



Metro Vancouver 2040: Shaping Our Future
IMPLEMENTATION GUIDELINE #7

Extension of Regional Sewerage Services

Adopted by the Metro Vancouver
Regional District Board April 28, 2017

Table of Contents

Purpose	3
1 Introduction	3
1.1 <i>Metro 2040</i> Rationale	3
1.2 Roles of Metro Vancouver Boards	5
2 Application Review Criteria and Procedures: Regional Sewerage Service Extension	5
2.1 Initiating an Application	5
2.2 Technical Review of GVS&DD System and Regulatory Implications	5
2.3 <i>Metro 2040</i> Review	6
2.3.1 Exception to Address a Public Health or Environmental Contamination Risk	6
2.3.2 Connection Exception for Limited Development Determined to Have No Significant Impact on <i>Metro 2040</i> Provisions	8
2.4 Sewerage Extension Applications within the <i>Metro 2040</i> Urban Containment Boundary	10
2.5 Applications that are Inconsistent with <i>Metro 2040</i> Provisions.....	10
2.6 Potential Conditions to Support <i>Metro 2040</i> Compatibility	11
3 GVS&DD Board Decision	11
Figure 1 <i>Metro 2040</i> Application Review Process for Municipalities Requesting Extension of GVS&DD Sewerage Services	12

Purpose

The purpose of this document is to describe applicable Metro Vancouver 2040: Shaping our future (*Metro 2040*) provisions and application review criteria and procedures for member municipalities requesting a connection to regional sewerage services for lands with a regional Rural, Agricultural or Conservation and Recreation land use designation.

1 Introduction

Metro Vancouver adopted *Metro Vancouver 2040: Shaping our Future (Metro 2040)*, the regional growth strategy, on July 29, 2011, following acceptance by all affected local governments. *Metro 2040* represents consensus among Metro Vancouver and affected local governments to work collaboratively to meet our collective regional planning goals of creating a compact urban area, supporting a sustainable economy, protecting the environment, responding to climate change impacts, developing complete communities and supporting sustainable transportation choices.

Successful implementation of *Metro 2040* depends on cooperation between Metro Vancouver and affected local governments, and the support of local plans, policies and programs that contribute to the regional planning objectives identified in *Metro 2040*.

Metro Vancouver is responsible for preparing guidelines to assist in implementing *Metro 2040* strategies. This guideline should be read in conjunction with *Metro 2040*, and it does not replace or supersede the content of, or the requirements set out in, the regional growth strategy. This document is one in a series of guidelines supporting *Metro 2040* implementation. *Metro 2040*, related documents and a glossary of terms and references for this guideline can be viewed on the Metro Vancouver website:

<http://www.metrovancouver.org/planning/development/strategy/Pages/default.aspx>

1.1 *Metro 2040* Rationale

A primary goal of *Metro 2040* is urban containment, utilizing the Urban Containment Boundary (UCB) to limit the spread of urban development into lands with a regional Rural, Agricultural or Conservation and Recreation land use designation. The UCB establishes a long-term footprint for future urban development, provides predictability for major investments in utility, road and transit infrastructure, and protects the character and viability of lands with a regional Rural, Agricultural, or Conservation and Recreation land use designation. *Metro 2040* anticipates the area within the UCB has capacity to accommodate projected urban growth to 2041, with the majority of future growth concentrated within Urban Centres and along transit corridors within the UCB.

Urban growth typically depends on access to regional sewerage services. To reinforce the urban containment strategy, *Metro 2040* includes policies to coordinate regional growth and utility planning, and to limit the extension of regional sewerage services into lands with a regional Rural, Agricultural, or Conservation and Recreation land use designation.

Metro 2040 Section 6.8.1, which reflects *Local Government Act* Section 445, prevents the Metro Vancouver Regional District, the Greater Vancouver Water District and the Greater Vancouver Sewerage and Drainage District from providing works and services that are inconsistent with *Metro 2040*.

