

Refers Item No. 1  
Public Hearing of June 11, 2013

## MEMORANDUM

June 10, 2013

TO: Mayor and Council

CC: Penny Ballem, City Manager  
Sadhu Johnston, Deputy City Manager  
Janice MacKenzie, City Clerk  
Brian Jackson, General Manager, Planning and Development Services  
Peter Judd, General Manager, Engineering Services  
Francie Connell, Director, Legal Services  
Kent Munro, Assistant Director, Current Planning

FROM: Jane Pickering, Deputy Director, City-wide and Regional Planning

SUBJECT: Regional Context Statement

The City of Vancouver Regional Context Statement Development Plan is under consideration at this Public Hearing for adoption as an Official Development Plan. This memorandum provides a summary of comments received to date and recommends amendments to the Regional Context Statement in response to comments received from the Metro Vancouver Board.

City of Vancouver staff have met with Metro Vancouver staff to discuss the Metro Vancouver Board comments and how best to incorporate the recommended amendments. In general, the proposed amendments can be described as minor changes, which provide more clarification for the region. No substantive changes are being proposed at this time.

The proposed amendments are listed in the order that they appear in the Regional Context Statement. The first ten amendments address the Metro Vancouver Board comments. The purpose of the final amendment is to correct an oversight in one of the policy responses.

## **COMMENTS ON THE REGIONAL CONTEXT STATEMENT**

Comments on the Regional Context Statement Development Plan were formally requested from the Metro Vancouver Board and the Vancouver School Board. TransLink was requested to comment via a referral from Metro Vancouver. Referrals were also sent to the Agricultural Land Commission, City of Richmond, City of Burnaby, University of British Columbia, University Endowment Lands, Tsleil-Waututh Nation, Musqueam Nation, and Squamish Nation. Comments received from the above organizations are provided in the attachment to this memorandum.

Comments were also received at a public open house and from an online comment form. These comments, along with comments sent directly to the City Clerk, will be included as attachments to the public hearing agenda.

### **Metro Vancouver Board**

Overall, the Metro Vancouver Board comments are supportive and indicate that the City of Vancouver Regional Context Statement is “generally consistent” with the actions in the Regional Growth Strategy. In an attachment to the Metro Board report, Metro Vancouver staff suggested some changes to the Regional Context Statement to improve clarity and to indicate that the City of Vancouver will work towards developing policies that more closely align with specific actions in the Regional Growth Strategy. These changes are discussed in the recommendation below.

### **Vancouver School Board**

Vancouver School Board comments are also supportive, particularly with respect to the policies to develop complete communities. The VSB also looks forward to continuing the collaborative planning relationship with the City of Vancouver.

### **TransLink**

TransLink comments focus on policies for Frequent Transit Development Areas and are highly supportive of the policies referenced in the Regional Context Statement. TransLink suggested the insertion of additional language related to the expansion of FTDA boundaries. The Regional Context Statement already indicates that FTDA boundaries will be reviewed as part of future planning work, and no further changes are recommended. Suggested changes regarding actions 1.2.6 and 2.1.4 are addressed as part of the recommended changes in response to the Metro Vancouver comments. The remaining suggested changes have been noted and will be considered in future work programs.

### **City of Richmond**

City of Richmond staff commented that the Regional Context Statement complements the City of Richmond Official Community Plan and Regional Context Statement.

### **Open House and Online Survey**

The City of Vancouver published a web page to provide information about the Regional Context Statement and hosted a public open house on May 16. A total of 15 comments were received at the open house or from the online survey. Key issues identified in those comments include: the amount of public consultation; the role of Metro Vancouver and TransLink in land use decisions; and the growth projections. As the comments tended to be general in nature, no changes to the Regional Context Statement are being proposed in response to these comments.

**RECOMMENDATION**

THAT the Regional Context Statement Development Plan be amended as follows:

**1. Municipal Growth Projections**

In section 1.1.3 b), on page 9, insert the following paragraph before Table 1. Total Population, Dwelling Unit and Employment Projections:

“Growth projections may be revised as additional information becomes available. The City of Vancouver will continue to work with Metro Vancouver to ensure that growth projections reflect the latest available data and trends.”

