom a regulated space was available ⁴	Percent of children 0-5 years for whom a regulated part or full day centre space was available ⁵
NL	6,355	942	862	8,159	12.9	24.3
PE	3,313	1,322	7	4,642	23.2	39.4
NS	13,203	4,297	1,645	19,145	17.0	26.7
NB	12,085	13,623	1,143	26,851	29.2	28.9
QC	193,711	330,002 ⁶	94,151	617,864	55.1	38.4
ON	242,786 ⁷	146,500	16,284	405,570	21.3	29.1
MB	20,877	10,327	3,057	34,261	17.9	23.8
SK	11,057	1,501	1,988	14,546	8.4	13.7
AB	69,603	28,063	11,816	109,482	16.0	22.0
BC	61,022	32,720	12,160	105,902	18.4	24.1
NT	1,022	434	320	1,776	22.2	26.9
NU	899	137	8	1,044	10.9	18.4
YT	784	154	207	1,145	22.0	31.4
CA ⁸	636,157	570,022	143,648	1,350,387	27.2	28.7

1 These figures are not separated into part and full day, as some provinces/territories cannot separate them.

2 At one time, school-age child care was for 6-12 year olds. In recent years, school-age now may include four and five year olds in some provinces; the age categories are not consistent across provinces/territories.

3 Note regulated family child care (FCC) does not use the concept of "spaces" in the same way centres do. The FCC figures usually represent enrolment, not licensed capacity.

4 This calculation uses all regulated child care spaces—centre-based and family child care.

5 The total number of regulated spaces including regulated family child care cannot be used here as most provinces/territories cannot provide age breakdowns in family child care.

6 Data on school-age child care in Quebec was not available in 2010 and 2012; the 2008 figure was used. This means the differences between 2016 and 2014 and earlier years is overly exaggerated and should be used cautiously.

7 This figure in Ontario includes kindergarten-aged children in centres. Although the kindergarten-age child care program in Ontario has changed in recent years (is an identifiable category), kindergarten is included here in the 0-5 category to keep numbers consistent with previous years. Of the 242,786 spaces, 85,014 are identified as kindergarten-age (3.8 yrs-5 yrs).

8 Note inconsistencies in definitions and missing data means the total number of spaces in this table is slightly different from totals in the provincial/territorial sections.



To: Regional Planning Committee

From: Erin Rennie, Senior Planner, Regional Planning

Date: September 27, 2019 Meeting Date: November 8, 2019

Subject: **Growth in Urban Centres and Frequent Transit Development Areas 2006-2016**

RECOMMENDATION

That the Regional Planning Committee receive for information the report titled “Growth in Urban Centres and Frequent Transit Development Areas 2006-2016” dated September 27, 2019.

PURPOSE

To update the Regional Planning Committee on progress towards the regional growth targets set out in *Metro 2040*.

BACKGROUND

Metro 2040 sets out the collective vision for how the region will accommodate the additional one million people, 500,000 new dwelling units, and 500,000 new jobs projected for the region by the year 2041. Central to *Metro 2040*'s growth framework is a strategy to focus growth in a network of Urban Centres and corridors connected by frequent transit. This is supported by growth targets for Urban Centres, Frequent Transit Development Areas (FTDAs), and “all other areas” described in Table 2 of *Metro 2040* (Reference 1, page 18). This report presents recent custom Census data acquired by Metro Vancouver that shows the proportion of regional growth taking place in Urban Centres and FTDAs from 2006 to 2016.

METRO 2040 GROWTH TARGETS

One of the roles of Metro Vancouver is to support member jurisdictions in implementing *Metro 2040*'s growth framework vision by monitoring the progress towards the established growth targets. The targets set out in *Metro 2040* are 30-year goals, meaning they are not expected to be achieved until the year 2041. This report provides an interim update towards those targets, but is not meant to provide an evaluation of progress. Real estate markets fluctuate and shift over time and it is unsurprising that not all targets are being met 10 years into the implementation of the strategy's 30-year goals.

The Urban Centre growth overlay in *Metro 2040* was defined prior to its acceptance by member jurisdictions, and so the targets were based on known geographies at that time. *Metro 2040* sets out targets calling for 40% of the region's total dwelling unit growth and 50% of the region's total employment growth to occur within Urban Centres throughout the region. This is further broken out by centre type (see Table 2, Reference).

Unlike the Urban Centre overlay, the FTDA targets were set before municipalities had begun defining geographies for FTDAs. As a proxy, staff defined regional FTDA targets using the future Frequent Transit Network Concept (Map B.1, Reference), i.e. an area generally 400m from the Frequent Transit

Network Concept and 800m from all Rapid Transit Stations, excluding large portions of the City of Vancouver, areas outside the Urban Containment Boundary, and areas that overlap with Urban Centres. The target for that area as a whole was set at 28% for all dwelling unit growth and 27% of all employment growth for the region. It was assumed at the time that member jurisdictions would identify areas along the Frequent Transit Network (FTN) as FTDA's over time; to date, 16 FTDA's have been identified in a small percentage of the potential area for FTDA's (see Table 1). As a result, it is not accurate or suitable to report on progress toward the FTDA targets but other approaches are available to provide a general sense of growth along the FTN outside of Urban Centres.

Table 1. Geography Used to Set FTDA Targets vs actual Frequent Transit Development Areas

Geography used to Set FTDA Targets		Frequent Transit Development Areas (FTDA's)	
What it is	Potential areas for FTDA's.	Areas identified by municipalities through Regional Context Statements for higher levels of transit oriented growth.	
Geographic extent	All areas 400m from the future (potential) Frequent Transit Network and 800m from Rapid Transit Stations. Excludes areas outside the Urban Containment Boundary, areas that overlap with Urban Centres and most of the City of Vancouver due to transit coverage.	22 nd Street Station FTDA Braid Station FTDA Sapperton Station FTDA Carvolth FTDA Burquitlam FTDA Moody FTDA East 3 rd FTDA Marine Drive FTDA	Lower Capilano FTDA Lower Lynn FTDA 104 th Ave FTDA East Clayton FTDA Fleetwood West FTDA Cambie Corridor North FTDA Cambie Corridor South FTDA UBC FTDA
Purpose	Area used to calculate the corridor growth targets of 28% of dwelling unit growth and 27% of employment growth.	Growth overlays. Actual growth in these areas is calculated and reported.	

GROWTH IN URBAN CENTRES

Dwelling Unit Growth

Between 2006 and 2016, the region added 155,300 new dwellings units, 40.3% of which have been located in Urban Centres. This suggests that local policies, in coordination with increasing transit service in these areas are successfully supporting the target of directing 40% of dwelling unit growth to Urban Centres across the region. By breaking this out by centre type, a more nuanced story of the distribution of dwelling unit growth across the region in the first 10 years of the strategy can be seen.

Between 2006 and 2016 13.7% of the region's dwelling unit growth took place in the Metropolitan Core; the *Metro 2040* target for overall dwelling unit growth in the Metropolitan Core is 5%. During this same time period: 3.0% of the region's residential growth took place in Surrey Metro Centre (with a target of 5%); 12.6% took place in Regional City Centres (16% target); and 10.9% took place in Municipal Town Centres (13% target) (see Table 2).

Table 2. Regional Residential Growth by Centre Type

	Actual Dwelling Unit Growth 2006-2016	2040 Dwelling Unit Growth Target (2006-2041)
FTDA Total	2.7%	n/a
Urban Centre Total	40.3%	40%
Metropolitan Core	13.7%	5%
Surrey Metro Centre	3.0%	6%
RCCs	12.6%	16%
MTCs	10.9%	13%
All other areas	57.1%	32%

Employment Growth

179,010 new jobs were added to the Metro Vancouver region between 2006 and 2016; 14.6% of this employment growth took place in Urban Centres. *Metro 2040's* employment growth target for Urban Centres is 50% by the year 2041. 1.6% of the region's employment growth took place in the Metropolitan Core between 2006 and 2016; the Metropolitan Core is targeted to accommodate 10% of the region's employment growth by 2041. Surrey Metro Centre's share of regional employment growth was 3.9% between 2006 and 2016, close to the 5% share targeted for 2041. The employment growth in the Regional City Centres combined was 5.6% of all job growth, as compared to a target of 19%. Also during that period 4.0% of the region's job growth took place in Municipal Town Centres, a quarter of the 2041 target of 16%.

The data suggests that additional strategies and tools are needed to support the region's target of focusing new jobs in Urban Centres. The lower than targeted job growth in all the Urban Centre types also suggests that areas outside of Urban Centres and FTDA's may be competing with Urban Centres and FTDA's for employment growth (see Table 3).

Table 3. Regional Job Growth by Centre Type

	Actual Employment Growth 2006-2016	2040 Employment Growth Target (2006-2041)
FTDA Total	3.4%	n/a
Urban Centre Total	14.6%	50%
Metropolitan Core	1.1%	10%
Surrey Metro Centre	3.9%	5%
RCCs	5.6%	19%
MTCs	4.0%	16%
All other areas	82.0%	24%

GROWTH IN FTDA'S**Dwelling Unit and Employment Growth**

Between 2006 and 2016 2.7% of the region's dwelling unit growth took place in the region's 16 identified FTDA's. During the same period, 3.4% of job growth in the region took place in FTDA's.

FTDA Targets

The *Metro 2040* Urban Centre and FTDA Policy Review process that is currently underway has highlighted the need to address the discrepancy between the geography used to initially set the FTDA targets and the FTDA that have been identified. Staff are considering formalizing a new geography called the Frequent Transit Corridor Network in *Metro 2050* to more effectively track progress towards the 28%/27% target. The Frequent Transit Corridor Network geography would be a custom geography approximately 400m from the FTN, 800m from rapid transit stations, excluding Urban Centres, and excluding areas outside the Urban Containment Boundary. Staff also suggest setting municipality-specific targets for FTDA in *Metro 2050*, recognizing that the residential and employment market can vary significantly across the region.

GROWTH OUTSIDE OF URBAN CENTRES AND FTDA

Dwelling Unit Growth

Between 2006 and 2016, 57.1% of the region's dwelling unit growth took place in areas outside of Urban Centres and FTDA. While this exceeds the target of 32% for "all other areas" outside Urban Centres and FTDA, the number undoubtedly masks much of the transit-oriented growth taking place in areas along the FTN that have not been identified as FTDA. Using Census Dissemination Block data along the 2016 FTN, staff have estimated that approximately 21% of the region's dwelling unit growth between 2006 and 2016 has taken place in areas roughly within 400 metres of the FTN (outside of Urban Centres)¹. This estimate indicates, that generally municipal policies and market trends are supportive of focusing dwelling unit growth within walking distance of frequent transit. It also indicates that there are many places along the FTN where residential growth is happening have not been identified as FTDA.

Additional strategies, tools, and a stronger commitment to support focusing growth along transit corridors may be needed in *Metro 2050* to accommodate residential growth in a way that doesn't negatively impact traffic congestion and the region's shared greenhouse gas (GHG) emissions targets.

Employment Growth

Between 2006 and 2016, 82% of the region's job growth took place outside of Urban Centres and FTDA. Similar to dwelling unit growth, this number masks transit-oriented growth taking place along the FTN outside of identified FTDA. Any recent transit-oriented job growth that isn't in an established FTDA cannot be measured nor can it be approximated because it is not available at the Census Dissemination Block level. Staff are exploring alternative means to understand the location of job growth in the region.

The data we do have highlights a possible miss-alignment of policies in *Metro 2040*; i.e. *Metro 2040* targets 50% of employment growth for Urban Centres and an additional 27% along the FTN, and also supports /encourages employment growth in lands designated as Industrial and Mixed Employment, many areas of which are outside of Urban Centres or FTDA. It is possible that a significant amount of job growth is taking place in Industrial and Mixed Employment lands, which would be considered supportive of other regional objectives. More analysis is required to assess whether employment

¹ This data is derived from Census Dissemination Blocks which are less precise units of measurement than the Custom Census data used to measure growth inside Urban Centres and FTDA. Further, it does not include the Census Undercount. Calculations showed 19% growth between 2006-2011 and 24% growth between 2011-2016.

dispersal (“job sprawl”) continues to be a problem in the region, as well as reassessing the target of 50% for all new jobs in Urban Centres and 27% along the FTN.

IMPLICATIONS FOR METRO 2050

Recent Census data show that the region is on-track to achieve its targets for dwelling unit growth, but not on track to achieve its employment growth targets for Urban Centres. This suggests that the employment growth targets may need to be reassessed; staff will explore revising the employment growth targets in *Metro 2050*.

In addition, this suggests that new policies and tools may be needed to support the strategy’s objective to direct employment growth to centres and corridors served by transit. This could include new supports from the Provincial government, such as the creation of commute trip reduction legislation, similar to that implemented in Washington State that requires employers to take actions to reduce single occupancy vehicle trips; more research is needed on this and other possible directions. Staff also intend to explore how much employment growth is taking place on lands with an Industrial or Mixed Employment regional land use designation.

Given the discrepancy between FTDA geographies and the proxy geography used to set targets for growth along the FTN, staff are exploring formalizing a current and future Frequent Transit Corridor Network geography (for monitoring purposes only), as well as policies that make identifying FTDA simpler and more intuitive for member jurisdictions.

ALTERNATIVES

This is an information report. No alternatives are presented.

FINANCIAL IMPLICATIONS

Census data was obtained from Statistics Canada using funds approved in the Board approved 2019 Regional Planning budget.

SUMMARY / CONCLUSION

To help achieve Goal 1 “Create a Compact Urban Area”, *Metro 2040* includes targets for the proportion of new dwelling units and jobs in the region located in Urban Centres and FTDA. An interim update to the region’s progress towards achieving these targets shows that the region is on track to achieving its Urban Centre dwelling unit growth target, but not on track to achieving the employment growth target. The data for both job and dwelling unit growth in FTDA is also low, but can be explained as 16 FTDA have been identified and the overall target was set in 2011 using a much larger geography. Additional monitoring work is required to better understand why some targets are not being met, and to explore new strategies, tools, and policy directions to better support member jurisdictions in their efforts to direct new growth to the regional growth strategy’s shared centres and corridors framework and create transit-oriented, complete communities.

Reference

[*Metro Vancouver 2040: Shaping our Future, Regional Growth Strategy \(Metro 2040\)*](#)

To: Regional Planning Committee

From: Raymond Kan, Senior Planner, Regional Planning

Date: October 21, 2019 Meeting Date: November 8, 2019

Subject: Regional Transit-Oriented Affordable Housing Fund Working Group

RECOMMENDATION

That the Regional Planning Committee receive for information the report dated October 21, 2019, titled "Regional Transit-Oriented Affordable Housing Fund Working Group".

PURPOSE

To present the outcomes of dialogues with stakeholders and the establishment of the Regional Transit-Oriented Affordable Housing Fund Working Group.

BACKGROUND

At its meeting on April 26, 2019, the MVRD Board approved a resolution directing staff to continue to explore options to collaborate with interested partners on a regional Transit-Oriented Affordable Housing (TOAH) fund, including identifying potential champions, and to report back to the Regional Planning Committee.

The regional TOAH Fund process is also consistent with the Board's *2019-2022 Board Strategic Plan* direction to "encourage and protect affordable housing, specifically rentals, in transit-oriented locations".

THE TRANSIT-ORIENTED AFFORDABLE HOUSING STUDY¹

The Metro Vancouver TOAH Study is intended to expand the knowledge of practitioners and decision-makers about the challenges and opportunities to increase the affordable rental housing supply near the region's Frequent Transit Network (Reference 1). Upon completion of Phase 1 of the TOAH Study in November 2017, the MVRD Board directed staff to undertake research on specific tools to support the delivery of transit-oriented affordable rental housing. Phase 2 of the Study was completed in April 2019 and comprised two research components:

1. The preparation of a business framework for a transit-oriented affordable housing revolving loan fund; and,
2. The review of policy tools and approaches available to municipalities to encourage the development of affordable transit-oriented rental housing and address the constraint of the high cost of land in the region.

¹ In the TOAH Study, affordable rental housing is defined as purpose-built rental housing with rent affordable to household earning up to 80% of the regional median household income. The benchmark was \$60,000 based on 2016 Census data, or equivalent to \$1,500 per month rent.

Phase 2 was undertaken in partnership with the BC Non-Profit Housing Association, BC Housing, Ministry of Municipal Affairs and Housing, Canada Mortgage and Housing Corporation, TransLink, Urban Development Institute, and Vancity. The partner organizations / agencies allocated a significant amount of time to the project, and provided invaluable input on the Study's scope and research findings.

PHASE 2 KEY FINDINGS

The Phase 2 research showed that for the TOAH funds operating today in the United States, a partnership is required amongst the philanthropic, private, and public sectors, and that a TOAH fund operates best in a simple governance structure under management by a financial professional. To move in the direction of design and implementation, a regional champion is required to lead the advancement of the initiative and bring key stakeholders together to continue to explore viable TOAH fund designs, partnerships, governance structure, revenue sources, and synergies with other policy and financial tools.

The leadership and organizing efforts should reside with an organization / agency that has the motivation, professional capacity, and the capital to be a lead investor and / or fund administrator. Identifying such an entity with a fiduciary stake in a TOAH fund could quickly narrow down viable options and enable fund creation and implementation. The research report undertaken as part of the Phase 2 work provided a roadmap to go from fund concept to fund operation (Reference 2).

