
To: Regional Planning Committee

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

Date: September 18, 2018 Meeting Date: October 5, 2018

Subject: **Metro Vancouver 2040: Shaping our Future - 2017 Annual Performance Monitoring Report**

RECOMMENDATION

That the MVRD Board receive for information the report dated September 18, 2018, titled “Metro Vancouver 2040: Shaping our Future - 2017 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.

PURPOSE

To provide the Regional Planning Committee and MVRD Board the 2017 annual performance monitoring report of 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 of the regional growth strategy, from plan adoption in 2011 to mid-year 2017, 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 of *Metro 2040* is required by Section 452(1)(b) of the *Local Government Act* and *Metro 2040* Section 6.13.3, both of which require the preparation of an annual report on the regional growth strategy’s progress. 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.

METRO 2040 PERFORMANCE MONITORING

Metro Vancouver recognizes the important role performance monitoring plays in the implementation of the regional growth strategy 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.

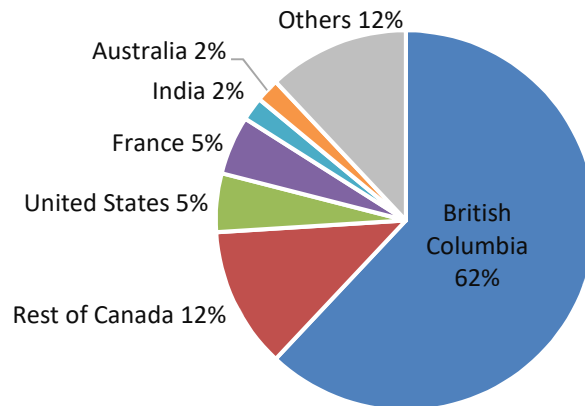
Performance Monitoring Dashboard

To better convey the status of *Metro 2040* performance measures and associated information in a clear and easy to understand way, a *Metro 2040* Performance Monitoring Dashboard was established. 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 dashboard can be viewed at <http://www.metrovancouver.org/metro2040>.

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 6,070 unique users locally and internationally (Figure 1). Utilization of the dashboard has remained strong and consistent with an average 470 users per month over the past year.

Figure 1. Geographical Location of *Metro 2040* Dashboard Users May 15, 2017 to September 12, 2018



***Metro 2040* Performance Measures**

On July 28, 2017, the MVRD Board adopted Bylaw Amendment No. 1243, to incorporate improved performance monitoring provisions in Section G of *Metro 2040*. The revised performance monitoring program establishes a set of 15 Key Summary Measures and a range of supporting Context Measures, Strategy Performance Measures, and Participation Measures.

- *Key Summary Measures* provide an overview of how well *Metro 2040* Goals and Strategies are being achieved (i.e. growth within Urban Containment Boundary).
- *Context Measures* describe broader trends to help make sense of other measures in the broader planning context (i.e. overall population growth).
- *Strategy Performance Measures* provide more detail on achievement of specific strategies and policy actions (i.e. 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 (i.e. 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*”.

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

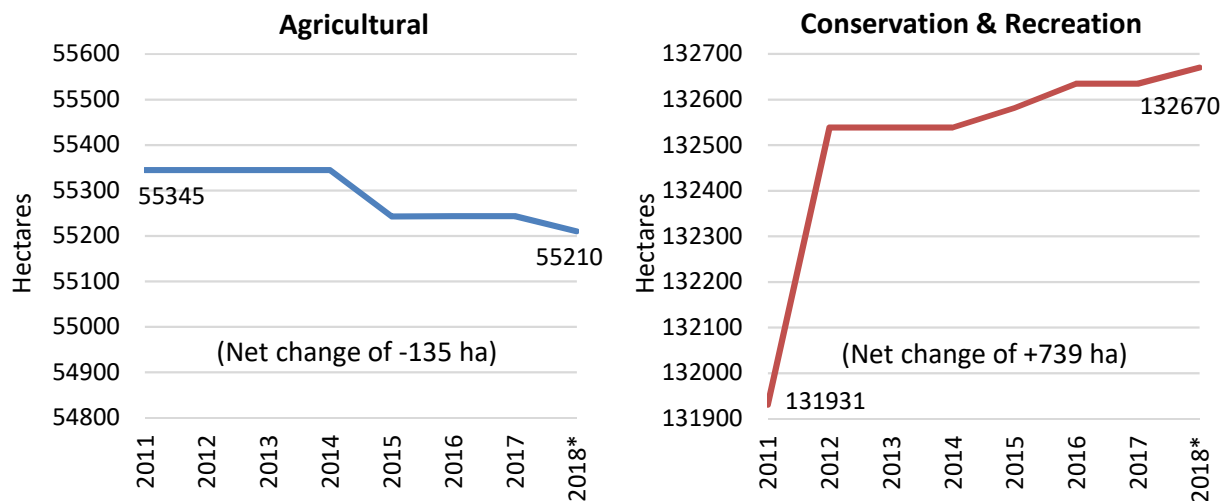
Metro 2040 establishes parcel based regional land use designations, an Urban Containment Boundary, and defines Urban Centres and Frequent Transit Development Areas to provide a spatial