After the Metro Vancouver Board has adopted the Regional Growth Strategy all bylaws adopted and all works and services undertaken by the Metro Vancouver Regional District, the Greater Vancouver Water District or the Greater Vancouver Sewerage and Drainage District must be consistent with the Regional Growth Strategy. The Greater Vancouver Sewerage and Drainage District and the Greater Vancouver Water District will not directly or indirectly supply, agree to supply, or authorize connections that enable the supply of services to a site that is developed or proposed to be developed after the date of adoption of the Regional Growth Strategy where the nature of that development is, in the sole judgment of the Metro Vancouver Regional District, inconsistent with the provisions of the Regional Growth Strategy.

Metro 2040 Section 1.1 'Contain Urban Development within the Urban Containment Boundary', more specifically establishes Metro Vancouver's role as follows:

- 1.1.1 Direct the Greater Vancouver Sewerage and Drainage District to not allow connections to regional sewerage services to lands with a Rural, Agricultural or Conservation and Recreation regional land use designation. Notwithstanding this general rule, in the exceptional circumstances specified below, the MVRD Board will advise the GVS&DD Board that it may consider such a connection for existing development or for new development where, in the MVRD Board's opinion, that new development is consistent with the underlying regional land use designation, and where the MVRD Board determines either:

- a) that the connection to regional sewerage services is the only reasonable means of preventing or alleviating a public health or environmental contamination risk; or
- b) that the connection to regional sewerage services would have no significant impact on the goals of containing urban development within the Urban Containment Boundary, and protecting lands with a Rural, Agricultural or Conservation and Recreation regional land use designation.

This policy provision is repeated in *Metro 2040* Section 1.3 for lands with a Rural regional land use designation, Section 2.3 for lands with an Agricultural regional land use designation and Section 3.1 for lands with a Conservation and Recreation regional land use designation.

1.2 Roles of Metro Vancouver Boards

The Greater Vancouver Sewerage and Drainage District (GVS&DD) provides members with regional sewerage collection and treatment services. The Metro Vancouver Regional District (MVRD) is responsible for the implementation and administration of *Metro 2040*. The GVS&DD's Board of Directors is distinct from, but has many directors in common with, the MVRD's Board of Directors.

Connections to regional sewerage services are only provided within the GVS&DD's legally defined Sewerage areas. Prior to the adoption of *Metro 2040*, an application for an expansion of the Sewerage Area required only GVS&DD Board approval. Following adoption of *Metro 2040*, the GVS&DD is not permitted to provide services if the MVRD Board determines such services are inconsistent with *Metro 2040* provisions. *Metro 2040* Section 6.8.1 establishes that the MVRD Board must determine whether a proposed sewerage extension or connection is consistent with *Metro 2040* prior to the GVS&DD Board's final decision on an application.

2 Application Review Criteria and Procedures: Regional Sewerage Service Extension

The process for municipalities applying to connect to regional sewerage services for lands with a Rural, Agricultural, or Conservation and Recreation regional land use designation is described in this section and summarized in Figure 1.

2.1 Initiating an Application

Applications for connection to regional sewerage services must be initiated by a resolution of the respective municipal Council. It is expected that the municipality's application will include appropriate documentation addressing *Metro 2040* provisions and guidelines as appropriate for the specific application. It is recommended that municipal staff consider these guidelines and contact Metro Vancouver staff before seeking a Council resolution and submitting an application. It is important that each municipality ensure the project proponent is fully aware of Metro Vancouver policies and procedures, and understands the appropriate documentation to be included with the application.

2.2 Technical Review of GVS&DD System and Regulatory Implications

Upon receipt of an application, Metro Vancouver Liquid Waste staff will prepare an initial technical review of the application to assess service capacity, service levels and financial implications for the GVS&DD system, and compliance with applicable Acts and Bylaws. If it is determined that there are GVS&DD system or regulatory implications the application may be denied by the GVS&DD Board. If there are no such GVS&DD implications, the application would be forwarded to Metro Vancouver Regional Planning staff to assess consistency with *Metro 2040*.