TOAH FUND DIALOGUES

Per the Board's direction, Metro Vancouver staff convened an interim working group², comprising a subset of the study partners and representatives from the non-profit and market housing development sectors, to continue the exploration of a regional revolving loan fund as informed by the TOAH research. At its first meeting on July 8, 2019, the interim working group determined that additional non-market and for-profit housing developers needed to be engaged to help refine the understanding of financial gaps for affordable rental housing in the region.

Metro Vancouver, in collaboration with BCNPHA and Vancity, convened engagement sessions with non-profit housing providers and market housing developers on July 31 and August 14, respectively (see Attachments 1 and 2 for the meeting notes).

Draft Principles of the Regional TOAH Fund Working Group

As a result of the engagement sessions and a subsequent meeting of the interim working group on October 21, 2019, a consensus emerged on a set of draft principles and a preferred path forward. These draft principles are generally consistent with the MVRD Board's Strategic Plan, key findings of the TOAH Study, and input received from non-market and market housing providers:

1. A Regional TOAH Fund will support the community housing sector in the delivery and / or acquisition of non-market rental housing units in close proximity to the Frequent Transit Network in the Metro Vancouver region.

² The interim working group comprised representatives from BCNPHA, BC Housing, Ministry of Municipal Affairs and Housing, CMHC, Vancity, FCM, and other invited stakeholders representing the non-profit and market housing development sectors.

2. Close proximity to the Frequent Transit Network is defined as generally within 1,200 metres of a frequent bus corridor stop or rapid transit station (this distance radius is intended to recognize opportunities on the periphery of transit precincts).
3. A Regional TOAH Fund will provide low-barrier working capital through loans and grants.
4. A Regional TOAH Fund will leverage philanthropic and private sector social impact investors, with public sector support.
5. A Regional TOAH Fund is intended to be additive to other existing funding programs.
6. A Regional TOAH Fund is intended to be self-sustaining and independent of public sector funding in the long-term.

Working Group Membership

The interim working group agreed that to move the process forward effectively, a formal Regional TOAH Fund Working Group should be established. Staff from the BC Non-Profit Housing Association, Vancity Credit Union, and Vancity Community Foundation have offered to lead the facilitation of the Regional TOAH Fund Working Group over the next six months. Metro Vancouver staff will continue to participate as a member. Other members of the Regional TOAH Fund Working Group will be confirmed over the coming weeks.

The near term work program for the Regional TOAH Fund Working Group will include the following tasks:

- Refine the draft principles;
- Develop a preferred fund structure and offerings;
- Engage with the community housing sector;
- Engage with potential social impact investors;
- Explore start-up funding sources (e.g. CMHC grant programs)

A subsequent phase of work will include the following tasks:

- Select fund administrator;
- Secure investments; and
- Develop an implementation plan

The Regional TOAH Fund Working Group is anticipated to convene regularly over the next six months. Staff will provide the Regional Planning Committee with regular updates, as appropriate.

ALTERNATIVES

As this is an information report, no alternatives are presented.

FINANCIAL IMPLICATIONS

There are no financial implications associated with this report. Metro Vancouver staff's involvement in the TOAH Fund Working Group is through in-kind support.

SUMMARY / CONCLUSION

At its meeting on April 26, 2019, the MVRD Board passed a resolution directing staff to continue to explore options to collaborate with interested partners on a regional TOAH fund, including identifying potential champions, and to report back to the Regional Planning Committee.

Since that time, staff convened an interim working group of the study partnership to engage non-market and for-profit housing providers on a TOAH Fund concept. Based on the dialogues, the interim working group has agreed to establish a formal Regional TOAH Fund Working Group led by BCNPHA, Vancity Credit Union, and Vancity Community Foundation. Metro Vancouver staff will continue to participate on the Working Group. Other members of the Regional TOAH Fund Working Group will be confirmed over the coming weeks.

Based on the engagement, Phase 2 key findings of the TOAH study, and the MVRD Board Strategic Plan, a set of draft principles have been identified to guide the group. On the basis of these principles, the TOAH Fund Working Group will refine these principles and continue to explore the design of a TOAH Fund.

The establishment of the Regional TOAH Fund Working Group is a significant milestone in Metro Vancouver's contribution to research and policy discourse on the integration of affordable rental housing and transit in the region. While Metro Vancouver staff will continue to participate on the Working Group on an in-kind basis, other partners have come forward to lead the next phase of dialogue and exploration to design a regional TOAH Fund.

Attachments

1. Engagement with Non-Profit Housing Providers (July 31, 2019)
2. Engagement with Market Housing Providers (August 14, 2019)

References

1. [Transit-Oriented Affordable Housing Study Webpage](#)
2. [TOAH Fund Business Framework for Metro Vancouver \(ECONorthwest, 2019\)](#)

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**Transit-Oriented Affordable Housing Fund
Engagement with Non-Profit Housing Providers
July 31, 2019**

Participating Organizations

Atira Women's Society	New Commons Development/New Market Funds
CMHC	New Vista Society
BC Housing	Vancouver Native Housing Society
BCNPHA	Vancity Community Foundation
Bloom Group	Vancity Credit Union
Brightside Community Homes Foundation	Metro Vancouver
Lookout Housing and Health Society	

Regrets

Community Land Trust	Catalyst Community Developments Society
Lu'ma Native Housing Society	Federation of Canadian Municipalities
Ma'kola Group of Societies	Ministry of Municipal Affairs and Housing
Anhart Community Housing Society	

General Discussion

Local Governments

- Lengthy municipal approval processes add to holding costs
- Cost of municipal fees and obligations e.g. provision of EV chargers, transit passes

Relocating Tenants

- Gap in cash flow from lost rent revenue during redevelopment
- Capital cost involved in relocating tenants (e.g. hiring support worker)

Pre-development

- Earlier seed funding is desirable to prepare pro forma and allow non-profit to shop around for other grants and financing, or be eligible for other forms of predevelopment assistance
- Need for more grants/equity early on
- Recognition that government grants and support are unlikely to last forever
- Recognition of a potential need to create a fund that can support affordable housing development regardless of political changes or program changes

Construction/Post-Construction

- High and rising cost of construction
- More and more projects are requiring a letter of credit in order to obtain financing

TOAH Fund Design

- A TOAH Fund would require a lot of work to design and set up
- Need greater clarity on proximity to transit and other eligibility criteria

- Uncertain about the appropriate fund size that would make a difference and offset the time cost of applying.
- Any new fund may require more work and resources on the part of non-profit applicants
- Need to align any new fund with existing funding programs, such as a one-stop shop.

Discussion of Potential Uses of a TOAH Fund

PRE-DEVELOPMENT	
1. Support Costs of Early Stage Predevelopment Expenses	<ul style="list-style-type: none"> • Early stage predevelopment work required in order to become eligible for later-stage government predevelopment funds • Preparation of financial feasibility and environmental studies
2. Support Costs to Retain Technical Support	<ul style="list-style-type: none"> • Hiring a preferred/pre-approved consultant that would enable a project eligible for the 'Nexus Lane' in municipal approval processes (this would require buy-in, coordination, and joint program development with municipalities) • Supporting or creating a shared staff resource to support non-profits • Hiring in-house staff within non-profit organizations to build capacity and to enable continuous redevelopment projects
3. Support Development Costs as Required by Local Governments	<ul style="list-style-type: none"> • Municipal fees that are not waived by local governments (DCC, DCL, application fees), including securities (landscaping, hard infrastructure)
4. Support Costs related to Tenant Relocation	<ul style="list-style-type: none"> • Costs associated with relocation (e.g. hiring a relocation consultant) • Supporting a temporary rent supplement/rent bank to support tenant relocation to other rental housing • Partial replacement of lost rental revenue during construction • Partial replacement of lost rental revenue due to municipal requirements to preserve existing rental rates in new units
CONSTRUCTION	
5. Support Costs related to Incremental Rise in Construction Cost	<ul style="list-style-type: none"> • Cost of construction can change between predevelopment and time of approvals; offset incremental cost of construction
6. Act as Assurance for Letter of Credit	<ul style="list-style-type: none"> • Assurance for letter of credit or guarantees to obtain government financing for construction • Assurance for letter of credit required by local government servicing agreements (landscaping, off-site engineering works) • Support cost of providing securities required by local government servicing agreements

POST-CONSTRUCTION	
1.	Fund serves as “equity partner” in mixed-use/mixed-income projects <ul style="list-style-type: none"> • Rather than just loans, the fund acts as a partner that has an equity stake in the project for the long-term and can provide patient capital through the life of the asset. • Impact investors would share in the revenue at low percentages
ACQUISITION	
1.	Support acquisition of inclusionary units delivered as part of a market project

Other Considerations:

- Package of loan and equity products to support a range of needs
- Fund should be stackable with other funding programs
- Fund should be coordinated with other funding programs
- Work with a small group of non-profit housing providers to establish a portfolio approach for a fund.
- Low interest financing is currently available; a fund may not need to compete with current products

**Transit-Oriented Affordable Housing Fund
Engagement with Market Housing Providers
August 14, 2019**

Participating Organizations

CMHC	Ledingham McAllister
BC Housing	Liveable City Planning
BCNPHA	Vancity Credit Union
Hollyburn Properties	Metro Vancouver

Regrets

Anthem	The Molnar Group
Boffo Properties	New Market Funds/New Commons
Concert Properties	Development
Federation of Canadian Municipalities	PCI
Intracorp Properties	Reliance Properties
Marcon Developments	The Salient Group
Ministry of Municipal Affairs and Housing	

General Discussion

Integrated Land Use and Transit Planning

- Integrating land use and transit planning is crucial to set early and consistent expectations
- The biggest risk for any developer is gaining certainty on what can be built on a piece of land, and what kind of development capacity (density) is allowed; need to reduce this risk by doing the planning work upfront
- There is a lack of station area planning e.g. Nanaimo Station
- Need a region-scale master planning process to 'de-risk' development opportunities near transit

Local Governments

- Municipalities should have a dedicated multidisciplinary team to expedite rental projects
- Municipalities should provide flexibility in policies/regulations, e.g. inclusionary requirements can be satisfied with cash-in-lieu or portable to other development sites; have parking maximums instead of minimums (constructing parkades adds to construction cost and time)

Inclusionary Projects and Incentives

- Single-ownership or single-tenure buildings is preferred for operational efficiency
- Density bonusing is desirable, but depending on affordable rental housing requirements, additional strata/market rental density may not provide a proportional financial return (due to increasing marginal construction costs and reduced rent revenues)
- Inclusionary housing requirements may hurt financial viability of wood frame projects more

Discussion of Potential Uses of a TOAH Fund

TARGET USERS	
1.	Opportunity to incentivize small/medium-size rental providers to redevelop; a large number of legacy rental building owners would want to add more units to their portfolios
2.	Larger market developers would have less interest in a fund because of the size of their projects, and they already have the financial capacity and access to financing to make projects viable.
PRE-DEVELOPMENT	
3.	Funding the preparation of land use plans in station areas and corridors, and establishing expectations for housing capacity and affordability will send the right signals to the development community, de-risk the development process, and improve the pace of delivery of affordable rental housing.
4.	Support cost of tenant relocation (staff resourcing, temporary modular housing, rent bank)
CONSTRUCTION	
5.	Support cost of GST payments associated with market projects with inclusionary units
POST-CONSTRUCTION	
6.	Less crucial for market developers; more important are predevelopment costs and uncertainty around the planning/approval processes

Other Comments

- Considerable interest in working together on tenant relocation solutions (developers, BC Housing, Metro Vancouver, BCNPHA, etc.); Metro Vancouver will be working with a UBC SCARP group to develop potential tenant relocation solutions in 2019/2020; UDI is convening a tenant relocation subcommittee
- Engage LandlordBC
- Occupancy standards should evolve to reflect changing expectations for co-living arrangements
- Need to validate the expectations for larger units (3-bedrooms)
- To be resilient to changes in vehicle ownership and parking demand, build the parkade on a flat slab so that the space can be repurposed.

To: Regional Planning Committee

From: Sinisa Vukicevic, Senior Planner, Regional Planning

Date: October 17, 2019 Meeting Date: November 8, 2019

Subject: Scope of Work for Updating *Metro 2040's* Population, Dwelling Unit, and Employment Projections

RECOMMENDATION

That the Regional Planning Committee receive for information the report dated October 17, 2019, titled "Scope of Work for Updating *Metro 2040's* Population, Dwelling Unit, and Employment Projections".

PURPOSE

To provide the Regional Planning Committee an opportunity to consider and provide feedback on the scope of work for updating Metro Vancouver's population, dwelling unit and employment projections as part of the update of the regional growth strategy, *Metro 2040*.

BACKGROUND

Population, dwelling unit and employment projections for the region, sub-regions and member jurisdictions are key components of *Metro 2040*. As part of the update, Regional Planning is undertaking a process to update these projections, extending the timeline to the year 2050 as well as considering improvements to the methodology. Updated projections are foundational for all types of planning, including for member jurisdictions, as critical inputs for the regional water and liquid waste utilities demand planning and for TransLink's transportation demand modelling. In addition, updated projections will assist in assessing the current growth targets for Urban Centres and Frequent Transit Development Areas when developing *Metro 2050*.

METRO 2040 POLICY CONTEXT

Metro 2040 sets out the regional federation's vision and goals for how to manage anticipated growth to the region over the long term in a way that: contains and structures growth to support the development of complete, connected and resilient communities; protects important lands (e.g. agricultural, conservation and industrial); and supports the efficient provision of urban infrastructure including transit and utilities. The policy actions for Metro Vancouver and member jurisdictions in *Metro 2040* are fundamentally based on projected growth to the region to the year 2050.

Over the last 8 years of implementation, Metro Vancouver has identified a number of opportunities to improve the regional, sub-regional and municipal projections, including:

- The projections are based on 2011 Census data – there is a need to update the projections using the 2016 Census data, including the Census undercount of 4.3%; and then 2021 when available.
- The current projections are out of date – they haven't been updated since 2015 as a result of accepted Regional Context Statements, and many of those RCSs are a number of years old. Significant policy, financial and political changes have occurred since that time that may influence growth projections.
- Extend population, dwelling unit and employment projections to the year 2050.
- Current projections do not adequately account for the number of Non-Permanent Residents.
- There is an opportunity to reassess the allocation of population in the region to better reflect trends in municipal growth and recent municipal policy changes.
- Assess growth targets for *Metro 2050* policy areas (e.g. Urban Centres, FTDA's).

Work Completed to date

In September 2018, the Planning Analytics team of Regional Planning issued the *Metro Vancouver Growth Projections 2016-2061*. Those projections were provided to members for review and comment. The document provided three sets of preliminary projections tables for initial review and consideration: Population projections 2016-2061; Occupied dwelling unit projections 2016-2061; and Employment projections 2016-2061. All of the projections use 2016 as a base year and include projections to the years 2046, 2051, 2056, and 2061; those projected years were not included in *Metro 2040* and are needed to inform long range utility, growth and transportation planning.

Proposed Tasks and Timeline for the Population, Dwelling Unit and Employment Projections Update

The update of the projections will be focused on updating figures based on 2016 Census data, and expanded the time horizon to the year 2050. Metro Vancouver's process in preparing regional growth projections includes establishing baselines or benchmark estimates, and projecting future activities based on adopted municipal planning policies (e.g. OCPs, local area plans), as well as considering historical trends and the external forces considered in the recently completed Long Range Growth and Transportation Scenarios project.

It is intended that the updated projections will support the development of new / updated policies for *Metro 2050*. The process will require considerable technical analysis and collaboration with member jurisdictions over a two-month period planned for the Summer of 2020.

The projections update will have 4 phases:

1. Draft baseline population, dwelling unit and employment projections to the year 2050 (including revisions to November 2019 – based on 2016 Census data, including the undercount and improved methodology for Non-Permanent Residents and employment);
2. Identify projections for First Nations separate from member jurisdictions to support local and regional planning and where available;
3. Apply any proposed policy directions as part of the *Metro 2050* update to population projections; and
4. Consult with member jurisdictions.

It is anticipated that completion of this work will result in updated population, dwelling unit and employment projections in *Metro 2040's* Table 2 and Table A.1.

Regional Planning staff will continue to work closely with TransLink staff on the development of *Transport 2050*, the Regional Transportation Strategy. Updated projections are critical to the scenario modelling work that is to be undertaken for TransLink to evaluate potential directions for the Strategy.

ENGAGEMENT

The key stakeholders for the updated population, dwelling unit and employment projections are member jurisdictions, TransLink and other organizations / agencies that are expected to participate in the implementation of the regional growth strategy and the *Climate 2050* plan. Consultation will primarily occur through RPAC and, possibly, re-instating the RPAC Forecasting and Data Task Force.

ALTERNATIVES

This is an information report. No alternatives are presented.

FINANCIAL IMPLICATIONS

The Update to the Population, Dwelling Unit and Employment Projections will be undertaken as part of the regular Regional Planning work program. There are no additional costs anticipated.

SUMMARY / CONCLUSION

Updating the population, dwelling unit and employment projections intersects with several elements of the regional growth strategy, including transportation, housing, economy, and the environment. Updated projections are critical inputs for the regional water and liquid waste utilities demand planning, to TransLink's transportation demand modelling, and the development of *Metro 2050*.

33203555

To: Regional Planning Committee

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

Date: October 17, 2019 Meeting Date: November 8, 2019

Subject: **Manager's Report**

RECOMMENDATION

That the Regional Planning Committee receive for information the report dated October 17, 2019, titled "Manager's Report".