framework to guide future land use 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 Measure: Total and cumulative change in hectares of land in each of the six regional land use designations

Since the adoption of *Metro 2040*, 1,006 hectares of land have been re-designated through *Metro 2040* amendments or accepted Regional Context Statements. Figure 2 illustrates the annual land area changes of each regional land use designation from adoption to August 2018, 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 be fewer land use designation changes going forward.

Figure 2. Land Area Changes by Regional Land Use Designation 2011



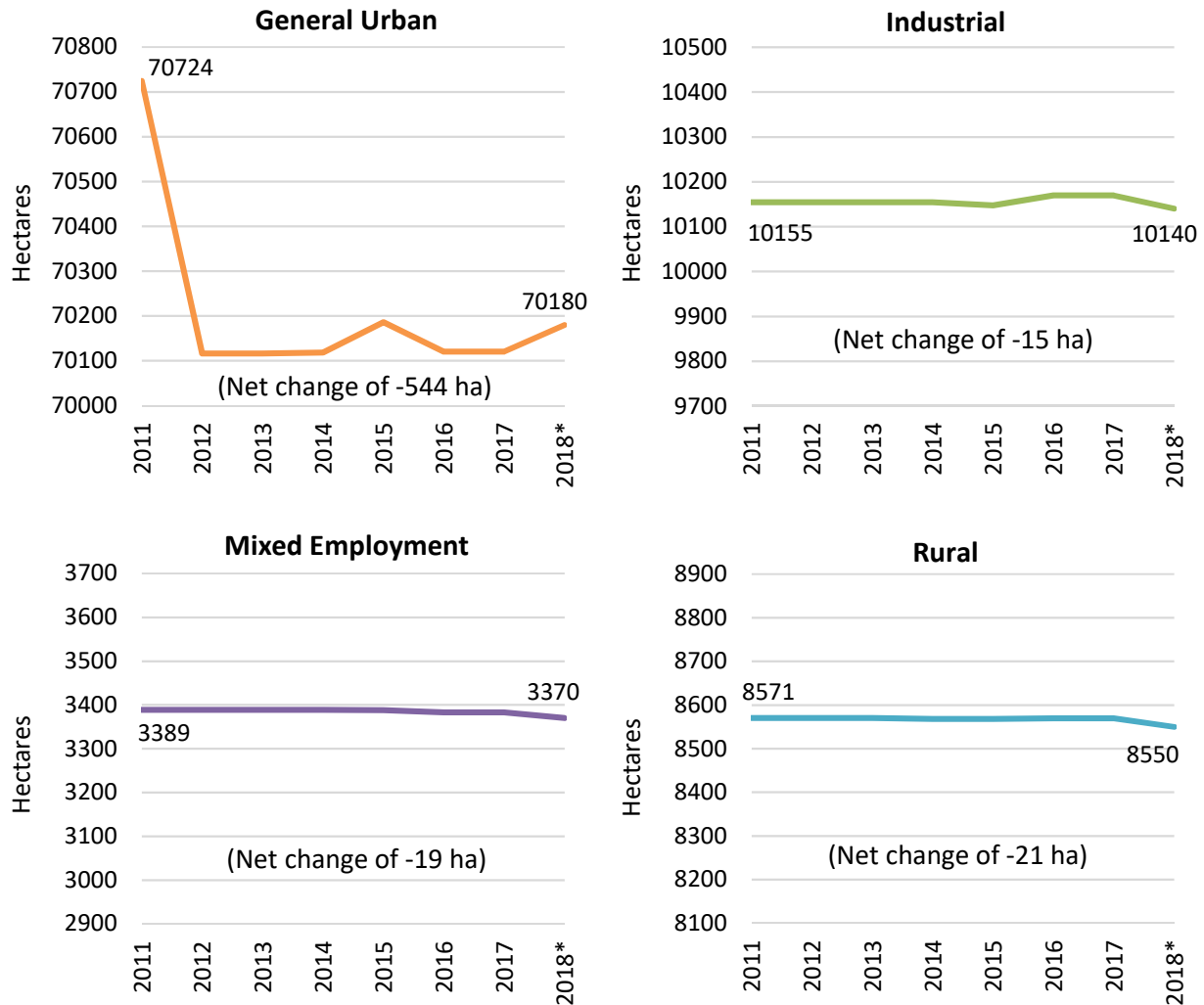


Figure 2 reporting period is mid-year to mid-year. *Capture land use designation changes up to August 2018.

Table 1 shows the cumulative change in regional land use amendments from one land use designation to another from July 2011 to August 2018. 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, 43 hectares of land has been re-designated to Agricultural from other land use designations (i.e. 30 hectares from Conservation & Recreation, 8 hectares from Rural, and 4 hectares from General Urban). Table 1 illustrates the dynamics amongst 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 2018 has been minimal.

Table 1. Cumulative Changes in Regional Land Use Designation Amendments 2011 to August 2018

		Amended To						
		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		35.37		12.3		14.7	62.37
	Mixed Employment						47.2	47.2
	Rural	8.2		13.5	4.2		2	27.9
	General Urban	4.5	666.6	26.1	11.9	0.9		710
	Total	12.7	744.67	47.6	28.4	7.4	165.6	1006.37

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 2. Cumulative Changes in Regional Land Use Designation Proportion 2011 to August 2018

	Proportion of Overall Land Area in 2011	Proportion of Overall Land Area as of August 2018
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%
Total	100%	100%

Key Summary Measure: Total and cumulative change in hectares of land in 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 2018, the UCB contains 90,500 hectares, or 32.31% of the regional land area. There has been no change to the UCB over the past year (from April 2017 to August 2018).

Key Summary Measure: 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. Through 2011 to 2018, 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.