2.3 *Metro 2040* Review

Metro Vancouver staff will assess the existing or proposed development and the merits and potential implications of regional sewerage service extension in regard to *Metro 2040* goals and strategies. The primary policies will include, but not be limited to, *Metro 2040* Land Use Designations, Strategy 1.1 *Contain urban development within the Urban Containment Boundary*; Strategy 1.3 *Protect Rural areas from urban development*; Strategy 2.3 *Protect the supply of Agricultural land and promote agricultural viability*; and, Strategy 3.1 *Protect Conservation and Recreation lands*. *Metro 2040* Section 6.9 provides additional provisions for approved sewerage connections for lands with a Rural, Agricultural or Conservation and Recreation regional land use designation.

On-site systems are the primary method of sewage treatment for lands with a Rural, Agricultural or Conservation and Recreation regional land use designation. *Metro 2040* anticipates that on-site systems will continue to be the primary method of sewage treatment for these lands. However, *Metro 2040* recognizes exceptional circumstances in which regional sewerage service may be extended into lands with a Rural, Agricultural or Conservation and Recreation regional land use designation. Sections 2.3.1 and 2.3.2 of this guideline describe how applications will be categorized and assessed in relation to these exceptions. Even if an application falls within one of the exceptions described in sections 2.3.1 or 2.3.2 the MVRD Board may nevertheless determine that the extension of regional sewerage service is inconsistent with other relevant *Metro 2040* provisions and deny the application.

2.3.1 Exception to Address a Public Health or Environmental Contamination Risk

In accordance with *Metro 2040* Sections 1.3.1(a), 2.3.1(a) and 3.1.1(a), exceptions will be considered to ensure there is appropriate sanitary sewer treatment available to avoid the risk of public health or environmental contamination. Exceptions are applicable for existing development, or new development that, in the MVRD Board's opinion, is consistent with *Metro 2040* provisions, where an on-site sewer treatment system constructed and maintained in accordance with applicable Provincial regulations would not be reasonable. For cases where the daily sewage flow is less than 22,700 litres/day, the *Public Health Act* and *Sewerage System Regulation* include provisions for on-site wastewater disposal and the criteria for defining a related public health hazard. For larger developments where the daily sewage flow is greater than 22,700 litres/day, the *Environmental Management Act* and *Municipal Wastewater Regulation* include the provisions and criteria to determine an environmental risk.

Subject to the provisions of applicable provincial regulations, the applicant would qualify for consideration of a *Metro 2040* exception by providing an Environmental Impact Report, prepared and certified by a qualified professional, establishing that an on-site sewerage treatment system constructed and maintained in accordance with applicable regulations would not be feasible. The application must also include a letter signed by the designated authority responsible for the administration of the applicable *Sewerage System Regulation* or *Municipal Wastewater Regulation*, concurring with the exception rationale contained in the *Environmental Impact Report*.

The report must include the following information:

- a) the existing use of the property, the structures proposed for connection and any anticipated changes to the use or structures on the property;
- b) the circumstances inhibiting the feasible installation, maintenance or repair of an on-site sewerage system in accordance with the *Public Health Act* and *Sewerage System Regulation* or *Environmental Management Act* and *Municipal Wastewater Regulation*. Such circumstances typically relate to site constraints such as soils, natural features, site configuration, flow capacity that would inhibit an on-site system or prohibitive construction or maintenance costs of an on-site treatment system;
- c) the nature of the public health or environmental risk on or adjacent to the site;
- d) the location of the existing regional or municipal sewer pipes proposed for connection and the proposed routing of the new sewer pipes required for connection to the subject site. Consideration will include the potential for extended sewerage infrastructure to prompt additional demands for connection to regional sewerage services. Proximity to an existing sewer main does not alone establish rationale for a sewerage connection;
- e) the site plan showing the proposed GVS&DD sewerage boundary footprint containing only the structure(s) to be connected within the property;
- f) the servicing plan showing that the works are designed to accommodate a flow capacity no greater than the capacity necessary to service the specified structures and activity located within the proposed GVS&DD Sewerage Area footprint; and

- g) the applicant and property owner acknowledge that Metro Vancouver consideration for exemption is specific to the information contained in the application, and that any works to extend the capacity for collection of liquid waste generated outside of the GVS&DD sewerage boundary footprint, within or outside of the subject property, will require a new sewerage extension application to the GVS&DD.