Regional Planning Committee 2019 Work Plan

The attachment to this report sets out the Committee's Work Plan for 2019. The status of work program elements is indicated as pending, in progress, ongoing or complete. The listing is updated as needed to include new issues that arise, items requested by the Committee, and changes to the schedule.

Agricultural Advisory Committee (AAC) Invited Presentation

At the September 27, 2019 Metro Vancouver Agricultural Advisory Committee (AAC) meeting, members received an invited presentation from Metro Vancouver's Air Quality and Climate Change staff regarding a *Proposed Emission Regulation for Cannabis Production and Processing Operations in Metro Vancouver*. During a subsequent discussion, AAC members expressed concern regarding the proposal to regulate air emissions from cannabis facilities.

Subsequently, the AAC passed the following two resolutions:

1. That the Agricultural Advisory Committee (AAC) requests that a letter be sent from AAC to the Regional Planning Committee conveying the AAC's concerns regarding potential implications to the entire agricultural sector, of Metro Vancouver's proposed regulation to regulate emissions from plants and agriculture.
2. That the Agricultural Advisory Committee (AAC) requests that Metro Vancouver staff consider the following, and report back at a future AAC meeting:
 - i. Exploring improvements to existing regulatory tools, rather than creating new regulations (e.g. emission regulations); and
 - ii. Requesting that the Province develop "normal farm practice standards" for cannabis production.

The AAC Terms of Reference states that the AAC provides advice and recommendations to the standing committee responsible for matters related to the protection of agricultural land and the viability of agriculture in the region. As such, from time to time, the AAC seeks to provide comment to the Regional Planning Committee.

The AAC Chair, Mike Manion, was invited to the Regional Planning Committee to present the AAC perspective on regulating cannabis emissions to the Regional Planning Committee. An issues brief that describes the AAC's concern is attached.

Regional Ride-Hailing Coordination

At the October 11, 2019 Regional Planning Committee meeting, the Committee directed staff to follow up with TransLink regarding regional coordination pertaining to Ride-Hailing Services in Metro Vancouver. Staff spoke with TransLink staff and understand that TransLink is currently assuming an informal role to help convene municipalities on ride-hailing. A report will be going to the New Mobility Committee and Mayors' Council in November to seek direction on TransLink's role as regional convener on this issue and other shared mobility services.

Attachments

1. Regional Planning Committee 2019 Work Plan
2. Issues Brief prepared by Mike Manion, Chair, Metro Vancouver Agricultural Advisory Committee

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Regional Planning Committee 2019 Work Plan

1 st Quarter	Status
Long Range Population, Land Use and Transportation Scenarios – Update (Feb)	Complete
Transit Oriented Affordable Housing Project (TOAH) Phase 2: Revolving Loan Fund, Policy Tools – Draft Findings (Feb)	Complete
Transit Oriented Affordable Housing Project (TOAH) Phase 3: Scoping	Complete
Lougheed Corridor Study – Final Report (Mar)	Complete
Regional Parking Study – Final Report and Recommendations (Mar)	Complete
Office in Urban Centres (2018 Update) – Final Report (Mar)	Complete
Walkability Surface Dashboard	Complete
2016 Agricultural Land Use Inventory - Results	In Progress
Food Flow – Agri-food Distribution in Metro Vancouver – Update	Complete
<i>Metro 2040</i> – Environment Policy Review – Project Initiation (Mar)	Complete
<i>Metro 2040</i> – Proposed Amendments and Regional Context Statements	Complete
2nd Quarter	
Long Range Population, Land Use and Transportation Scenarios – Final Report (Apr)	Complete
Transit Oriented Affordable Housing Project (TOAH) Phase 2: Revolving Loan Fund, Policy Tools – Final Report	Complete
Health and Economic Benefits of Walkability – Final Report	Complete
Equity in Regional Planning – Project Scope	Complete
Urban Centres and Corridors Dashboard	Complete
<i>Metro 2040</i> – Agriculture Policy Review – Progress to date	Complete
<i>Metro 2040</i> – Proposed Amendments and Regional Context Statements	Complete
3rd Quarter	
Urban Centres and FTDA Policy Review - Update	Complete
Transit Oriented Affordable Housing Project (TOAH) Phase 3: Progress Update	Complete
<i>Metro 2040</i> - Industrial & Mixed Employment Lands Policy Review: Project Initiation	Pending
Regional Food System Action Plan - Update	Pending
<i>Metro 2040</i> – Environment Policy Forum - Results	Complete
<i>Metro 2040</i> – Proposed Amendments and Regional Context Statements	Complete
30-year Financial Plan – Regional Planning Service	In Progress
4th Quarter	
Annual Budget and 5-year Financial Plan	Complete
Urban Centres and FTDA Policy Review – Final Report	Complete
Transit Oriented Affordable Housing Project (TOAH) Phase 3: Draft findings	Pending
Equity in Growth Management – Draft Report	Complete
<i>Metro 2040</i> – Industrial & Mixed Employment Lands Policy Review – Update	Pending
<i>Metro 2040</i> – Environment Policy Review – Update	Complete
<i>Metro 2040</i> – Agriculture Policy Review – Update	In Progress
Food Flow – Agri-food Distribution in Metro Vancouver – Final Report	Pending
<i>Metro 2040</i> – Proposed Amendments and Regional Context Statements	In Progress

Brief to Metro Vancouver Regional Planning Committee (RPL)

Oct 15, 2019

Issue

The Metro Vancouver Agricultural Advisory Committee (AAC) received a presentation by Metro Vancouver Regional District (MVRD) on the “Proposed Emission Regulation (bylaw) for Cannabis Production and Processing Operations” on September 27, 2019. The AAC has concerns regarding the regulation of volatile organic compounds (VOC’s) as a proxy for controlling odour. Should the proposed bylaw come into effect, a precedent would be set for controlling VOC emissions that have always been emitted from a variety of agricultural sectors. The proposed emissions requirements would be unattainable by many sectors, and these regulations could seriously threaten the economic viability of the agriculture sector in the Metro Vancouver region and beyond.

Background

The federal government legalized non-medical cannabis in October 2018. Since that time significant greenhouse area in Metro Vancouver has switched to cannabis production. A series of complaints related to odour prompted investigation by MVRD staff and led to this proposed bylaw.

Normally, odour complaints are addressed through the *Farm Practices Protection Act* (FPPA) and can be filed with the Farm Industry Review Board (FIRB). Typically, the Ministry of Agriculture would work in partnership with the agriculture sector and local governments to develop guidelines that are used by FIRB to determine “normal farm practices” on issues related to odour, dust and noise from agriculture operations. As the cannabis sector is an industry in its nascent stages, the guidelines have yet to be determined for this sector.

Current Status

With its delegated authority through the *Environmental Management Act*, MVRD has initiated a series of consultations in the development of a “Proposed Emission Regulation (bylaw) for Cannabis Production and Processing Operations”. As MVRD enters the second phase of consultation, stakeholders such as the BC Agricultural Council and other agricultural groups have expressed concerns regarding the potential impact that these regulations could have on agriculture should the MVRD use this bylaw template to regulate other agricultural commodities in a similar fashion.

Discussion:

The AAC recognizes MVRD's delegated authority for air quality management within its region. However, the effectiveness and implications of regulating VOC's to address odour concerns from cannabis production requires further consideration.

The AAC requests that MVRD provide their methodology and evidence that supports the proposed regulation, including the rationale for considering the cannabis industry differently from other sectors with respect to management of VOC emissions. At this point there would seem to be little scientific validation to conclude that cannabis should be subjected to more stringent standards as other sectors and natural sources (e.g., trees) are emitting much greater levels of VOC's that may contribute to the formation of air contaminants (pollutants). The AAC is greatly concerned that the proposed emission bylaw will set standards for VOC emissions that would present an undue burden to many agriculture sectors including the poultry, mushroom and dairy sectors.

The cannabis industry is in its infancy and most likely requires additional time to work with external partners, such as the Ministry of Agriculture, to identify these practices. The existing regulations through Health Canada are already stringent and it seems premature to impose further regulations on this emerging agricultural commodity.

The AAC strongly advises against the proposed emissions regulations. The AAC also advises that the cannabis industry, Ministry of Agriculture, FIRB and other partners collaborate on developing guidelines for normal farm practices to effectively manage cannabis sector issues, this will assist in addressing the concerns that Metro Vancouver and its member municipalities have received about nuisance odours from cannabis operations.

Conclusion

The AAC is pleased to have this opportunity to present to the RPL and would request RPL's recommendation for the MV AAC to make a similar presentation to the Climate Action Committee at their next meeting in November.

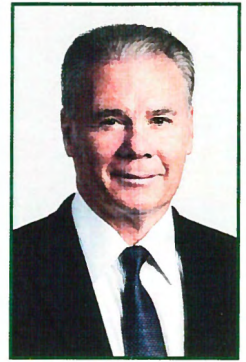
Prepared by

M F Manion

Chair AAC



CITY OF DELTA
Office of The Mayor, George V. Harvie



October 2, 2019

Sav Dhaliwal, Chair
 Metro Vancouver Board of Directors
 4730 Kingsway, MetroTower III
 Burnaby, BC V5H 0C6

Dear Chair Dhaliwal,

Re: Delta Farmland and Wildlife Trust Programs/On-Going Funding Request

At the August 12, 2019 Regular Meeting of Council, Delta Council considered the enclosed staff report dated July 30, 2019, which included a funding request from the Delta Farmland and Wildlife Trust (Enclosure). At the meeting, Delta Council approved continued funding for Delta Farmland and Wildlife Trust programs in the amount of \$50,000 for 2019 and will be considering additional funding of \$50,000 per year for the next three successive years. Details of the Farmland and Wildlife Trust programs and their benefits are contained within the enclosed staff report.

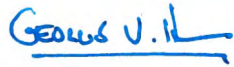
The funding will continue to support winter crop, grassland set-aside, and forage enhancement stewardship and education programs administered by Delta Farmland and Wildlife Trust. These programs are designed to improve the productivity of winter cover crops and grassland set-aside in crop rotations for local farmers, while subsequently increasing the value of wildlife. Our Agricultural Advisory Committee has indicated that the programs provide a benefit to wildlife and farmers not only in Delta, but also to the entire region.

We believe the programs align with Metro Vancouver's Regional Growth Strategy goals to support a sustainable economy linked in this case to the agricultural sector and to protect the environment. As such, I would like to invite the Metro Vancouver Board to join with Delta Council to become a funding partner for the Delta Farmland and Wildlife Trust stewardship programs.

... 2

I kindly ask that you forward our request to the appropriate body within Metro Vancouver for consideration.

Yours truly,



George V. Harvie
Mayor

Enclosure

cc: Delta Farmland and Wildlife Trust
Delta Council
Delta Agricultural Advisory Committee
Sean McGill, City Manager
Marcy Sangret, Director of Community Planning & Development, City of Delta



City of Delta
COUNCIL REPORT
Regular Meeting

To: **Mayor and Council**

File No.: **P06-11**

From: **Community Planning &
Development Department**

Date: **July 30, 2019**

2019 Agricultural Initiatives Funding Requests

The following report has been reviewed and endorsed by the City Manager.

▪ **RECOMMENDATIONS:**

- A. THAT Council approve the Delta Farmland and Wildlife Trust program funding request of \$35,000 for 2019.
- B. THAT Council approve the Project Pickle funding request of \$12,000 for 2019.
- C. THAT Council approve the Kwantlen Polytechnic University: Institute for Sustainable Food Systems "Agricultural Land Reserve Exemption Applications" study funding request of \$3,000 for 2019.
- D. THAT multi-year funding for the Delta Farmland and Wildlife Trust programs and Project Pickle be referred to the Council Business Plan Workshop for further consideration.
- E. THAT Council write a letter to the Metro Vancouver Board seeking ongoing funding for the Delta Farmland and Wildlife Trust programs.

▪ **PURPOSE:**

The purpose of this report is to present Agricultural Advisory Committee (AAC) recommendations to Council on funding requests for 2019 regarding local stewardship and education programs and a regional agricultural benefits study.

▪ **BACKGROUND:**

At the June 12, 2019 meeting, the AAC considered and made recommendations to Council on three funding requests for various initiatives. The programs and initiatives, related funding requests and recommendations are summarized below:

1. Delta Farmland and Wildlife Trust Programs

The Delta Farmland and Wildlife Trust is requesting ongoing funding to support their winter crop, grassland set-aside and forage enhancement stewardships programs, the annual outreach day at the farm event, research and program administration. Delta Farmland and Wildlife Trust is seeking \$200,000 in funding to be disbursed in \$50,000 increments per year over the next four years. As there is \$15,000 in the City of Delta's base budget, the additional funding request for 2019 is for \$35,000. The AAC recommends that Council support the 2019 funding request for \$35,000. Staff recommend that the request for the remaining three years be referred to the Business Plan Workshop where multi-year funding could be considered. The AAC also indicates that the entire region would benefit from the Delta Farmland and Wildlife Trust programs and as such, recommends that Council write a letter to the Metro Vancouver Board seeking ongoing funding for the Delta Farmland and Wildlife Trust programs. Details of the programs and funding request are included in Attachment A.

2. Project Pickle

Project Pickle is a local agri-literacy program that has been teaching students in Delta about food and farming since 2012. The program works with 1,300 "young farmers" currently and that number will continue to increase. Through Project Pickle, students learn to grow, harvest and eat food that they grow themselves and at the same time are taught the timeline for this process and the career opportunities along the way. Project Pickle is seeking \$12,000 in funding in 2019 to match funding which has been granted by the Delta Agricultural Society. Project Pickle has not previously received any funding from the City of Delta for their program. The AAC recommends that Council support the 2019 funding request for \$12,000. It is anticipated that Council could receive funding requests for this program in future years. Council may wish to consider multi-year funding for Project Pickle at the next Business Plan Workshop. Details of the program and funding request are included in Attachment B.

For the above two programs, it was noted by the AAC that having sustainable ongoing funding would allow for better planning and resources to be spent on the work of the organizations rather than seeking out funding.

3. Kwantlen Polytechnic University: Institute for Sustainable Food Systems Study

The Institute for Sustainable Food Systems is an applied research and extension unit at Kwantlen Polytechnic University that investigates and supports regional food systems as key elements of sustainable communities. The Institute for Sustainable Food Systems wishes to undertake a study to review previously submitted and approved applications to the Agricultural Land Commission for land use exemption activities within the Agricultural Land Reserve in the following six municipalities in Metro Vancouver: Delta, Richmond, Surrey, Maple Ridge, Pitt Meadows and Township of Langley. The study is to evaluate whether exemption, non-farm use and subdivision changes remain as originally approved, and if they have served to enhance or detract from agricultural use of the land. Results would be shared with the member municipalities. The Institute for Sustainable Food Systems is seeking \$3,000 in one-time funding from each member municipality to undertake this study. At this time, Richmond, Maple

Ridge and Pitt Meadows have approved funding. Surrey AAC has recommended funding approval to its Council and Township of Langley would be considering funding at an upcoming meeting. Delta AAC recommends that Council support the funding request for \$3,000. Details of the program and funding request are included in Attachment C.

An excerpt of the minutes of the June 12, 2019 AAC meeting where the above projects were discussed is included in Attachment D.

Implications:

Financial Implications – Staff have confirmed that funding for the 2019 programs would be available from the Council contingency reserve. Should Council wish to approve all the funding requests noted in this report, the financial cost to Delta would be \$50,000 for 2019. Any funding requests beyond 2019 would be referred to Council Business Plan Workshop for consideration.

▪ **CONCLUSION:**

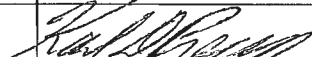
The Agricultural Advisory Committee recommends that Council approve funding in the amount of \$35,000 for Delta Farmland and Wildlife Trust programs, \$12,000 for the Project Pickle and \$3,000 for the Kwantlen Polytechnic University: Institute for Sustainable Food Systems Study.

It is also recommended that additional multi-year funding requests for the Delta Farmland and Wildlife Trust and Project Pickle initiatives be considered at the upcoming Business Plan Workshop and that Council request Metro Vancouver Board for ongoing funding for the Delta Farmland and Wildlife Trust programs given their regional benefits.



Marcy Sangre
Director of Community Planning and Development
Department submission prepared by: Alex Cauduro, Planner
AC/ph

This report has been prepared in consultation with the following listed department.

Concurring Department		
Department	Name	Signature
Finance	Karl Preuss	

▪ **ATTACHMENTS:**

- A. Delta Farmland and Wildlife Trust Program Funding Request
- B. Project Pickle Funding Request
- C. KPU: Institute for Sustainable Food Systems Study Funding Request
- D. Excerpt of the Meeting Minutes of AAC on June 12, 2019



Delta Farmland & Wildlife Trust

Agenda
FILE # 12762

May 10, 2019

Mayor and Council
City of Delta
4500 Clarence Taylor Crescent
Delta, BC V4K 3E2

TYPE: Reg Agenda
DEPT: CP&D
A.T. #: 137220
Comments: June 16, 19
Regular Meeting

Re: 2019/20 Delta Farmland & Wildlife Funding Request

Dear Mayor and Council,

Delta Farmland & Wildlife Trust (DF&WT) greatly appreciates the City of Delta's support of our 2018/19 Grassland Set-aside and Winter Cover Crop Stewardship Programs through the Delta Wildlife Forage Fund. We have summarized the use of the funds in the attached report, which includes maps detailing the distribution of enrolled fields. As the Delta Wildlife Forage Fund was closed in 2018, we wish to respectfully request the establishment of a new multi year funding agreement to support our Grassland Set-aside, Winter Cover Crop, and Forage Enhancement Stewardship Programs as well as outreach (Day at the Farm), research and program administration. DF&WT would like to request a four-year grant of \$200,000 to be disbursed in \$50,000 increments per year.