Key Summary Measure: 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 major transit corridors. In 2013, the first 5 FTDAs were introduced to *Metro 2040* through

Regional Context Statements. The number of FTDA's increased to 8 in 2014, 12 in 2015, and 13 in 2016. With the acceptance of the City of New Westminster's updated Regional Context Statement in 2017, 3 new FTDA's were added to *Metro 2040*. As of August 2018, there are a total of 16 FTDA's.

METRO 2040 GOAL 1: CREATE A COMPACT URBAN AREA

Metro 2040 residential growth strategy is to contain urban growth within the UCB and to strategically focus higher concentrations of growth within Urban Centres and major transit corridor locations.

Supplementary Measure: Net change in number of hectares of remaining General Urban areas

Over the past 20 years, about 80% of urban residential growth has been by way of intensification of the developed urban base and 20% occurred by way of rural lands being utilized for the development of new urban communities. While there are geographic constraints on land supply in Metro Vancouver, there is a remaining capacity of 6,000 gross hectares (4,000 to 5,000 net hectares) of land within in the UCB that is planned for future urban residential communities. At the time of adoption of *Metro 2040* in 2011, the baseline for the "Remaining Urban Lands" was approximately 7,850 hectares. Over the past 6 years, about 740 hectares of Remaining Urban Lands were developed with annual average of 120 hectares.

Table 3 outlines the distribution of Remaining Urban Lands in the region. Primarily in Langley Township, Surrey, Maple Ridge, and Coquitlam, these areas are expected to accommodate about 20% of the region's new urban residential growth through to the early 2030s.

Table 3. Distribution of Remaining General Urban 2017

	Remaining Urban Lands (hectares)	Share of Total
Langley Township	1910	32%
Surrey	1850	31%
Maple Ridge	1330	22%
Coquitlam	680	11%
Tsawwassen First Nation	120	2%
Delta	70	1%
Port Moody	50	1%
West Vancouver	1320	0%*
Total	7330	100%

Note: Numbers rounded to the nearest ten. *Due to topographical constraints, the remaining General Urban land in West Vancouver has limited development potential and was not allocated a percentage.

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 Measure: Hectares of land inventoried as a sensitive or modified ecosystem

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.