If the proposed connection is within the Agricultural Land Reserve, Metro Vancouver will consult the Agricultural Land Commission to determine whether the extension of sewerage infrastructure and the service connection are acceptable to the Commission.

All submitted documentation will be reviewed and assessed by Metro Vancouver staff, and is subject to consideration by the MVRD Board and the GVS&DD Board. The MVRD Board will evaluate the *Metro 2040* sewerage extension exemption based on the feasibility rationale provided in the application¹, and whether the potential impacts of service extension on *Metro 2040* provisions can be sufficiently addressed. Potential *Metro 2040* impacts include, but are not limited to, the development potential of the subject site and the potential for the extension of sewerage infrastructure to trigger additional service connection applications and land use speculation. The applicant/property owner and the respective municipality must be prepared to accept that a restrictive covenant be registered on the property specifying that access to regional sewerage services is provided subject to agreed upon conditions.

If the MVRD Board concurs that it is not reasonable to construct and maintain an on-site sewerage treatment system to alleviate public health or environmental contamination risk, and determines that the potential impacts of service extension on *Metro 2040* provisions can be sufficiently addressed, the MVRD Board may resolve to accept a limited

¹ Following review of the Environmental Impact Report, Metro Vancouver may request additional information be provided to support feasibility rationale, or Metro Vancouver may retain the services of a Qualified Professional, at the applicant's expense, to prepare a supplemental verification report.

extension of regional sewerage services into lands with a Rural, Agricultural or Conservation and Recreation regional land use designation.

2.3.2 Connection Exception for Limited Development Determined to Have No Significant Impact on *Metro 2040* Provisions

"No significant impact" is a term applied to regional sewerage service extensions or connections that do not conflict with the intent or implementation of *Metro 2040* Goal 1 urban containment provisions or related *Metro 2040* land use designations, goals and strategies. The intent of this exception is to recognize there may be particular circumstances where a service connection is practical and there are no significant *Metro 2040* implications.

The MVRD Board's review of the application will consider the following evaluation criteria in determining whether an application is considered "not significant" under *Metro 2040* provisions 1.1.1(b), 1.3.1(b), 2.3.1(b), or 3.1.1(b):

- a) the nature of development, existing or proposed, does not conflict with, or negatively impact, *Metro 2040* Goal 1 urban containment provisions or related regional land use designations, goals and strategies;
- b) extension of GVS&DD sewage services is provided to a single, non-strata, property, with service access to be contained within a specified GVS&DD sewerage boundary footprint comprising the structures proposed for sewerage connection within that property;
- c) the service connection is designed to accommodate a sewage flow capacity no greater than the capacity necessary to service the existing structures and activity located within the specified GVS&DD Sewerage Area footprint on the date of approval; and
- d) the distance and routing of extended sewerage infrastructure to the subject property is proximate

and located such that there is limited potential for prompting additional regional sewerage connection requests in the surrounding area. Proximity to an existing sewer main does not alone establish rationale for a sewerage connection.

To be considered under this exception, applications must include documentation specifying:

- a) the existing use of the property, the structures proposed for connection and any anticipated changes to the use or structures on the property;
- b) the rationale for connecting to the GVS&DD sewage treatment system versus an on-site sewage treatment system;
- c) the location of the existing GVS&DD or municipal sewer pipes and the proposed routing of the new sewer pipes required for connection to the subject site;
- d) the site plan showing the proposed GVS&DD sewerage boundary footprint containing only the structure(s) to be connected within the property;
- e) the servicing plan indicating the connection is designed to accommodate a flow capacity no greater than the capacity necessary to service the specified structures and activity to be located within the proposed GVS&DD Sewerage Area footprint; and
- f) the applicant and property owner acknowledge that Metro Vancouver consideration for exemption is specific to the information contained in the application, and that any works to extend capacity for collection of liquid waste generated outside of the GVS&DD sewerage boundary footprint, within or outside of the subject property, will require a new sewerage extension application to the GVS&DD.