Since 1993, the Trust has worked with local farmers to improve the productivity of winter cover crops and grassland set-asides, in local crop rotations, while subsequently increasing their value to wildlife. In 2017, DF&WT initiated a Forage Enhancement Pilot Program, to assist forage producers with the increasing levels of damage that their forage fields are experiencing as a result of waterfowl grazing over the winter season. Forage producers experience some of the highest costs associated with waterfowl depredation. Some farmers are now having to re-seed their forage fields annually as a result of the severe level of grazing costing upwards of \$350-500/acre. Through this new program, DF&WT will be sharing in the costs associated with over- and re-seeding forage fields due to waterfowl grazing in order to support the continued provision of these high-valued fields both for dairy cattle feed as well as vital waterfowl foraging habitat. The annual costs to administer this program are approximately \$30,000-45,000.

Additionally, in order to ensure that our stewardship programs remain viable it is important that cost-share rates remain at a level that is sufficient to promote enrollment. In early 2019, we increased our cost-share rate for the Grassland Set-aside Stewardship Program, which had remained the same since the program was established in 1996. Interest in the program has been waning over the past couple years and through conversations with producers it became apparent that the cost-share was no longer sufficient to justify participation. The cost-share rate was increased from \$300 to \$400/acre, which is estimated to cost an additional \$50,000-60,000 annually.

Thank you for reviewing our application and for considering supporting DF&WT. If you would like to discuss our proposal, please do not hesitate to contact me at our office (604-940-3392).

Sincerely,

Drew Bondar, DF&WT Program Manager

Cc. Marcy Sangret, Director of Community Planning & Development

205 - 4882 Delta Street, Delta, B.C., Canada, V4K 2Y8 Tel 604-940-3392 Fax 604-946-7820 email dfwt@dccnet.com
www.deltafarmland.ca

City of Delta Funding Request for 2019-23 & 2018/19 Delta Wildlife Forage Fund Report



Delta Farmland and Wildlife Trust

203/205 – 4882 Delta Street

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[1]

Preamble

The Fraser River delta is recognized as a vital wildlife area along the west coast of North America. In addition to providing year-round habitat for resident birds, it is an important stopover for migratory birds using the Pacific flyway. Despite intensive human use of the area for urban, industrial and transportation development, farmland continues to provide important wildlife habitat throughout the year. In fact, Boundary Bay, Roberts Bank and the surrounding upland farmlands have been identified as Canada's most significant Important Bird Area. This designation is based on congregatory and threatened species categories reflecting the number and diversity of bird species found here.

During the fall and early winter, one-day counts of greater than 100,000 waterfowl are possible. Some of the most abundant species include: American Wigeon (*Anas americana*) (2% of the global population), northern pintail (*Anas acuta*) (1% of the North American population), Mallard (*Anas platyrhynchos*) (occurring in numbers >20,000), lesser snow goose (*Anser caerulescens*) (~60% of the Wrangel Island breeding population overwinter in the Fraser and Skagit River deltas), and trumpeter swan (*Cygnus buccinator*) (4-5% of the Pacific coast population).

Increasing pressure related to urbanization and industrialization is resulting in an incremental loss of soil-based farmland and associated wildlife habitat throughout the Lower Mainland. Likewise, shifts in agricultural crops in the Fraser River delta have resulted in fewer fields being suitable for management practices that would enhance the ability of the area to support some species of migratory and resident birds. As portions of the land base are used for other purposes, the remaining area is subjected to more intensive use by wildlife species that reside in the delta. This is putting further pressures on perennial forage producers that operate here. Several waterfowl species that over-winter in Delta damage hay, pasture and winter cereal fields resulting in substantial economic loss to farmers. Some dairy farmers in east Delta are now having to annually re-seed 100+ acres of perennial grass forage fields at a cost of \$350-500/acre. The conservation of wildlife in Delta and the preservation of farmland will benefit from finding solutions to the conflict between waterfowl and forage producers so long as the solutions preserve resources important to both.

On July 25, 2000 the Municipal Council of the City of Delta passed a motion that established the "Delta Wildlife Forage Fund." The intent of the fund was to:

1. sustain habitat values of existing soil-based agricultural operations;
2. support local farmers in the provision of wildlife food; and
3. minimize and mitigate the damage to perennial forage crops by migratory birds.

By planting crops for the purposes of soil and wildlife habitat conservation/enhancement the original objectives of the Delta Wildlife Forage Fund were met. Delta Farmland and Wildlife Trust (DF&WT) has been sharing the cost of establishing these kinds of crops with local farming operations for the last 26 years. The City of Delta provided a \$15,000 Grant to the DF&WT for the 2018/19 fiscal year to help fund the establishment of alternative foraging areas for waterfowl visiting the delta during winter months. Since 2005, the City of Delta has contributed \$210,000 from the Delta Wildlife Forage Fund and general grant pool to the Delta Farmland & Wildlife Trust. This report accounts for the use of these funds and includes a request for the establishment of a new multi-year funding agreement for the next four years.

Introduction

The lower Fraser River delta located in British Columbia, Canada is recognized as an important staging/wintering area for a number of waterfowl species using the Pacific Flyway (Butler and Campbell 1987, Butler 1992). Between October and March, dense populations of waterfowl overwinter in the area (Baldwin and Lovvern 1994, Breault and Butler 1992, Hirst and Easthope 1981; Temple *et al.* 2001). In recent years, winter populations of Lesser Snow Geese have been increasing and have roughly doubled since the 1990s (Canadian Wildlife Service Waterfowl Committee, 2012). Data for recent duck population trends are not available, although it is believed that over-wintering duck numbers could be increasing as they short-stop during migration in the agricultural areas found in the lower Fraser Valley and similar habitats in the Puget Sound area of Washington State, USA to the south (A. Breault, Canadian Wildlife Service, Delta, British Columbia, Canada pers. com.).

Although natural foreshore habitats contribute to supporting these waterfowl, agricultural uplands within the delta have, over several decades, become more important as feeding and loafing areas for dabbling ducks, geese and swans as natural wetlands have been drained and converted to other uses and agricultural practices have changed along the Pacific Flyway (Baldwin and Lovvern 1994). Several bird sanctuaries and the Alaksen National Wildlife Area also provide some of these species with important habitat.

The close juxtaposition of natural habitat, important bird management areas and active farmland has led to significant conflict between waterfowl conservation and farming. Winter use of farmland by waterfowl has resulted in substantial damage to economically important crops within the delta. The most heavily impacted crop is perennial forage (hay and pasture) and crop damage caused by grazing waterfowl represents a considerable cost to many hay and dairy producers in the area. The economic impact of waterfowl damage to farms in the area has been estimated at between \$200,000 and \$400,000 annually.

Agricultural lands are able to provide alternate feeding and resting areas for dabbling ducks and geese, particularly during high tides and frequent winter storms typical of late December and January; however, local farmers need to be supported in managing the greater landscape in an appropriate manner. A viable farming industry, able to operate in harmony with waterfowl populations, is critical to the maintenance of migratory bird populations in the Fraser River delta.

Grazing Impacts

Perennial forage crop damage caused by grazing waterfowl represents a considerable cost to many Delta farmers. In a survey of 85 farmers conducted in 1992, 4 out of 5 farmers reported wildlife damage to their crops in the previous three years (Klohn Leonoff *et al.* 1992). A more recent survey that was completed in early 2019 by Delta grass forage producers supported similar findings. Perennial grass forage fields continue to experience worsening levels of crop damage, which has forced some producers to a point where they are having to reconsider their current management practices and introduce significant changes. Crop losses may be reflected in lower forage yields, reduced harvest quality (protein), a reduction in the number of cuts (4-5 cuts/year to 3 cuts/year) and/or destroyed plantings (i.e., reseeding is required). Damage from waterfowl may also result in soil problems such as compaction and ponding. One change already occurring is the conversion of perennial grass forage fields to annual forage fields. The costs to maintain a perennial grass forage field due to waterfowl depredation are becoming prohibitive for some Delta producers.

Beginning in the year 2000, the Delta Forage Compensation program measured damage to perennial forage fields on farms participating in a compensation program. This was the first objective wide-scale assessment of waterfowl damage to economically important winter crops in Delta. Results from the program indicate that between 15 and 40% of perennial forage acreage is damaged annually resulting in compensation payments between \$42,000 in 2004/05 and \$115,000 in 2003/04; in 2008/09 compensation payments totaled \$115,497 (Figure 1). These payments do not reflect the actual economic impact of waterfowl damage to perennial forage crops, but rather an agreed upon level of compensation for various levels of damage intensity until the true economic costs of waterfowl damage can be established.

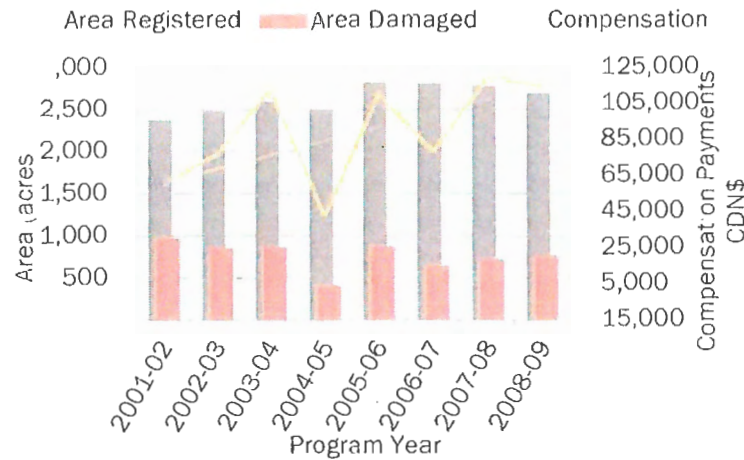


Figure 1. Details of Delta Forage Compensation Program by year including area registered, area damaged, and compensation pay out from 2001/02 2008/09.

Waterfowl grazing of forage fields continues to increase as seen in Figure 2 below, where compensation payments made to forage producers in the Lower Mainland through the provincial Agriculture Wildlife Program rose from \$145,529 in 2013 to \$253,839 in 2017. It is also important to note that in recent years the issue appears to be spreading further up the Fraser Valley where forage producers have begun to enroll their forage fields for the first-time in the Agriculture Wildlife Program (R. Butler pers. com.). The reason for the large deviation in compensation payment in 2015 was due to a high price for forage that year (\$325/ton compared to \$200-220/ton in all other program years).



Figure 2. Details of Agriculture Wildlife Program for the Lower Mainland by program year including area registered and compensation pay-out from 2013 to 2017. Source: T. Morhart, Manager of the Agriculture Wildlife Program.

Damage Mitigation

Various management practices to mitigate wildlife damage to agricultural crops have been studied in the past. These can be divided into four basic strategies: 1) scare devices, 2) aversive conditioning, 3) modification of field/crop characteristics, and 4) landscape level habitat modification. We have included a brief statement on each of these strategies and give reasons on why our organization believes they would/would not be appropriate for use in Delta. Also included below is a summary table detailing which mitigation strategies have been trialed by Delta forage producers from 2001 – 2014.

- 1) Scare tactics using noisemakers, visual deterrents and hazing have been shown to be effective in some applications. Problems with these include habituation to the scare devices as well as visual and noise pollution impacts to non-target species (humans in particular). Also many of the visual scare devices are not easily seen during night-time when much of the wigeon damage occurs in Delta. **NOT APPROPRIATE** on their own due to marginal effectiveness. These methods may be more effective in conjunction with other tactics such as 3 and 4 below or with reinforcement through hunting pressure.
- 2) Aversive conditioning is extremely effective but cost prohibitive in this application. The use of chemical repellent, the key to aversive conditioning, is expensive and candidate repellents have not been identified for use on waterfowl in agricultural settings. If products are found, the use of them may pose additional environmental problems. **NOT APPROPRIATE** due to lack of product availability and potential environmental impacts.
- 3) Modification of forage field characteristics has been used to make specific fields less attractive to waterfowl. Field characteristics that can be manipulated include field size, crop varieties, field contour, fertilization regimes, and harvest schedule adjustments. Some of these field management areas show signs of being effective in mitigating waterfowl forage damage in Delta. Switching from grass varieties that are preferred by waterfowl to ones that are less preferred has resulted in lower damage levels to perennial forage fields on some farms. Laser leveling of forage fields also appears to reduce damage levels in some years by reducing the chance of winter water ponding on fields. Ponded water attracts waterfowl. Although there are costs involved with field modification tactics, they are **APPROPRIATE** for use in Delta and many farmers are using them already.

- 4) Landscape level habitat modification may include the provision of alternative feeding areas (AFAs) in the greater landscape. In Delta, effective AFAs include vegetable residues, unharvested crops and winter cover crops. The provision of winter cover crops as a diversionary food source for waterfowl has been done by Delta farmers since 1990 through the implementation of the Greenfields Project. This project is currently being delivered by our Trust under the Winter Cover Crop Program. Every winter local farmers plant, on average, 3,000 acres of winter cover crops resulting in agricultural benefits and winter waterfowl foraging habitat. Data collected by our organization indicate that waterfowl use the cover crops planted under our program both extensively and intensively. Were it not for these winter cover crops, damage to perennial forage fields would be even greater. This practice is relatively inexpensive and highly APPROPRIATE for use in Delta.

In 2014, DF&WT surveyed 18 Delta forage producers to receive updated information regarding waterfowl mitigation techniques. The table below provides a summary of the extent to which the mitigation techniques detailed above have been trialed at a farm level from 2001 - 2014. It should be noted that the information collected represents a sub-set of agricultural producers in Delta, and is not intended to represent the agriculture sector as a whole.

Mitigation Strategy	(%) of Farmers who have used strategy
Audible Scare Tactics (cannons, sonic deterrents, distress calls)	28
Visual Scare Tactics (scare crows, flags/flagging tape, Balloons, laser lights)	22
Hazing (obtaining scare permits for firearms, pyrotechnics, dogs)	50
Hunting	100
Laser Levelling	89
Installing Tile Drains	61
Cleaning/adding ditches and/or other subsurface drainage techniques	94
Switching seed mixes (e.g. planting less palatable grass species) or timing of seeding	89
Altering grass height before winter months (forgoing a final forage cut to leave longer grass)	94
Planting lure crops (including cover crops and relay crops)	44
Habitat Modification (through planting grassland set-asides, hedgerows, field baiting)	22
Other (respondents wrote strategies such as ATV wheels for surface water, switching crop type and selling livestock to lessen impact)	16

Table 1. Mitigation strategies utilized by Delta forage producers during 2001 – 2014. Data from DF&WT, Internal report, 2014.

City of Delta Supporting Documents

Delta Farmland and Wildlife Trust (DF&WT) is well positioned to meet many of the City of Delta's objectives of the Agricultural Plan, Official Community Plan, and the Birds and Biodiversity Strategy. The executive summary of the Phase 3 Report: Agricultural Plan states that "Delta agriculture will thrive if: agriculture's ecological and social attributes are recognized and cost-shared by society." At the core of DF&WT is our belief that society as a whole must commit to the true costs of preserving farmland and the wildlife habitat it provides and that it should not be the sole responsibility of the farmer.

The Agricultural Plan goes on to make key recommendations that include:

"Increasing public support for agriculture [through]:

20. Build[ing] on existing farmer supported agricultural awareness events such as [...] "A Day at the Farm" [...].

27. Engag[ing] with the Delta Farmland and Wildlife Trust to promote initiatives to foster public awareness of how farmland sustains wildlife and habitat and to build support for more equitable sharing of the costs of providing ecological goods and services."

Performance indicators in the Agricultural Plan include:

"7.1 - Improve the Economic Sustainability of Delta Agriculture through more acreage in DFWT programs; and

7.4 - Increase Public Support for Agriculture through community supported agricultural celebrations and festivals."

In addition to the Delta Agricultural Plan, DF&WT's stewardship programs are in alignment with many of the objectives/recommendations detailed in the Official Community Plan (OCP) under sections 2.4 Natural Environment and 2.5 Agriculture. The following excerpts are taken directly from the OCP, which further reinforces where DF&WT can support these objectives.

2.4 Natural Environment

Fish and Wildlife Habitat

Objective: Protect and enhance watercourses, ravines, forested uplands, wetlands, foreshore and marine areas as habitat for wildlife.

2.4.1 Through effective land use planning, minimize habitat loss, fragmentation and disturbances to wildlife.

2.4.6 Promote "naturescaping" and the provision of wildlife habitat on public and private land.

Trees

Objective: Protect trees, and plant more trees as opportunities arise.

Soil Quality and Contaminated Sites

Objective: Protect soil quality and facilitate the rehabilitation of sites that have been degraded or contaminated.

2.4.30 Encourage land use and development practices that minimize soil erosion or loss of highly productive organic soils.

Stewardship

Objective: Raise environmental awareness among Delta residents and businesses and encourage community environmental stewardship.

2.4.39 Promote community environmental stewardship and identify ways to encourage private land stewardship.

2.4.40 Promote community involvement and increased awareness of environmental issues among all sectors and the public.

2.4.41 Identify funding sources and help implement community partnerships and incentive programs that support environmental stewardship initiatives.