**Discussion:** The growth projections in the Regional Growth Strategy are based on 2006 Census data. As more recent Census data and growth trends are made available, the regional growth projections may be revised. Table A.1, in the Regional Growth Strategy, will also be revised to reflect municipal growth projections included in individual Regional Context Statements. Some adjustments may be necessary to ensure that municipal projections align with regional totals. This amendment acknowledges that growth projections may be revised from time to time.

**2. Urban Centre and FTDA Growth Projections**

In section 1.2.6 a), on page 11, delete Table 2 and insert the following table in its place:

**Table 2. Dwelling Unit and Employment Projections for Urban Centres and Frequent Transit Development Areas**

<b>Dwelling Units</b>	<b>2006</b>	<b>2021</b>	<b>2031</b>	<b>2041</b>	<b>Growth 2006-2041</b>
Metro Core	94,100	117,400	128,600	139,800	45,700
Oakridge Town Centre	500	2,300	3,200	4,100	3,600
Cambie Corridor FTDA	1,200	2,300	2,900	3,500	2,300
All Other Areas	168,700	187,000	201,300	214,600	45,900
Vancouver Total	264,500	309,000	336,000	362,000	97,500

<b>Employment</b>	<b>2006</b>	<b>2021</b>	<b>2031</b>	<b>2041</b>	<b>Growth 2006-2041</b>
Metro Core	255,600	291,700	313,300	332,600	77,000
Oakridge Town Centre	3,600	4,600	5,200	5,800	2,200
Cambie Corridor FTDA	2,200	3,700	4,600	5,500	3,300
All Other Areas	131,600	145,600	153,900	161,100	29,500
Vancouver Total	393,000	445,600	477,000	505,000	112,000

**Discussion:** This amendment improves clarity by adding “Town”, “FTDA” and “Growth” to the row and column headings in Table 2. The growth projections are not changed.

### 3. Focus Growth in Urban Centres

In Section 1.2.6 b) ii), on page 12, insert “, and that support the objectives for Urban Centres,” in the first paragraph as follows:

The following policies focus growth in Urban Centres. Additional city-wide policies that address economic sustainability, environmental protection, climate change, affordable housing, diverse communities and transportation choices, *and that support the objectives for Urban Centres*, are provided in other sections of the Regional Context Statement.

**Discussion:** Metro Vancouver requested this amendment to provide more clarification to this introductory paragraph.

### 4. Exclude Major Trip-Generating Uses

In section 1.2.6 d) iv), on page 16, delete the policy response and insert the following text in its place:

“• Transportation 2040 (2012)

Land use directions in the Transportation Plan encourage the location of major trip-generating uses in high-capacity transit service areas as follows:

- Prioritize and encourage a dense and diverse mix of services, amenities, jobs, and housing types in areas well-served by frequent, high-capacity transit.
- Locate major trip generators near rapid transit stations or along transit corridors.

The City of Vancouver will work towards including policies that define non-residential major trip-generating uses and align these uses with Urban Centres and Frequent Transit Development Areas.”

**Discussion:** Regional Growth Strategy Action 1.2.6 d) directs municipalities to “include policies for General Urban Areas which: ... iv) exclude non-residential major trip-generating uses, as defined in the Regional Context Statement, from those portions of General Urban areas outside of Urban Centres and Frequent Transit Development Areas.” The City of Vancouver boundaries for Urban Centres (Metro Core and Oakridge Town Centre) and Frequent Transit Development Areas (Cambie Corridor FTDA) are shown on Map 1, page 10 of the Regional Context Statement.

City of Vancouver policies encourage major trip generators to locate in areas that are well-served by transit. To respond more precisely to Action 1.2.6 d) iv), Metro Vancouver has requested that the City provide a definition for non-residential major trip-generating uses and include policies that explicitly exclude these uses in areas outside of Urban Centres and Frequent Transit Development Areas. This amendment indicates that the City of Vancouver will work towards developing these policies. Transportation Planning staff support this change.