The MVRD Board will evaluate the *Metro 2040* sewerage extension exemption based a Metro Vancouver staff assessment of the potential impacts of service extension on *Metro 2040* provisions and whether any potential impacts are sufficiently addressed. Potential *Metro 2040* impacts include, but are not limited to, the development potential of the subject site and the potential for the extension of sewerage infrastructure to trigger additional service connection applications and land use speculation. The applicant/property owner and the respective municipality must be prepared to accept a restrictive covenant be registered on the property specifying that access to regional sewerage services is provided subject to agreed upon conditions.

If the MVRD Board concurs that the service extension has no significant impact on *Metro 2040* provisions, the MVRD Board may resolve to accept a limited extension of regional sewerage services into lands with a Rural, Agricultural or Conservation and Recreation regional land use designation.

2.4 Sewerage Extension Applications within the *Metro 2040* Urban Containment Boundary

There may be locations on lands with a General Urban, Industrial or Mixed Employment regional land use designation that are not included within the GVS&DD sewerage area. As these locations are intended for forms of development that require access to sewerage services, *Metro 2040* Section 6.8.2 states that such locations would be eligible for sewerage services provided that the proposed development complies with applicable policies for those designations.

Application to the GVS&DD Board is required for sewerage extension approvals in these areas. Each application will initially be reviewed by the MVRD Board to determine compliance with applicable *Metro 2040* policies. If consistent with *Metro 2040*, the application would then proceed to the GVS&DD Board for consideration of approval. If not consistent with *Metro 2040*, the MVRD Board would direct the GVS&DD Board to deny the application (see Section 2.5 below).

2.5 Applications that are Inconsistent with *Metro 2040* Provisions

Any sewerage extension application, including applications that meet the exception criteria described in sections 2.3.1, may nevertheless be determined by the MVRD Board to be inconsistent with the broader provisions of *Metro 2040*, as referenced under *Metro 2040* Section 6.8.1. Determining inconsistency with *Metro 2040* provisions will include, but not be limited to, consideration of the following:

- whether the extension is intended to service new development that is inconsistent with the intent of the existing *Metro 2040* Land Use Designation or applicable *Metro 2040* Goal, Strategy or Action;
- whether the extension of new sewerage infrastructure connecting to the subject site would create opportunity and additional pressures for further extension of regional sewerage services in the surrounding Rural, Agricultural or Conservation and Recreation regional land use designations in a manner that may compromise *Metro 2040* urban containment provisions or the intent of those land use designations.

Where the MVRD Board determines that the nature of development (including the extension of municipal infrastructure providing access to GVS&DD works and services) proposed in the subject application is inconsistent with *Metro 2040* provisions, the MVRD Board would direct the GVS&DD to deny the application.