[7]

2.5 Agriculture

Farmland and the Environment

Objective: Balance the interests of agriculture, the protection of the environment and the co-operative management of the Fraser River delta ecosystem.

2.5.18 Encourage cooperative decision making for agricultural-environmental issues.

2.5.19 Encourage initiatives, including best management practices, that support both farming and wildlife, protect against soil erosion and degradation, and maintain water quality and hydrological functions on agricultural land.

2.5.20 Support and if appropriate participate in studies to determine the impacts of greenhouses and other agricultural and non-agricultural development on the Pacific Flyway, and study the impacts of waterfowl on agricultural lands.

2.5.21 Recognize and protect environmentally significant areas of farmland, including hedgerows, stands of trees, old fields, watercourses and other sensitive areas.

2.5.22 Continue to support programs that mitigate and compensate for crop damage from migratory birds and on farm stewardship activities such as set-asides, and hedgerows.

2.5.23 Minimize the negative impacts on farming and wildlife habitat when new agri-tourism, transportation and utility corridors, regional recreational opportunities and other economic initiatives are being developed.

2.5.25 Encourage other levels of government and non-government agencies to implement habitat initiatives on agricultural land in cooperation with farmers.

The City of Delta's recently drafted Birds and Biodiversity Strategy also references DF&WT throughout. Excerpts taken directly from the strategy include:

Goal 1: Delta's habitats are protected, enhanced and resilient

Objective 3. Enhance and Expand – Enhance and expand habitats and ecological function

3.1 Enhance habitat quality of agricultural fields for wildlife.

a. Promote and support the maintenance and creation of hedgerows, set-asides, cover crops and winter food production. Work with (and identify ways to increase support for) Delta Farmland & Wildlife Trust, Delta Farmers' Institute, etc. and other organizations working in an agricultural context.

b. Work with farming community to incorporate wildlife-compatible crops and farm practices.

3.3 Promote habitat enhancement on private land

a. Develop and promote best management practices for private landowners (e.g. golf courses, ravines, streamside enhancement and protection areas) to incorporate habitat-friendly practices.

Goal 2: The community understands and values Delta's natural resources

Objective 4. Increase Awareness – Increase awareness of Delta's birds and biodiversity and the conditions necessary for them to thrive.

4.2 Enhance promotion of existing education programs

- b. Promote and support environmental educational programs and print materials done by others.*

Goal 3: Collaborative partnerships are fostered with a shared vision for biodiversity protection and enhancement.

Objective 6: Expand Partnerships – Expand partnership relationships with existing community partners and new community organizations

6.2 Enhance working relationships with existing partners

- a. Work to leverage programs, activities, outreach and communication opportunities*

Goal 4: Delta and the Fraser River Estuary are established as a world-class centre for birds and biodiversity

Objective 7: Showcase World-Class Assets – Increase local, regional and national awareness of the key elements that make Delta and the Fraser River Estuary a world-class centre for birds and biodiversity

7.3 Support birds and biodiversity related events, conferences, or programs within Delta.

- a. Continue to support Bird Week, Watershed Fish Release, Great Canadian Shoreline Cleanup, Day at the Farm, Earth Day, Heritage Week, and other events as appropriate.*

It is clear that DF&WT is in a position to support multiple objectives/recommendations detailed in the Delta Agricultural Plan, OCP and Birds and Biodiversity Strategy. DF&WT's stewardship programs contribute directly to enhancing agricultural land for wildlife habitat and promote the long-term health of Delta soils. The outreach that DF&WT conducts throughout the year, including our annual agricultural awareness event (Day at the Farm), contributes to increasing awareness about agriculture, the additional benefits that agriculture provides as well as the challenges that local agricultural producers face.

Delta Wildlife Forage Fund Proposal

The DF&WT requested that the Mayor and Council consider contributing funds from the Wildlife Forage Fund to our winter cover crop and grassland set-aside programs for 2005/06 to 2017/18. These programs provide alternative foraging areas for wintering waterfowl with the intent of mitigating damage to perennial forage fields in Delta.

Since 1993, DF&WT acted in a manner consistent with the original objectives set forth for the use of the Wildlife Forage Fund held by the City of Delta. Incentive programs administered and funded through the DF&WT are structured to encourage farmers on the lower Fraser River delta to provide wildlife habitat on their fields while improving the productive potential of the soils they farm. Under these programs, farmers co-operate with the DF&WT in providing habitat for wildlife in the form of grassland set-asides, field margins, hedgerows and winter cover crops. Farmland impacted by the six stewardship programs is extensive.

Farms receive a cost-share for stewardship activities that are governed by written agreements between DF&WT and the co-operators. These programs are funded through various grants obtained, primarily, from local sources. The Delta Agricultural Society, YVR Wildlife Stewardship Fund, and Environment and Climate

Change Canada have provided the bulk of our annual operating costs in recent years and compensation derived through the development of the Boundary Shores Golf Course also supports these specific programs.

Although these programs are designed to simultaneously enhance wildlife capability and agricultural productivity in Delta, the laser leveling, winter cover crop and grassland set-aside programs have contributed to mitigating waterfowl damage to forage fields (Zbeetnoff and McTavish 2004). This proposal outlines a plan that would use Delta's contribution to support our Winter Cover Crop, Grassland Set-aside, and Forage Enhancement Programs. These management practices provide alternative feeding areas for waterfowl that may otherwise inflict greater damage to perennial forage fields within the lower Fraser River delta as well as assist grass forage producers with the costs associated with over- and re-seeding grass forage fields as a result of waterfowl grazing.

Winter Cover Crops

Cover crops have been used as a management practice in agricultural systems around the world for some time. The purposes for planting cover crops are varied and in Delta pertain primarily to over-winter cover for bare fields. From an agricultural perspective they function to protect soil from the effects of Delta's characteristically intense winter rains as well as to enhance soil surface structure. They maintain soil surface infiltration, so that most rainwater is channeled down through the soils and not overland to surrounding ditches or to field low spots. They also provide valuable organic matter to the intensively used soils when they are ploughed down in the spring.

While providing benefits to agriculture, since being implemented in the winter of 1990 the Greenfields Program supplies critical habitat to large numbers of over-wintering waterfowl. Fields planted with winter cover crops are used extensively by waterfowl and are meant to act as lure crops drawing waterfowl away from economically important crops such as perennial forage fields. For instance, it is estimated that by March of every Winter, 70% of all winter cover crop fields planted in Delta show evidence of waterfowl grazing and 50% are intensely grazed (more than 50% of field grazed to the soil).

Growers in Delta participate in the DF&WT Winter Cover Crop Program by planting a variety of crops (barley, oats, winter or spring wheat, rye, clover, annual ryegrass) late in the growing season (August to the end of September). Figure 3 shows the extent of cover crops enrolled in the 2018/19 Program. Co-operators in the program are given a cost-share payment to plant cover crops, and there is no limit to the number of acres for which a co-operator can apply. Since 1993, an average of 3,059 acres of cover crops has been funded through the Winter Cover Crop Program per year (Figure 4) at an average annual cost of \$134,060 exclusive of administration, delivery and monitoring costs.

Due to the recent decrease in operations of a local large-scale vegetable processor, the DF&WT also initiated a pilot project in 2016 to include spring-sown grain fields as a sub-component within our Winter Cover Crop Stewardship Program. As more acreage is being planted to grain because of the decrease in pea and bean contracts, this new DF&WT pilot program will give farmers an additional stewardship option. Grain fields that meet specific management criteria detailed in the Cereal Habitat Enhancement Pilot Stewardship Agreement will qualify. This program assists in supporting winter cover crops that have been established through the adequate re-distribution of residual seed from grain crops after harvest. If this spilt seed is adequately re-spread across the field, it has been observed that a cover crop can be established

over the fall season that is equivalent to that planted following our management guidelines under our Winter Cover Crop Stewardship Program. This pilot program assists farmers who are having to adjust their crop rotations as a result of the loss of pea and bean contracts, as well as ensure more acres are planted to a winter cover crop. In 2018, 671 acres were enrolled in the program costing \$33,550. In order to ensure that fields enrolled in the Cereal Habitat Enhancement Pilot were equivalent to those enrolled in the Winter Cover Crop Program, DF&WT conducted research over the past two years. The research assessed the difference between Cereal Habitat Enhancement fields and Winter Cover Crop fields and also evaluated which field management practices result in the most effective cover crop establishment (in terms of abundance and evenness) for migratory waterfowl foraging habitat. After two years of research, findings support that fields enrolled in the Cereal Habitat Enhancement Pilot are in fact equivalent to traditionally planted winter cover crop fields in terms of vegetation height and percent cover. Different management practices were also found to be equivalent. As a result, the continuation of the Cereal Habitat Enhancement Pilot was approved by the DF&WT Board.

Grassland Set-asides

The Trust has been involved in providing funding to farmers for cost sharing the establishment of grassland set-asides since 1994. Over that period an average of 546 acres of set-aside have been funded annually (Figure 6). Figure 5 shows the extent of grassland set-asides enrolled in the 2018/19 Program. The management objectives of these set-asides are two-fold: to contribute to soil conservation by improving soils for farming and to provide wildlife habitat. Growers are encouraged to introduce short to moderately long-term rotations of grass mixes into their farm operation. Under the program, growers are responsible for all costs associated with planting and managing the crop, and receive \$400/acre each year the land is adequately maintained in a grassland state. Growers can apply for up to 50 acres of grassland set-aside for up to four years, with extensions available for fields necessitating additional remediation. The cost share payment is reduced to \$200/acre if the grower chooses to take one harvest of grain or hay in a given year. Growers may be asked to mow fields to improve grass growth and to reduce weed density. Late season mowing makes fields particularly attractive to wintering waterfowl.

A grass seed mix has been developed locally to meet the objectives of the Trust's Grassland Set-aside program. All of the grasses selected establish relatively quickly and provide good vegetative cover for foraging, roosting and nesting wildlife as well as for beneficial insects. A new pollinator mix is also currently being experimented with, which includes sunflowers, African cabbage, phacelia, flax, red and crimson clover, and grasses. A nurse crop of barley, oats or annual ryegrass is recommended to reduce weeds and provide a beneficial microclimate for the other grasses to grow in.

Benefits of the program to soil and wildlife have been proven through scientific studies over the last 20 years. It is recognized that old-field habitat is used preferentially by many raptor species that reside within or visit the delta and that the amount of old-field habitat has been significantly eroded in the lower mainland of British Columbia during the latter part of the last century. The provision of grassland set-asides, while significantly benefiting farmers by improving soil quality, is also meant to benefit wildlife by providing some of the values encountered in old-field habitat. The Townsend's Vole (*Microtus townsendii*) is an important component of grassland habitats in the Fraser lowlands and can reach high densities in old-field habitats and grassland set-asides. Also, during winter, waterfowl extensively graze many first year set-asides and many graze older set-set-asides as well.

The Trust's grass seed mix has been shown to increase organic matter and improve structure of soils within fields put into grassland set-asides (Hermawan 1995, Lussier 2018, Temple and Bomke 1999). Our studies have shown that grassland set-asides contain relatively dense Townsend's Vole populations and are used preferentially by several raptor species inhabiting the delta (Summers 1999, Merckens 2002). At the same time, they also provide breeding habitat for many of the grassland songbird species occurring here, most notably the Savannah Sparrow (*Passerculus sandwichensis*) and Common Yellowthroat (*Geothlypis trichas*). A five-year study in partnership with the University of British Columbia is currently underway to evaluate the effects of short (2 year) to medium (4 year) term recurrent grassland set-asides on enhancing soil quality. Results to-date have found improvements in soil aggregate stability, bulk density and aeration porosity, as well as increases in select crop yields. Results will assist farmers in optimizing the management of their set-asides and will ultimately contribute to sustaining agriculture as a viable industry in Delta for the foreseeable future. To-date, five master's students and over 30 undergraduate students have worked on the project. One of the master's students has had his work published in the Canadian Journal of Soil Science.

Forage Enhancement

There is an estimated 2,000 acres of perennial grass forage fields in Delta. Past research conducted by DF&WT has identified perennial grass forage fields as providing some of the highest quality foraging habitat for migratory waterfowl. However, the level of waterfowl grazing and damage to grass forage fields continues to worsen. During the winter season, waterfowl graze on perennial grass forage crops that are meant to produce feed the following year for dairy cattle. The loss of and damage to crops caused by waterfowl grazing represent a considerable cost to many Delta farmers including lower forage yields, reduced harvest quality (protein), fewer cuts (i.e. 4-5/year to 3/year), and at times destroyed plantings that require re-seeding. One farmer in east Delta has to re-seed 120 acres annually at a cost of \$350-500/acre as a result of waterfowl grazing over the winter season. Impacts from waterfowl may also result in soil problems such as compaction and ponding. The costs to farm operations associated with waterfowl grazing have been rising, as more farmland is being converted to non-soil-based forms of agriculture or is being developed, resulting in migratory waterfowl populations becoming increasingly dependent on fewer available acres of suitable farmland. This situation has brought grass forage producers to a point where many are reconsidering their current management practices and introducing significant changes.

One particular change already happening is the conversion of perennial grass forage fields to annual grass forage fields and other forage crops (i.e. corn). The costs involved in maintaining perennial grass forage fields as a result of waterfowl depredation are reaching a level where it is becoming economically nonviable in Delta. This is resulting in more acres being planted to annual grass forage fields and corn. For migratory birds, the concern with the conversion to alternative forages is that some dairy farmers will till those fields in the fall and then leave them bare over the winter migratory season in order to reduce the time it takes to access the fields in the spring the following year. Bare fields tend to dry out quicker in the spring, which permits earlier access and planting. However, the consequence of this practice is that fields that once provided significant foraging habitat for waterfowl over the winter season are no longer available. This will only increase the pressure on remaining forage and winter cover cropped fields exacerbating the issue elsewhere. As pressure is already increasing on winter cover cropped fields due to increases in select

waterfowl populations in conjunction with less soil-based agricultural land, it is important that remaining perennial grass forage fields are preserved.

As a result of this issue, a Forage Enhancement Pilot Program was implemented in 2017 to assist forage producers with the increasing intensity of grazing that their forage fields are experiencing over the winter season. Through this pilot program, DF&WT is sharing in the costs (\$75/acre cost-share) associated with over- and re-seeding forage fields in the spring due to waterfowl grazing in order to support the enhancement and continued provision of these high-valued fields both for dairy cattle feed and as critical waterfowl foraging habitat. In 2017, DF&WT shared in the costs of over-/re-seeding 651 acres (Totaling \$48,825 in co-operator payments) and in 2018, 387 acres were enrolled in the program totaling \$29,025 in co-operator payments.

Outreach (Day at the Farm)

Day at the Farm is a free family event held annually at Westham Island Herb Farm. 2019 marks the 14th year of this agricultural awareness event, which educates people of all ages about the importance of agriculture and the non-market environmental services that farmland provides. In past years over 4,000 people have attended with approximately 65% of those visitors coming from Delta (based off an on-site survey). The objective of the event is to increase public awareness of agriculture throughout the communities of Metro Vancouver. Day at the Farm offers a unique opportunity for residents of Delta and the Lower Mainland to interact and engage directly with the farms and farmers that feed them, as well as gain a better understanding of the importance of local farms for supporting critical wildlife habitat in the Fraser River delta.

Attendees in past years have included the BC Dairy Association, BC Fresh, 4-H, BC Agriculture in the Classroom, BC Blueberry, Strawberry and Raspberry Councils, BC Cranberry Growers Association, Delta Farmers' Institute, BC Ministry of Agriculture, BC Egg, Bremner Foods, West Coast Seeds, Delta Farm Roots Mini School, ES Cropconsult, BC Association of Farmers' Markets, Canadian Wildlife Service, Bird Studies Canada, Delta Naturalists, Fraser Valley Conservancy, OWL, Society Promoting Environmental Conservation, University of British Columbia, and Kwantlen Polytechnic University. Through promoting a mix of industry, conservation and research institutions, families learn about local agriculture and how local farms are instrumental in supporting environmental stewardship.

Research

Some of the requested funds may be used to further examine the value of the above-mentioned programs for wildlife that use the lower Fraser River delta. DF&WT is currently involved in multiple research projects including annual winter waterfowl surveys of agricultural land, invertebrate surveys of various types of field margins and a five-year project examining the impacts of grassland set-asides on soil quality and crop yields.

Reporting

The Trust will submit annual progress reports to the City of Delta with respect to the stewardship duties carried out pursuant to the use of the City's financial contribution.

Budget Allocation

It is proposed that \$50,000 per year for four years (\$200,000 total) be committed to funding needs in land stewardship programs, research and administration. A minimum of 70% of the annual contribution will be allocated to the field programs with the remaining balance used for outreach, administration and research costs. For an annual contribution of \$50,000: 700 acres of winter cover crops, 87.5 acres of grassland set-asides or 467 acres of grass forage fields could be enhanced.

The evaluation and management of habitat established through the programs funded by the City of Delta will require support from our existing staff. We currently employ one part-time Office/Event Coordinator, and one full-time Program Manager to oversee and evaluate the programs funded through the DF&WT. The Program Manager contacts prospective co-operators, prepares agreements between co operators and the DF&WT, monitors affected fields, advises co-operators on proper management practices, evaluates the habitat provided by affected fields, analyzes data on our programs and prepares an assortment of reports. The Office/Event Coordinator administers payments to co-operators and coordinates Day at the Farm. These two staff members would cover the tasks related to programs funded by the City of Delta grant.