Table 4. Sensitive and Modified Ecosystem Loss for the Region and Regional Core

	Sensitive Ecosystems		Modified Ecosystem		Total	
	Original SEI (hectares)	Loss in 5 Yrs (hectares)	Original SEI (hectares)	Loss in 5 Yrs (hectares)	Original SEI (hectares)	Loss in 5 Yrs (hectares)
Region	150,435	661	28,237	979	178,672	1,640
Regional Core*	24,958	426	10,038	764	34,996	1,190

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

The SEI was conducted according to Provincial standards for mapping ecologically significant ‘Sensitive Ecosystems’, including wetlands, older forests and woodlands. In addition, ‘Modified Ecosystems’ such as old fields and young forest were also mapped. Modified Ecosystems are younger and more human-modified but still have ecological value and importance to biodiversity. At both the region and regional core scale, losses for the 5-year period were highest for mature forest, young forest, old field, wetlands, and riparian ecosystems. A detailed data breakdown of the original land area and hectares loss for each ecosystem type is available on the *Metro 2040* Performance Monitoring Dashboard.

Overall, the total loss of sensitive and modified ecosystem over the last 5 years was 1,640 hectares (0.9%) for the region, and 1,190 hectares (3.4%) within the regional core (see Table 4). Metro Vancouver will continue to update the SEI over time and monitor changes to our region’s most ecologically important areas.

Key Summary Measure: Tonnes and percent 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 greenhouse gas emissions, and improves air quality. Metro Vancouver’s Board has adopted ambitious targets of a 33% reduction in regional greenhouse gas emissions by 2020 and an 80% reduction by 2050, compared to the 2007 baseline of 16.7 million tonnes.

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 Lower Fraser Valley Air Emissions Inventory and Forecast report was published in March 2018. The inventory reports on historical emission trends over the past 20 years and provides a forecast of projected future emissions. The emission inventory reports 14.7 million tonnes of regional greenhouse gas emissions in 2015, a 12% reduction from the 2007 baseline. Although this is a significant reduction in greenhouse gas emissions, it is unlikely that the 2020 target of a 33% reduction will be met. Significant action by all levels of government will be needed to meet the 2050 target.

Metro Vancouver’s *Climate 2050* strategy will develop roadmaps for key issue areas that outline regional and corporate goals, strategies, actions, and performance metrics. Although all *Climate 2050*

roadmaps are relevant to *Metro 2040*, the Transportation, Buildings, and Land Use and Growth Management roadmaps 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: Percent of hours with the Air Quality Health Index in the low health risk categories

In 2016, the region’s air quality was in the Air Quality Health Index’s “low health risk” category 99% of the time. In 2017, the same measure decreased to 93%. The region’s air quality was significantly impacted by intense wildfire activity outside the region in 2015 and 2017, and again this year. 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* regional climate action strategy, and with the forthcoming update to the *Integrated Air Quality and Greenhouse Gas Management Plan*.

Key Summary Measure: Walkability

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

The analysis of the data for both of the recently completed studies is ongoing. Once completed, the findings will be used as a key summary performance measure to evaluate and communicate the social and financial benefits of implementing *Metro 2040*’s vision of complete, walkable communities with good access to parks, greenspace, and transit.

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. This transit-oriented pattern of growth helps to support the safe and efficient movement of vehicles for passengers, goods and services.

Context Measure: Collision statistics including fatalities and injuries for the region as made available by ICBC

From 2011 to 2015, the regional annual average is 78 incidents of collision that led to fatality and 35,200 incidents of collision that led to injury (see Figures 3 and 4). Collision incidents that resulted in property damage only has been omitted from the dataset. Over the 5-year period, regional totals for fatal incidents fluctuated from year to year, and has overall increase of 33% in 5 years. For injury incidents, the average annual increase is approximately 4%, and has an overall increase of 15% in 5

years. Collision statistics are only available up to 2015 as ICBC is implementing a system change. Once the data transition is completed, new collision statistics at the regional and municipal levels will be updated and reported regularly.

Figure 3. Fatal Incident Collision Data by Municipality 2011 to 2015

	2011	2012	2013	2014	2015	5-Yr Avg
Burnaby	6	4	9	10	9	8
Coquitlam	2	3	4	3	2	3
Delta	3	3	3	3	7	4
Langley (City & Township)	10	5	8	10	10	9
Maple Ridge	4	4	6	1	10	5
New Westminster	1	1	4	5	1	2
North Vancouver (City & District)	0	2	3	3	2	2
Pitt Meadows	0	0	1	2	3	1
Port Coquitlam	1	0	2	1	2	1
Port Moody	0	0	0	3	1	1
Richmond	6	4	10	7	6	7
Surrey	19	16	18	15	20	18
Vancouver	15	17	19	15	16	16
West Vancouver	1	3	1	0	4	2
White Rock	2	0	0	1	0	1
Total	70	62	88	79	93	78