2.6 Potential Conditions to Support *Metro 2040* Compatibility

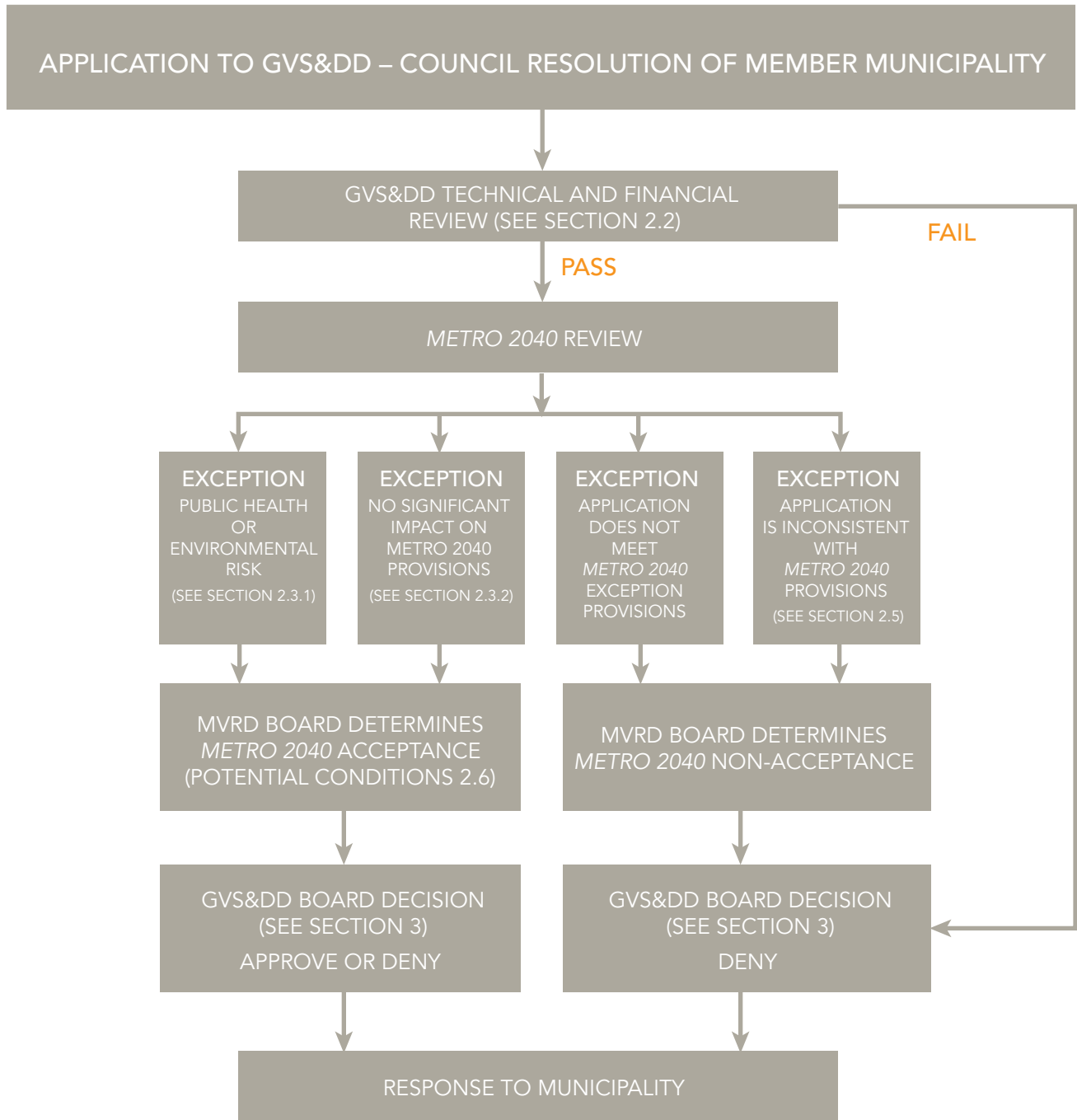
The MVRD Board may additionally determine that the application proceed with conditions. Conditions will be determined on a case by case basis and may include, but are not limited to, the following:

- the extension of regional sewerage services is limited by a restrictive covenant registered on the property specifying that sewerage services are provided only within a specified boundary and only for specified land use / structures. In such cases, the municipality must reapply to the GVS&DD for a sewerage extension for any proposed change in the specified boundary, or any change in the land use or development within that boundary as specified by the restrictive covenant.

3 GVS&DD Board Decision

All MVRD Board resolutions pertaining to an application to extend GVS&DD sewerage services will be sent to the GVS&DD Board for final decision. In the cases where the MVRD Board has resolved that an application is not acceptable under *Metro 2040*, the GVS&DD Board is bound by that resolution and must not approve the extension of regional services. In the cases where the MVRD Board has resolved that an application is acceptable under *Metro 2040*, the GVS&DD Board has sole discretion either to approve or deny the application.

FIGURE 1 METRO 2040 APPLICATION REVIEW PROCESS FOR MUNICIPALITIES REQUESTING EXTENSION OF GVS&DD SEWERAGE SERVICES



Please note:

1. It is strongly advised that municipal staff consult Metro Vancouver staff prior to formally submitting an application.
2. See Section 2.4 for applications to extend the GVS&DD Sewerage Area boundaries located within the Metro 2040 Urban Containment Boundary.