2018/19 Progress

Winter Cover Crops

For the 2018/19 fiscal year a total of 1,172 ha (2,897 acres) of cover crop were established on the Fraser River delta for the purposes of soil conservation and supporting wintering waterfowl under this program (Figures 3 and 4).



Figure 3. The extent of winter cover crops (incl. Cereal Habitat Enhancement Pilot) enrolled in the DF&WT Program during 2018/19.

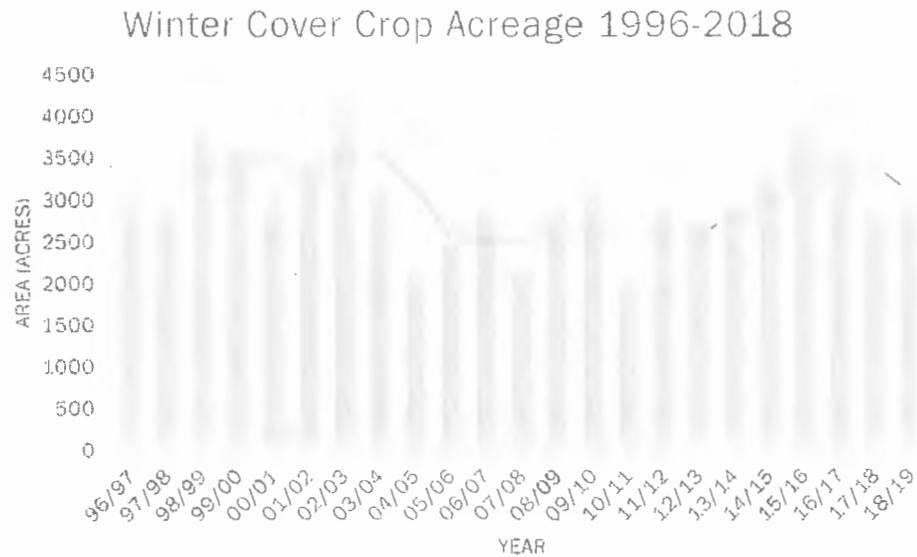


Figure 4. Annual area established with winter cover crops on the Fraser River delta. The line indicates the 3-year running average for program acreage.

Grassland Set-asides

An area of 202 ha (500 acres) of grassland set-aside was maintained on the delta under this project for the 2018/19 project year (Figures 5 and 6).



Figure 5. The extent of grassland set-asides enrolled in the DF&WT Program during 2018/19.

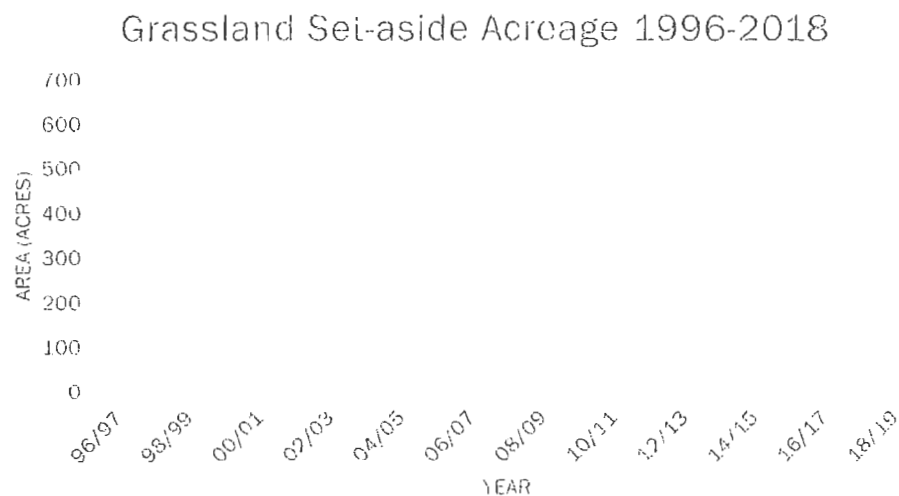


Figure 6. Annual area of grassland set-asides funded by DF&WT on the Fraser River delta. The line indicates the 3-year running average for program acreage.

Use of City of Delta Grant during 2018/19

Revenues		
City of Delta grant		15,000.00
Revenue Total		15,000.00
Expenses		
	Proportion of Budget	
Cost Share of grassland set-aside establishment (37 acres)	73.3%	11,000.00
Coordination/Monitoring and Evaluation/Research	13.3%	2,000.00
Administration/Overhead	13.3%	2,000.00
Expense Total		15,000.00
Revenues Minus Expenses		0.00

Request for Funding

As the Delta Wildlife and Forage Fund was closed in 2018, DF&WT would like to request the establishment of a new multi-year funding agreement to support our Winter Cover Crop, Grassland Set-aside and Forage Enhancement Stewardship Programs as well as outreach (Day at the Farm), research, and program administration. DF&WT would like to request a total of \$200,000 to be disbursed in \$50,000 increments per year over the next four years.

In order to ensure that our stewardship programs remain viable it is important that cost-share rates remain at a level that is sufficient to promote enrollment. In 2019, we increased our cost-share rate for the Grassland Set-aside Stewardship Program, which has remained the same since the program was established in 1996. The cost-share rate was increased from \$300/acre to \$400/acre. This increase is estimated to cost an additional \$50,000-60,000 annually. The Forage Enhancement Pilot was also established in 2017 to assist grass forage producers with the costs of over- and re-seeding their forage fields as a result of waterfowl grazing. This program is estimated to cost an additional \$30,000-45,000 annually. Between increasing the Grassland Set-aside Program cost-share rate and the new Forage Enhancement Pilot, annual program costs are estimated to be an additional \$80,000-\$105,000.

City of Delta funds will be combined with other funding sources to facilitate the planting of a total of approximately 3,500 acres of winter grass fields consisting of cover crops and grassland set-asides. The enhancement of approximately 350-600 acres of grass forage fields will also be supported through these funds. This will contribute to providing substantial winter-feeding habitat for waterfowl and contribute to mitigating damage to perennial forage fields. Funds will also be used to support DF&WT's annual agriculture awareness event (Day at the Farm). Day at the Farm provides urban residents with an opportunity to experience a real working farm, and learn about the diversity of agriculture in Delta and the additional benefits that farmland provides for wildlife. The free event has seen crowds over 4,000 in past years and costs approximately \$35,000.

A multi-year agreement will allow for greater certainty around planning over the next couple years and will provide opportunities for improving existing stewardship programs and potentially adding new programs.

City of Delta Multi-Year Grant: Proposed Budget for 2019/20

Revenues		
City of Delta Grant		50,000.00
Revenue Total		50,000.00
Expenses		
	Proportion of Budget	
Grassland Set-aside, Cover Crop, and/or Forage Enhancement Costs	70%	\$35,000.00
Coordination/Monitoring and Evaluation/Research	5%	\$2,500.00
Administration/Overhead	10%	\$5,000.00
Outreach (Day at the Farm)	15%	\$7,500.00
Expense Total		50,000.00
Revenues Minus Expenses		0.00

City of Delta Multi-Year Grant: Proposed Budget for 2020/21

Revenues		
City of Delta Grant		50,000.00
Revenue Total		<u>50,000.00</u>
Expenses		
	Proportion of Budget	
Grassland Set-aside, Cover Crop, and/or Forage Enhancement Costs	70%	\$35,000.00
Coordination/Monitoring and Evaluation/Research	5%	\$2,500.00
Administration/Overhead	10%	\$5,000.00
Outreach (Day at the Farm)	15%	\$7,500.00
Expense Total		<u>50,000.00</u>
Revenues Minus Expenses		<u>0.00</u>

City of Delta Multi-Year Grant: Proposed Budget for 2021/22

Revenues		
City of Delta Grant		50,000.00
Revenue Total		<u>50,000.00</u>
Expenses		
	Proportion of Budget	
Grassland Set-aside, Cover Crop, and/or Forage Enhancement Costs	70%	\$35,000.00
Coordination/Monitoring and Evaluation/Research	5%	\$2,500.00
Administration/Overhead	10%	\$5,000.00
Outreach (Day at the Farm)	15%	\$7,500.00
Expense Total		<u>50,000.00</u>
Revenues Minus Expenses		<u>0.00</u>

City of Delta Multi-Year Grant: Proposed Budget for 2022/23

Revenues		
City of Delta Grant		50,000.00
Revenue Total		<u>50,000.00</u>
Expenses		
	Proportion of Budget	
Grassland Set-aside, Cover Crop, and/or Forage Enhancement Costs	70%	\$35,000.00
Coordination/Monitoring and Evaluation/Research	5%	\$2,500.00
Administration/Overhead	10%	\$5,000.00
Outreach (Day at the Farm)	15%	\$7,500.00
Expense Total		<u>50,000.00</u>
Revenues Minus Expenses		<u>0.00</u>

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City of Delta Multi-Year Grant: Proposed Budget for 2019-2023

Revenues		
City of Delta Grant (\$50,000/year x 4 years)		200,000.00
Revenue Total		200,000.00
Expenses		
	Proportion of Budget	
Grassland Set-aside, Cover Crop, and/or Forage Enhancement Costs	70%	\$140,000.00
Coordination/Monitoring and Evaluation/Research	5%	\$10,000.00
Administration/Overhead	10%	\$20,000.00
Outreach (Day at the Farm)	15%	\$30,000.00
Expense Total		200,000.00
Revenues Minus Expenses		0.00

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REQUEST FOR FUNDING

Project Pickle has been teaching kids in Delta about food and farming since 2012.

The programming has been so successful that it cannot take on additional schools, classes and children. I am asking for financial assistance so that the program can continue to grow.

There are three basic needs to continue the program:

1. Human resources.
2. Repairs and maintenance
3. Buildout of additional infrastructure

The work is important and there is recognized need to expose young people to food, farming and the food economy. Many of these needs have been described in Delta's current Agriculture plan and exerts from the plan, a backgrounder to Project Pickle, a budget, and a growth chart are all attached.

Funding is currently provided by the Delta School District and the BC Youth in Agriculture Foundation.

Port Metro Vancouver has assisted in 2 of the 7 years of operation.

The City of Delta has expressed interest in assisting with the programming and I have met with Mayor Harvey on this front. A Project Pickle update document was tabled at the first Delta Agricultural Advisory Committee meeting recently and a follow up and request for funding will be on the agenda for the next meeting on June 12.

This past week the Delta Agriculture Society approved a \$12,000 grant for Project Pickle. This is a major step toward keeping the programming moving forward.

I am asking the Agricultural Advisory Committee to recommend that the City of Delta match this contribution. The 24K plus a current request to the BCYA for \$10K would meet operational requirements and insure that more children in Delta can benefit from the program.

Thank you very much for your consideration.

Mike Schneider
Founder, Project Pickle
mikes@dccnet.com

604.619.3817

MEDIUM WELL PRODUCTIONS



Delta- An Agri-Literate City

Prepared for: Agricultural Advisory Committee

Prepared by: Mike Schneider Founder, Project Pickle

May 30, 2019

MEDIUM WELL PRODUCTIONS

A PROUD HERITAGE AND PROMISING FUTURE

Delta has a rich history in farming and agriculture and is uniquely positioned to become a model for agricultural sustainability amongst cities in British Columbia and across Canada. By combining element of awareness, education and access, the residents in our communities can enjoy the benefits that proximity to food and farming can provide.

Purpose

1. To provide an update on Agricultural education in the "Agri-Literacy" program Project Pickle and to ask for financial support from the City of Delta to expand the scope of the project.

2. Education

It is well understood that the average age of farmers continues to rise. However, there is some promising statistical information that is showing that younger people are gaining an interest in farming activities, particularly as they relate to smaller scale agriculture, and especially in urban settings.

In the Delta Agriculture Plan (2011), the importance of education and attracting new entrants to farming activities is well documented. The following are excerpts from the plan:

The successful future of Delta agriculture will depend on several factors, including the ability to: attract complementary agri-industry, reduce costs, diversify, add economic value, attract new entrants, mitigate and or offset impacts from projects, comply with regulatory processes, and meaningfully engage the public in support of agriculture.

Delta agriculture will thrive if:

Farming is attractive and accessible, providing a successful alternative career for younger people and new entrants

Key Recommendations

15. Enhance relationships with Delta farmers, secondary and post-secondary education institutions, agricultural academies, ministries and associations to facilitate events and initiatives to provide new/ young farmers with training, mentoring, technical expertise, production knowledge, and access to agricultural programs that would promote knowledge transfer and build capacity in smaller scale farming (section 5.3.1, p. 9).

MEDIUM WELL PRODUCTIONS

20. Build on existing farmer supported agricultural awareness events such as "Farm Hike by Bike" or "A Day at the Farm", Delta Farm Tours, and "Meet Your Maker" events, work with local tourism/hospitality industry to initiate 'taste of Delta' food promotions at Delta restaurants and hotels, and other opportunities for the public to experience local food and agriculture (section 5.4.1, p. 12).

23. Support and expand opportunities for community gardens/urban agriculture demonstrations to promote agricultural awareness, through additional funding, supportive bylaws and provision of land (section 5.4.1, p. 12)

24. Support educational initiatives including agriculture in the secondary school curriculum (agriculture in the classroom), SRD 4-H and agriculture forums for municipal staff and politicians, engaging the Delta School District, Fraser Health Authority, and Metro Vancouver to host (section 5.4.1, p. 12).

From section 5.3 in the plan

24. Support educational initiatives including agriculture in the secondary school curriculum (agriculture in the classroom), SRD 4-H and agriculture forums for municipal staff and politicians, engaging the Delta School District, Fraser Health Authority, and Metro Vancouver to host (section 5.4.1, p. 12).

The recognized importance of education, especially amongst school aged children, is well understood internationally and is critical to ensuring that there is a steady stream of potential new entrants to farming and agricultural activities. Piquing interest at an early age is key to ensuring that there will be bodies to support the industry. There are many additional benefits to exposing youngsters to food and farming activities including the understanding of nutritional health and the development of life skills.

Delta is already an innovator in "Agri-Literacy" programming. Project Pickle was established as an educational tool for students within the Delta School District in 2012. More recently, Delta Farm Roots, an intensive Academy type program which combines Ministry of Education high school curriculum with farming activities at the Boundary Beach elementary school site.

Project Pickle has grown steadily and has been embraced by educators and students throughout Delta.

There are currently 1300 young farmers participating in the programming and that number will grow by several hundred by September of this year. An overview of Project Pickle is attached as Appendix 1.

The program has been funded by the Delta School district and has received support from Port Metro Vancouver, the BC Youth in Agriculture Foundation and from other donors over the years.

Unfortunately, funding from the Delta School District has decreased over the past couple of years and the ability to expand the program and reach more student and classroom demand has been hamstrung.

Project Pickle works with 52 classes on a two week rotation. The program should require weekly class visits but that is currently logistically impossible. The program requires additional funding to meet human resource and infrastructure requirements.

It is hoped, that in recognizing the importance of education in its 2011 Agriculture Plan, that the City of Delta will consider allocating funding for Project Pickle. The table below shows the steady growth of participants in Project Pickle.

	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20 Projected
CLASSES	4	10	14	20	28	36	52	65
STUDENTS	100	250	350	500	700	900	1300	1625

Key Requirements

In order to continue with success in the program, the following is required:

- Funds for additional support staff
- Funds for expansion of infrastructure
- Funds for maintenance and repairs

appendix 1

Project Pickle

The Journey from seed to burger

Mike Schneider



January 2019

Mike Schneider

Project Pickle, Page 1

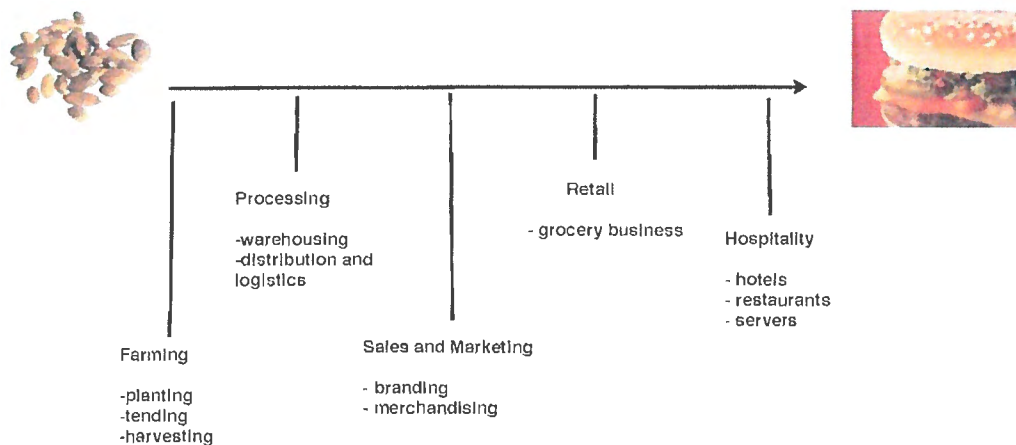
School Neighbourhood Farms

Summary

In May of 2012, 200 students planted 200 cucumber seedlings in 5 raised beds built on under-utilized school owned lands at Pebble Hill elementary school. Since then, thousands of children in the Delta School district have learned to grow, harvest and eat food that they have grown themselves.

We call the initiative Project Pickle because we attempt to show the incredible journey of a cucumber seed to a final resting place of a slice of pickle on your hamburger. The kids are shown the timeline in this process and learn to understand all of the career opportunities along the way.