Figure 4. Injury Incident Collision Data by Municipality 2011 to 2015

	2011	2012	2013	2014	2015	5-Yr Avg
Burnaby	3,559	3,619	3,808	3,696	3,805	3,697
Coquitlam	1,900	1,917	1,810	1,834	1,886	1,869
Delta	1,329	1,440	1,457	1,460	1,569	1,451
Langley (City & Township)	1,976	2,186	2,283	2,300	2,291	2,207
Maple Ridge	742	858	880	906	961	869
New Westminster	959	1,021	1,132	1,096	1,176	1,077
North Vancouver (City & District)	1,246	1,394	1,428	1,403	1,550	1,404
Pitt Meadows	229	211	202	258	250	230
Port Coquitlam	628	668	731	878	872	755
Port Moody	272	252	270	243	218	251
Richmond	2,401	2,502	2,614	2,802	2,918	2,647
Surrey	7,320	7,917	7,955	8,183	8,724	8,020
Vancouver	9,562	9,931	10,141	10,537	10,860	10,206
West Vancouver**	419	423	426	408	427	421
White Rock	84	93	96	110	89	94
Total	32,626	34,432	35,233	36,114	37,596	35,200

Figure 3 & 4 source: ICBC's Corporate Data Warehouse and Enterprise Data Warehouse

Note: Annual total from January to December. Crash data for Anmore, Belcarra, and Lions Bay were not available. ICBC implemented a new claims system and has changed the way crash and auto crime data is collected and reported. Data from 2013 or earlier may not be directly comparable to 2014 data and onwards.

METRO 2040 AMENDMENTS JULY 2017 TO AUGUST 2018

Since July 2017, there have been two amendments to *Metro 2040*:

- Bylaw 1246, 2017 – Incorporates land use designations and overlay map revisions stemming from three MVRD Board accepted RCS amendments (Township of Langley, City of North Vancouver, and City of Surrey);
- Bylaw 1259, 2018 – Land use designation amendment for the Flavelle Mill Site in the City of Port Moody, from Industrial to General Urban for 12.7 hectares, and the removal of the Special Study Area overlay.

REGIONAL CONTEXT STATEMENT AMENDMENTS ACCEPTED JULY 2017 TO AUGUST 2018

Per the *Local Government Act* Section 446(2), within the first two years following adoption of a regional growth strategy, member municipalities are required to submit a Regional Context Statement (RCS) that clearly lays out how local plans and aspirations as expressed in Official Community Plans align with the regional objectives laid out in *Metro 2040*. By August 2018, all required RCSs had been accepted by the MVRD Board.

Pursuant to the *Local Government Act* Section 448(1)(c), 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 July 2017 to August 2018, the MVRD Board received no re-submission of RCS for its continued acceptance, and accepted three amended Regional Context Statements:

- City of White Rock, July 28, 2017 – amendment to reflect OCP review and amendments;
- City of New Westminster, September 22, 2017 – addition of three new FTDAs, and a total of 33.87 hectares converted from Industrial to Conservation & Recreation;
- District of West Vancouver, June 22, 2018 – amendment to reflect OCP review and amendments.

ALTERNATIVES

1. That the MVRD Board receive for information the report dated September 18, 2018, titled “Metro Vancouver 2040: Shaping our Future - 2017 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 18, 2018 titled, “Metro Vancouver 2040: Shaping our Future – 2017 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. A separate report, as required under Metro Vancouver’s Regional Growth Strategy Procedures Bylaw No.1148, 2011, addressing staffing and other costs related to *Metro 2040* implementation, was provided to the Regional Planning Committee at its meeting on September 7, 2018 under a separate report dated August 13, 2018, titled “*Metro Vancouver 2040: Shaping our Future – 2017 Procedural Report*”.

SUMMARY / CONCLUSION

The *Local Government Act* and *Metro 2040* require the preparation of an annual report on the regional growth strategy’s progress. The 2017 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 detailed data breakdown is available on the Metro Vancouver website, *Metro 2040* Performance Monitoring Dashboard. Recognizing the important role performance monitoring plays in the implementation of regional growth strategy and collective decision-making, Metro Vancouver will continue to provide regular updates on the dashboard as data becomes available. Staff recommends Alternative 1.