From Seed to Burger....the Incredible Journey of the Pickle



Thousands of Jobs and Billions of dollars!

appendix 1

Lessons learned

Currently, in the winter of 2018, there are 52 classes of young farmers participating in the programming. This number is sure to increase as we move in to the spring. In the classroom and on the school farm, the students learn to choose what to grow and when by studying and understanding seasonal seed charts. Each class decides what they want to grow by voting on vegetable choices. When the choices are made, “Farmer Mike” brings samples of the choices back to the class so that they can taste the vegetables they will be growing before the seed goes in the ground.

The seed, and or seedlings that they plant, are harvested and eaten at the schools, usually in the form of a “tailgate party” where salads are dished out from the back of Farmer Mike’s pick up truck.

There is a large nutritional component to Project Pickle and it has been fascinating to note that in general terms, the kids will eat anything they grow. The young farmers take pride in their work and are excited to tell their parents that they have eaten vegetables never before consumed. Project Pickle dovetails nicely with the new curriculum initiated by the Ministry of Education recently. There are many ways for educators to integrate math and science lessons on the school farm. From learning how to understand a seed chart to projecting crop yields, to learning the process of pickling and everything in between, the young minds are stimulated in this unique learning environment.

Mental and Physical Health

There is no shortage of documented evidence that supports the notion that learning outside is beneficial to the wellbeing of students.

appendix 1

The young farmers in the Delta School District are thrilled at every opportunity to work on the school farms during the course of the year. There is always something to do and the children are learning many life-skills that they will take with them as they grow.

Working in groups has fostered a sense of pride amongst the classes as they work together to overcome many of the challenges related to farming. Critical thinking and making good decisions both individually and in groups helps the students to develop high self esteem which is important in any learning environment.

A Path to success

We have all heard by now that there are challenges involved in finding people to farm our lands. The average age of farmers is increasing and the family farm has become prohibitively expensive for younger generations.

Local, provincial and federal governments have all recognized the importance of educating our youth about food and farming and have documented this need in many of their agriculture plans. Project Pickle is pro actively addressing this important educational component required for continued success in our food economy.

Project Pickle is attempting to create a spark in young people, a defining year or even moment when the lightbulb goes off in a child's, mind that they may want to be involved in the multi-billion dollar food economy. It may be pulling that first carrot or tasting that first Swiss Chard, or it may be making that salad for the class. Whatever it is we want to encourage that spark and nurture it throughout the elementary school years in the hopes that the interest will be maintained to carry on in further programming in high school with

appendix 1

the Farm Roots Mini School and with post secondary opportunities beyond.

Funding Requirements

Project Pickle is looking for funds to repair some infrastructure, build new school farms and to hire two Farm Roots students in the summer to maintain the school farms and to harvest and market the crops.

For more information:

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mikes@dccnet.com
www.bycoop.ca
@dirtworking

MAINTENANCE AND REPAIRS TO SCHOOL FARMS	3100
EXPANSION OF SCHOOL FARMS	6600
SCHOOL FARM SUPPLIES	5500
CURRICULUM EDUCATOR SUPPORT MATERIALS	1200
IRRIGATION INFRASTRUCTURE	800
MARKETING /SOCIAL MEDIA	1500
ADMIN AND MANAGEMENT	50000
PART TIME ASSISTANT	15000
SUMMER STAFF	8000
TOTAL	91700

FUNDERS

DELTA SCHOOL DISTRICT	44000
PORT METRO (pending	15000

5000
64000

pending

BCYA
TOTAL



Institute for Sustainable Food Systems

MAILING ADDRESS

12666–72 Ave, Surrey, BC
Canada V3W 2M8

Land Use Exemption Applications: Do successful non-farm use and subdivision applications support or detract from farm use of ALR land

The Agricultural Land Reserve (ALR) is the provincial land use regulation and designation enacted to protect agricultural land in British Columbia. The regulation identifies permitted farm uses as well as non-farm uses that support agriculture and our food system. While there has been concern over and substantial attention paid to the loss of prime agricultural land through removal of ALR designation, another potential threat to the long-term protection of agricultural land is its incremental loss and diminished production capacity over time due to permitted non-farm uses and land changes. Permitted non-farm uses may not, from the outset, enhance agriculture as proposed, or may over time cease contributing to agriculture and the food system as originally proposed/ intended. Either ultimately constitute an effective loss to the ALR, and may contribute to arguments for taking the land out of the ALR. Additionally, ALR parcel subdivision may lead to an increase in non-farm uses. In 2016 alone, there were over 200 applications to the Agricultural Land Commission for subdivision and non-farm use permits in BC. There is need to ascertain if permitted non-farm use and subdivision have resulted in the enhancement of the land for agricultural purposes, as proposed/ supposed, or if they led to further erosion of agricultural capacity and diminution of the ALR.

Therefore, the purpose of this study is to review previously submitted and approved applications (1976-2018) to the Agricultural Land Commission (ALC) for land use exemption activities within the Agricultural Land Reserve (ALR) in select, representative Metro Vancouver municipalities (Richmond, Surrey, Delta, Maple Ridge and Pitt Meadows and the Township of Langley) and evaluate whether these changes remain as originally approved, and if they have served to enhance or detract from agricultural use of the land. Results from this research will contribute to our current understanding of agricultural land use challenges and inform the development of municipal policy tools and resources to support efforts to assure the integrity of the ALR, preserve agriculture land for agriculture, and to advance sustainable regional food systems.

Research questions

- (1) How many subdivision and non-farm use applications have there been and how many applications were approved?
- (2) Are lands for which applications were approved being used for agricultural purposes per the stated purpose in the approved application?

Methodology

- (1) Secondary data on subdivision and non-farm use applications will be gathered from the Agricultural Land Commission (ALC) for the period between 1976 to 2018 (if available) for six agricultural municipalities in the Lower Mainland: Delta, Maple Ridge, Pitt Meadows, Richmond, Surrey and Township of Langley.



Institute for Sustainable Food Systems

MAILING ADDRESS

12666-72 Ave, Surrey, BC
Canada V3W 2M8

- (2) A windshield survey will be conducted to gather information on the current land and status of the subdivision and non-farm use permitted. Our intent, goal, is to assess every parcel for which a non-farm use or subdivision was approved over the last 10 years.

Deliverable

Complete report with municipality specific data and evaluations. Will include GIS map of all identified parcels having land use exemptions.

Approximately 8 months

Estimated Budget

Project oversight/ management	\$5,000 (ISFS contribution)
Student research assistants	\$15,000
Mileage	\$3,000
Report preparation/ print	\$300 (ISFS contribution)

Cash required= \$18,000. Requested contribution from each study municipality is \$3,000.

The Institute for Sustainable Food Systems (ISFS) is an applied research and extension unit at KPU that investigates and supports regional food systems as key elements of sustainable communities. ISFS applied research focuses on the potential of regional food systems in terms of agriculture and food, economic and community development, community health, policy, and environmental stewardship. ISFS extension programming provides information and support for farmers, communities, business, policy makers, and others. Community collaboration is central to the ISFS approach.

The ISFS team is multi-disciplinary, bringing together expertise in- social science, economics, organic agriculture, agroecology, food systems, planning and policy, community health and nutrition, landscape architecture, farm business management and agriculture education.

CITY OF DELTA

AGRICULTURAL ADVISORY COMMITTEE

Minutes of the Regular Meeting of the Agricultural Advisory Committee held Wednesday, June 12, 2019 at 7:00 p.m. in the Tilbury Room at Delta City Hall, 4500 Clarence Taylor Crescent, Delta, British Columbia.

PRESENT:	Cllr. Alicia Guichon, Chair Cllr. Lois E. Jackson Nancy Chong Cory Gerrard Bill Jones Brent Kelly Jerry Keulen Lydia Ryall Mike Schneider Paul van Westendorp	
ABSENT:	Leisa Yee	Delta Farmers' Institute
ALSO PRESENT:	Alex Cauduro Drew Bondar	Staff Liaison (Planner) Delta Farmland & Wildlife Trust, Resource Member
	Marcy Sangret	Director of Community Planning and Development
RECORDER:	Megan Krempel	Raincoast Ventures Ltd.
Call to Order	The meeting was called to order at 7:00 p.m.	
Adoption of Agenda	MOVED By Bill Jones, SECONDED By Michael Schneider, THAT the Agenda of June 12, 2019 be adopted with the following amendment: <ul style="list-style-type: none">• Item C.02 to be presented after Item A.01.	
	CARRIED UNANIMOUSLY	
Adoption of Minutes	MOVED By Lydia Rydall SECONDED By Cllr. Jackson, THAT the Minutes of the May 1, 2019 meeting be received and adopted as circulated.	

CARRIED UNANIMOUSLY

A. DELEGATIONS/PRESENTATIONS	
Study - Non-Farm uses and Subdivision of ALR Lands (A.01)	Presentation regarding study of permitted non-farm uses and sub-division of ALR lands in Metro Vancouver. Delegation: Dr. Kent Mullinix, Director, Kwantlen Polytechnic University, Institute for Sustainable Food Systems

Dr. Kent Mullinix, Director, Kwantlen Polytechnic University Institute for Sustainable Food Systems (Institute) provided a presentation titled "Approved Non-Farm Use and Subdivision in the ALR - Benefit to Agriculture Analysis". He noted the study's intent to identify non-farm use exemptions in the Agricultural Land Reserve (ALR); determine if they have enhanced the ALR; whether the intended purpose of the application is being actualized and the long-term outcomes. There is currently a significant gap in knowledge and the analysis will help support the integrity of the ALR and be useful information to municipal planners, Councils and to the provincial government.

Dr. Mullinix informed the project will assess the outcomes of non-farm use and subdivisions in six municipalities in Metro Vancouver (MV): Delta; Richmond; Pitt Meadows; Surrey; Maple Ridge and the Township of Langley. The study will be conducted throughout the summer and fall of 2019 and will require hiring a research assistant at a cost of \$23,000. The Institute will contribute \$3,500 and Dr. Mullinix is requesting that each of the participating municipalities contribute \$3,000 to cover the remaining \$18,000 in project costs.

In response to committee queries, Mr. Mullinix advised:

- The study will quantify and characterize the outcome of non-agricultural uses
- Trends and common non-farm use examples will be understood
- Lot line adjustments and any net benefits will be considered
- Collaboration with Agricultural Land Commission (ALC) and MV staff on the creation of study protocols
- Funding has been sought from MV
- Benefits to agricultural land as a whole rather than financial benefits to land owner
- The Institute operates exclusively from external funding and grants
- Land use inventory and assessment data will be used.

-- Presentation
Received

MOVED By Lydia Rydall,
SECONDED By Jerry Keulen, THAT the presentation be received for information.

CARRIED UNANIMOUSLY

Agenda Varied

The agenda was varied to consider Item C.02 at this time.

**ALR Study
Funding Request
(C.02)**

Request from Kent Mullinix, Director of the Institute for Sustainable Food Systems at Kwantlen Polytechnic University, regarding funding for a study to evaluate the outcomes (to agriculture) of permitted non-farm uses and sub-division of ALR lands in Metro Vancouver.

During discussion committee members noted:

- Concerns with the study methodology and how exemptions are assessed
- This is a worthwhile exercise and will allow for follow-up on approvals
- Protocols will be presented to the AAC for input.

-- Presentation
Received

MOVED By Cllr. Jackson,
SECONDED By Jerry Keulen, THAT the Agricultural Advisory Committee recommends to Council that they approve the \$3,000 funding request from Dr. Mullinix for the study of the outcomes of non-farm use and subdivision exemptions of ALR lands in the region.

CARRIED
(Brent Kelly and Paul van Westendorp opposed)

**Southlands
Drainage and
Irrigation
Reservoir and
Control Structure
System (A.02)**

Presentation from Steven Lan, Director of Engineering, regarding Southlands Drainage and Irrigation Reservoir and Control Structure System.

Steven Lan provided a presentation titled "Southlands Drainage and Irrigation System" which highlights efforts to: lower the water table; reduce soil salinity in agricultural land; optimize water storage from rainfall and groundwater and supplement water during times of drought. Key actions and updates identified include: newly widened drainage channels; improved flow control structure; and a new pump station. Lands will be laser-leveled, and drainage tiles implemented.

The project has been complicated by archaeological protocols and managing the disruption to park users during construction, particularly with the closing of the parking lot for staging. Signs and information flyers are being used to inform the public.

Discussion ensued on:

- Funding for archaeology work provided in the project budget
- Suggestion that the provincial government Heritage Branch pay for archeology
- Benefits to residents visiting the site to better understand the water system
- \$5.1 million dollars in federal and provincial grants received including the Living Dike Project

**Delta Farmers'
Institute (DFI)
Update (B.02)**

Verbal Update from Nancy Chong on behalf of the Delta Farmers' Institute.

Members discussed a system failure in a Metro Vancouver water main upgrade project on 28th Avenue which resulted in flooding on neighbouring fields. It was noted that Metro Vancouver is making restitution with the affected farmers.

-- Verbal Update
Received

MOVED By Jerry Keulen,
SECONDED By Lydia Rydall, THAT the verbal update be received for information.

CARRIED UNANIMOUSLY

✓ **Delta Farmland
and Wildlife
Update and
Funding Request
(B.03)**

Verbal Update from Drew Bondar on behalf of the Delta Farmland and Wildlife Trust and Report/Funding Request. ✓

Drew Bondar, Delta Farmland and Wildlife Trust (WFWT), noted that the DFWT is seeking a funding contribution from the City of Delta in the amount of \$200,000 over four years to support the Winter Cover Crop, Grassland Set-Aside and Forage Enhancement Stewardship Programs along with outreach, research and program administration.

Drew Bondar departed the meeting at 8:30 p.m. to allow the committee to consider his request.

The committee discussed:

- That MV and other municipalities be asked to support these programs
- Water fowl grazing is growing issue affecting other municipalities
- The entire region will benefit from these programs
- Clarification that the Delta Farmland Wildlife Fund is solely for the City of Delta
- Richmond converted many fields to turf to eliminate water fowl grazing.

-- Verbal Update
Received

MOVED By Michael Schneider,
SECONDED By Lydia Rydall, THAT the verbal update report be received for information.

-- Motion Endorsed MOVED By Bill Jones,
 SECONDED By Michael Schneider, THAT the Agricultural
 Advisory Committee recommends that Council:

- A. Approve the Delta Farmland and Wildlife Trust funding request of \$50,000; and
- B. Write to Metro Vancouver Board asking them to seek ongoing funding for the set-asides and the retention of farming.

CARRIED UNANIMOUSLY

Drew Bondar rejoined the meeting at 8:35 p.m.

**Project Pickle
Funding Request
(B.04)**

Report from Project Pickle/Funding Request.

Michael Schneider, Project Pickle, informed that although funding contributions had been received from the Delta Agricultural Society (DAS) and the BC Youth and Agricultural Foundation, Project Pickle is seeking additional funding of \$12,000 to \$15,000. Mr. Schneider is asking the AAC to recommend to Delta City Council to match the DAS funding contribution of \$12,000.

Michael Schneider departed the meeting at 8:39 p.m. to allow the committee to consider his request.

During discussion the following comments were offered:

- Project Pickle has been a successful program and reaches many students
- The next generation needs to be made aware of farming
- Would like to see this part of the school curriculum
- BC Agriculture in the Classroom is one program currently offered at school
- Farm Roots program is offered in Delta high schools
- The Delta school district supports this project
- Long-term and stable funding should be secured and will allow more work to be done on program delivery rather than continually working on securing funding.

-- Motion Endorsed MOVED By Brent Kelly,
 SECONDED By Paul van Westendorp, THAT the Agricultural
 Advisory Committee recommends to Council that they approve
 the funding request of \$12,000 for Project Pickle.

CARRIED UNANIMOUSLY

Michael Schneider rejoined the meeting at 8:47 p.m.

Health Canada to utilize its licensing authority and other tools available under its enabling legislation to prevent the emission of odours from cannabis facilities in our City.

Provincial Jurisdiction – Agricultural Land Reserve and the *Farm Practices Protection (Right to Farm) Act*

In the provincial realm, cannabis production has been confirmed as a valid farm use and therefore under the purview of the *Farm Practices Protection (Right to Farm) Act* for production facilities in the ALR. Under section 2 of the *Act*, a farmer is “not liable in nuisance to any person for any odour, noise, dust or other disturbance resulting from the farm operation” so long as normal farm practices are being followed and other requirements of the *Act* are met.

The liability protection afforded by the *Farm Practices Protection (Right to Farm) Act* is not all-encompassing. No airborne emission from a farming operation can contravene the *Public Health Act*, *Integrated Pest Management Act*, *Environmental Management Act*, or any associated regulations. At this time, however, there is no research indicating the volatile organic compounds or odours emitted by cannabis plants constitute a public health hazard.

There is an active odour complaint regarding a facility in Langley that is currently under review by the Farm Industry Review Board. Staff will continue to follow this process and report back on the outcome.

Regional District Jurisdiction – Metro Vancouver

Metro Vancouver has delegated authority from the Province to regulate and control the discharge of air contaminants through Air Quality Management Bylaw No.1082. The bylaw prohibits the discharge of air contaminants from “an industry, trade or business of whatsoever kind or nature” unless permitted by Metro Vancouver. Metro Vancouver recently issued and is seeking feedback on a discussion paper called ‘*A Proposed Emission Regulation for Cannabis Production and Processing Operations in Metro Vancouver*’ (Attachment B). If enacted, the proposed emission regulation promises to be the most direct and effective way to address odour problems for cannabis facilities in Delta. Further details of the proposed Regulation are provided below.

Metro Vancouver Proposed Emission Regulation

In its discussion paper ‘*A Proposed Emission Regulation for Cannabis Production and Processing Operations in Metro Vancouver*’, Metro Vancouver proposes to regulate air emissions through a combination of emission regulations and facility-specific permits. The advantage of a regulation over a permit is that permits are subject to appeal to the BC Environmental Appeal Board, which can be lengthy and costly, while a regulation is not. If the Regulation is not enacted, then all cannabis producing facilities would be required to have a site-specific Air Quality Permit from Metro Vancouver.

It is not clear in the discussion paper whether the proposed Regulation will apply equally to cannabis-production facilities within and outside of the Agricultural Land Reserve (ALR). Metro Vancouver’s current boiler emission regulations, for example, are set out in

facilities outside of the ALR.⁵ Staff will clarify with Metro Vancouver these details as part of the review and consultation process.

Key Features of the Proposed Regulation

Under the proposed Regulation, best practices and best available control technologies must be implemented to achieve compliance. Such practices and technologies include:

- Conducting processing activities within enclosed structures equipped with door systems designed to minimize the escape of odour, activated carbon filters, and/or HEPA filters such that odours cannot be detected at the property boundary;
- Using temporary containment, collection and treatment measures in outdoor cultivation facilities during periods of peak VOC production (e.g. flowering);
- Avoiding the use of masking or neutralizing agents outside;
- Locating facilities more than 200 metres from residential and institutional-zoned land, and limiting the operational area to less than 50,000 square metres or production / processing capacity to less than 50,000 kg per year; and
- Providing a comprehensive odour and VOC emission management plan, certified by an approved professional.

Monitoring and enforcement of the proposed Regulation would be through the Metro Vancouver regulatory system based on odours detected beyond the property boundary that can be attributed to the facility “on the balance of probabilities”, as determined by an approved person through a standard procedure using the human nose or other instruments.

Operators of larger facilities, or facilities that are smaller than 50,000 square metres that cannot comply with all of the emission regulation requirements, can seek authorization for air discharges through the Metro Vancouver permitting process.

Comments on the Proposed Regulation

Following a comprehensive review of the proposed emission regulation, staff developed the following list of comments to be shared with Metro Vancouver.

1. The Regulation is proposed to apply to facilities that are less than 50,000 square metres (540,000 square feet) in area. Three of the greenhouses in Delta that are growing cannabis exceed this threshold: Canopy Growth greenhouse on Hornby Drive, Pure Sun Farms on 80th Street, and Houwelings on 64th Street. The Regulation would therefore apply to the Rubicon Organics greenhouse on 104th Street (100,000 square feet) and cannabis facilities in industrial areas. Metro Vancouver intends to regulate the larger facilities with site-specific Air Quality Permits. Permit applications include a mandatory public comment period and can be appealed (as has been done by the GFL composting facility in East Ladner, for example).

⁵ GVRD Boilers and Process Heaters Emission Regulation Bylaw No. 1087, 2008.

Staff are recommending that Metro Vancouver be requested to remove the size threshold so that the Regulation would apply to all facilities, irrespective of size. This 'one size fits all' approach would be simpler and less of an administrative burden on regulators and operators alike. It would also avoid potentially lengthy and costly appeal processes. Alternatively, staff would like to understand the requirements that will apply to the larger facilities under a site-specific Air Quality Permit and how those compare to the requirements under the proposed Regulation.

2. The regulation of odours from a specific farm practice may raise concerns within the broader agricultural community that other farm types and practices could be selected for further regulation in the future. Staff believe it is important to focus on the uniqueness of cannabis as a federally-regulated product and to clearly distinguish the cannabis industry from other agricultural practices. It is therefore critical to ensure that Health Canada does not devolve to Metro Vancouver its responsibilities for odour management at federally-regulated cannabis facilities.
3. It is staff's view that a collaborative multi-jurisdictional regulatory approach is the most effective way to address odours from cannabis facilities. Linking Metro Vancouver's prescriptive requirements for best available technology for odour management to the more general federal requirement to equip buildings "with a system that filters air to prevent the escape of odours", would provide additional tools to ensure that odours can be managed effectively. These requirements could be further enhanced through federal licence requirements that odours not be detected beyond the property boundary. For optimum results in compliance and enforcement, Health Canada and Metro Vancouver must coordinate their efforts with respect to odour emissions from cannabis facilities.

Given Delta's experience to date with Health Canada's lack of enforcement of community odour issues and the absence of prescriptive requirements in the federal Cannabis Regulations related to odour, staff support efforts by Metro Vancouver to regulate emissions from cannabis facilities. Recommendations B and C on the first page of this report summarize the comments above.

Feedback from Delta Committees

Although the general overview provided in this report was originally requested by the Mayor's Public Safety Committee, the content is relevant to a number of Delta Committees, particularly with the inclusion of information and recommendations on Metro Vancouver's paper '*A Proposed Emission Regulation for Cannabis Production and Processing Operations in Metro Vancouver*'. Staff accordingly shared this report with the Agricultural Advisory Committee, the Community Liveability Advisory Committee and the Mayor's Public Safety Committee as well as Delta Farmers Institute. All three Delta Committees endorsed the recommendations included in this report. The Agricultural Advisory Committee and the Mayor's Public Safety Committee requested that staff include Recommendation D, to conduct further research on other potential options for addressing odour issues associated with cannabis production at the municipal level. Committee members expressed concern about Delta's inability to directly regulate and address odour issues from cannabis operations on ALR lands and recommend that staff

conduct further research in other jurisdictions to identify options to mitigate the effects on our community.

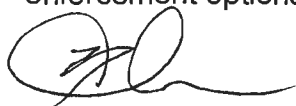
Implications:

Financial Implications – none.

▪ CONCLUSION:

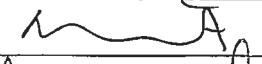
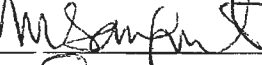


With the recent legalization of non-medical cannabis in Canada, new lawful industries and activities were created which invite regulation by local governments in the normal course of exercising their powers. City of Delta has been proactive in introducing bylaw amendments and other measures to address the legalization of non-medical cannabis. Staff are in the process of reviewing Delta's Business Licence Bylaw to explore opportunities for additional regulatory controls and cost recovery related to permitted cannabis operations in the City.

Since the legalization of non-medical cannabis in Canada, regulatory authorities have been challenged to deal with odours arising from cannabis producing and processing facilities. Staff believe that a collaborative, multi-jurisdictional approach is the most effective way to deal with the odour issue when it is impacting local residents. It is recommended that Delta provide feedback to Metro Vancouver on its proposed emission regulation as outlined in this report, while emphasizing the importance of the regional government and Health Canada working together to maximize compliance and enforcement options and effectiveness.



Mel Cheesman
Director of Corporate Services

This report has been prepared in consultation with the following listed departments.

Concurring Departments		
Department	Name	Signature
Climate Action & Environment	Mike Brotherston	
Community Planning & Development	Marcy Sangret	
Property Use & Compliance	Hugh Davies	
Municipal Solicitor	for: Greg Vanstone	

▪ ATTACHMENTS:

- A. Summary of Key Federal and Provincial Legislation Related to the Legalization of Non-Medical Cannabis
- B. A Proposed Emission Regulation for Cannabis Production and Processing Operations in Metro Vancouver, Discussion Paper May 2019.



Delta Farmland and Wildlife Trust

October 2, 2019

Metro Vancouver Regional District
 Attention: Jonathan Coté,
 Chair, Regional Planning Committee
 4730 Kingsway
 Burnaby, BC V5H 0C6

Dear Mr. Coté

RE: Day at the Farm Agriculture Awareness Event

On behalf of the Delta Farmland and Wildlife Trust, I would like to again extend our thanks for the financial support of the Metro Vancouver Regional District (Metro Vancouver) and the 2019 Agriculture Awareness Grant of \$2,000 awarded for our annual Day at the Farm event.

Your generosity enables us to continue to hold Day at the Farm as a free event that all families are able to attend. The event continues to grow in popularity and each year we strive to find new activities or presenters that compliment the familiar favorites. This year's addition of BC Chicken's "Poultry in Motion" proved to be a favorite of our visitors.

Our attendance of 4400 this year was close to the record of 4500 set in 2016. We did break our 2018 record for hayrides, with a whopping 1324 this year. The guided farm tours, led by members of the Delta Farmer's Institute and community leaders, are an opportunity for visitors to learn about crops, crop rotation, pollinators and the many challenges farmers face. 33 tours were made, the first loading at 10 when we opened and the last group disembarking at 4 pm.

A report of the day's events and survey results is attached for your records. Day at the Farm was a successful event and we are already thinking ahead and making plans for 2019. We hope that we will be able to count on your support again next year.

With our appreciation,

Valerie Miller
 Office & Event Coordinator

Encls.

Metro Vancouver Agricultural Awareness Funding Report

“Day at the Farm” 2019 Community Event Report

File No: CR-12-01

REF: RD 2019 Jul 26

This report is to acknowledge the receipt of a \$2,000 Agriculture Awareness Grant from the GVRD Board of Directors (Metro Vancouver), the Regional Planning Committee, and the Agricultural Advisory Committee in support of the “Day at the Farm” (DATF) community event. The project is the 14th year of the Delta Farmland & Wildlife Trust’s Farmland Awareness Campaign.

DATF 2019 took place on September 7 at the Westham Island Herb Farm (WIHF), a third generation, 160-acre family-run farm on Westham Island, Ladner, BC. As DATF is an outdoor event, we were fortunate to have good weather for the event itself and the days leading up to it.

Agricultural, educational and commodity groups were represented at DATF including the Delta Farmers Institute, BC Ministry of Agriculture, Delta Farm Roots School, O.W.L. Orphaned Wildlife Rehabilitation Society, Delta Naturalists, Bird Studies Canada, University of British Columbia and Canada Wildlife Service. Our objective is to include representatives from conservation and research organizations, as well as farming and commodity groups, so that visitors will learn that local agriculture provides many economic and environmental benefits.

Representatives of the Delta Farmers’ Institute and members of the community provide narration and answered questions on the educational hay-wagon farm tours. This year 1,324 people took advantage of the 33 farm tours, it was another record-breaking year with tours beginning at 10 am and ending at 4 pm. Organizers have determined that the farm tours are at or near capacity based on the areas to include and the speed at which the hay wagons can safely travel.

There are many popular elements to DATF that returning visitors look forward to. The “Potato Dig” gives families an opportunity to harvest potatoes that they can take home. For some this is the first time they are see how potatoes grow and learn that more than 50% of the potatoes eaten in BC are grown in Delta. Horse drawn plowing demonstrations show how farming first began in Delta and visitors are able to walk on the fields to meet the horses and chat with the farmers. This year we introduced a new group that teaches horseback riding for children demonstrated a sport known as “horse vaulting”, a type of gymnastics on horseback. The “Kid Zone” offers a variety of child friendly games and activities. The straw bale pit continues to be a major attraction. Children under eight have an opportunity jump, play among the bales, and burn off some energy under the watchful eyes of their parents.

Chef Trevor Randle and students from the BC Agriculture in the Classroom (BCAIC) program produce three different food samples through the day. Dairyland, a BCAIC partner, donates cartons of BC milk to give to children. Local growers donate most of the ingredients used by BCAIC and this year the students worked with potatoes and blueberries donated by farms on Westham Island. The goal of the BC AIC program is to teach people to make great tasting, nutritious food using local ingredients.

Chef Trevor Randle and Chef Karen Barnaby also served as guest judges for both the jam and baking competitions. The number of entries has been increasing every year so we requested additional prizes from the BC Strawberry and BC Blueberry councils and from Goodly Foods who was one of our participants. Vinca's Kitchen, a local business, donate and amazing gift basket as first prize for baking. As always, our judges were challenged and impressed by the number and variety of jams and pies entered. Winners were excited to receive their prizes and several of our contestants had an opportunity to discuss their submissions with the chefs and get tips on how to hone their skills.

We chose to invite young performers for an "open mike" performance rather than a competition this year. We wanted to encourage young performers who might not feel ready to compete but who would benefit from an opportunity to perform on stage in a relaxed setting. We had six performers including a very talented 10-year-old banjo player who really impressed the crowd.

Animals are always an attraction at Day at the Farm. The Westham Island Herb Farm is home to a variety of livestock including cows, goats, donkeys and chickens. O.W.L. brings "ambassador" raptors, birds who have been taken in for care and cannot be returned to the wild due to permanent injury or disability. The smallest animals on display this year were once again the 4-H guinea pigs, which get a lot of attention. The Richmond-Delta 4H Holstein Club continues to be a highlight of DATF. The young farmers and their calves have a large area where visitors can meet them but also did "calf walks" throughout the day. The walks provide an opportunity for the 4-H members to meet visitors who might not want to visit the calf pens.

No farm visit is complete without a display of farm equipment. Local Farmers and collectors provided us with antique tractors, berry and potato harvesters, combines and a variety of antique farm equipment and tools. The Westham Island mini-hay-baler is a huge attraction and many visitors make plans to pick up the small bales when they return to Westham Island for their Halloween pumpkins.

We chose to use the same image as 2018 for our posters and postcards this year. The photo of local farmer Gord Ellis on a tractor is one that resonated with our visitors and we want our advertising to something that people instantly associate with farming. Lead-up to DATF included articles and advertising in local newspapers, advertisements in bus shelters and both advertising and a write up in Experience Delta. Our printed posters and postcards were available at market stalls, Chamber of Commerce events and placed at retail outlets, community centers and libraries in Delta and neighbouring communities. DATF was promoted on facebook and various websites like Kid Approved, Vancity Buzz and Global BC Events. This year we also placed an ad in the Georgia Straight, which has a wide distribution in Vancouver. We were pleased to note an increase in the percentage of visitors who indicated on exit surveys that they reside in Vancouver.

Metro Vancouver was prominently recognized as a donor on the stage banner and on the event schedule that was handed out to all visitors. Metro Vancouver was included in a thank you letter sent to the Delta Optimist for publication following the event was noted as a sponsor during a welcome to visitors, at mid-day and again prior to closing at the end of the day.

Visitors had many opportunities to try food samples from BCAIC and Goodly foods and we had a selection of food trucks on site including a return of Mario's Ice Cream On Wheels. Our food vendors

all had successful days and we were very pleased that everyone was able to serve their foods in compostable materials, as waste reduction is a priority for our DATF organizing team.

An event of this size can only be a success if you have a large team of dedicated volunteers. We had over 75 people playing a role in Day at the Farm, everything from greeting guests at the gates, directing the potato dig, helping with the kids' activities and putting in time to assist with site set up and clean up. A number of businesses provided teams including the Royal Bank team who assisted with the Potato Dig, Men In Kilts with kid's games and parking and the city of Delta who provided Traffic Control Personnel to insure that 4400 visitors were able to safely cross the Westham Island Bridge without causing traffic delays. Day at the Farm would not be possible without the on-going support and commitment of the Ellis family, especially Sharon Ellis, owner/operator of Westham Island Herb Farm. In addition to making their farm available for the event, they invest countless hours in planning, planting and insuring that their farm is safe and inviting for visitors. We are extremely grateful that they continue to support Day at the Farm.

Each year we ask visitors to complete surveys when they attend Day at the Farm. This year we had 126 surveys completed representing 400 visitors. Results from the surveys were as follows:

- Attendance was approximately 4400, slightly below the 2016 record of 4,500.
- Delta residents still top the list of attendees at 66% we were very pleased to have an increase in the number of Vancouver residents. This year almost 14% of survey respondents were from Vancouver, which is an increase from prior years when the percentage was typically 11% - 12%. Richmond, Surrey/White Rock, Maple Ridge and other areas were also noted in surveys.
- 42% attended for the first time and 95% noted that they would want to attend again
- Delta residents still rely strongly on the local paper for event information but facebook and on line sites are gaining and we will continue to focus advertising in these areas.

We are always encouraged when visitors share what they learned on their surveys. Areas people noted learning more about were

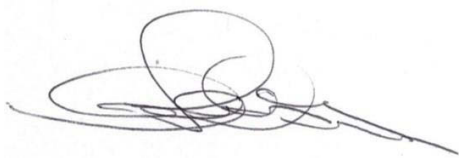
- Birds/waterfowl – 56%
- Chickens – 41%
- Cows - 38%
- Crops – variety and abundance grown in Delta

We always ask visitors for any suggestions they might have for improvement. Not all suggestions are workable but we look at the possibilities. There have been suggestions that the hay wagon farm tours be shortened for children but we have determined that this isn't possible. It would mean creating a second route and adding both equipment and manpower, which unfortunately is not feasible. One thing visitors have requested that we will try to accommodate in 2020 is a water bottle refill station. Overwhelmingly the responses are favourable citing that the event is educational as well as being a fun, family-friendly, outing.

Visitors, Volunteers and participants all had a great Day at the Farm. They enjoyed the event and left with new knowledge about farming and wildlife conservation in Delta, which is the objective of DATF. They also gained new insight in the importance of supporting local agriculture when making buying decisions.

On behalf of Delta Farmland & Wildlife Trust, we would like to thank Metro Vancouver for their continued support of our *"Day at the Farm"* Agriculture Awareness Event.

Sincerely,

A handwritten signature in dark ink, appearing to read 'Valerie Miller', with a large, stylized loop at the end.

Valerie Miller
Office & Event Coordinator