## 5. Support Appropriate Economic Development

In section 2.1.4 a), in the CityPlan directions on page 21, delete “Town” and insert “City” in its place as follows:

- Support Regional ~~Town~~ *City* Centres to slow the growth in commuting from the region into Vancouver.

**Discussion:** Regional Town Centres, identified in the Livable Region Strategic Plan (1996), are now referred to as Regional City Centres in the Regional Growth Strategy (2011). This amendment provides more consistency with the terminology used in the current Regional Growth Strategy.

## 6. Discourage Major Commercial and Institutional Development

In section 2.1.4 c), on page 23, delete the policy response and insert the following text in its place:

“• Transportation 2040 (2012)

Land use directions in the Transportation Plan encourage the location of major trip-generating uses in high-capacity transit service areas as follows:

- Prioritize and encourage a dense and diverse mix of services, amenities, jobs, and housing types in areas well-served by frequent, high-capacity transit.
- Locate major trip generators near rapid transit stations or along transit corridors.

The City of Vancouver will work towards including policies that define major trip generating uses and discourage these uses outside of Urban Centres or Frequent Transit Development Areas.”

**Discussion:** Regional Growth Strategy Action 2.1.4 c) directs municipalities to “include policies that discourage major commercial and institutional development outside of Urban Centres and Frequent Transit Development Areas.” This amendment is similar to amendment 4 and responds more explicitly to Action 2.1.4 c), as requested by Metro Vancouver.

## 7. Concentrate Major Trip-Generating Uses

In section 2.2.4 d) iii), on page 27, insert the following text at the end of the policy response:

“The City of Vancouver will work towards defining major trip-generating uses.”

**Discussion:** Regional Growth Strategy Action 2.2.4 d) directs municipalities to “include policies for Mixed Employment areas which: ... iii) support the regional objective of concentrating commercial and other major trip-generating uses in Urban Centres and Frequent Transit Development Areas.” This amendment is connected to amendments 4

and 6 above, and indicates that the City of Vancouver will provide a definition for major trip-generating uses.

## 8. Sewerage Services in Agricultural Areas

In section 2.3.6 b), on page 29, delete the last paragraph at the bottom of the page and insert the following text in its place:

“Regional Growth Strategy Sections 1.1.1 and 2.3.1 specify that Metro Vancouver will only extend regional sewerage services into RGS Agriculture areas under exceptional circumstances. It is acknowledged that the RGS Agricultural area within Vancouver’s Southlands has GVS&DD approved sewerage service infrastructure in place, and only a small number of properties within that contained area have not yet connected to these services. Although not explicitly stated in the RGS, specified areas with existing GVS&DD approved services would not have to apply for RGS exemption for additional connections within that GVS&DD approved service area. Metro Vancouver is reviewing similar existing GVS&DD approved service areas in the region, and will work with the City of Vancouver to establish Vancouver Southlands’ status within the Regional Growth Strategy.”

**Discussion:** The original wording for this paragraph was provided by Metro Vancouver staff. While revised wording was provided in the Metro Vancouver Board comments, the above recommended wording was subsequently suggested by Metro Vancouver staff following further discussion. This statement confirms the current approved status for sewerage services in the Southlands Agricultural area, as well as a commitment from Metro Vancouver to work with the City of Vancouver to establish a more formal status in the Regional Growth Strategy.

## 9. Support Agricultural Viability

In section 2.3.6 b), on page 30, delete the first introductory sentence at the top of the page and insert the following text in its place:

“The following policies support agricultural land viability. The City of Vancouver will work towards reviewing the policies and/or land use designations for the Southlands Agricultural area to address the objectives of the Regional Growth Strategy.”

**Discussion:** As stated in the Regional Growth Strategy: “Agricultural areas are intended primarily for agricultural uses, facilities and supporting services with an emphasis on food production where appropriate.” Metro Vancouver has indicated that City of Vancouver policies do not support the intent of the actions identified in Strategy 2.3 of the Regional Growth Strategy: “Protect the supply of agricultural land and promote agricultural viability with an emphasis on food production.” This amendment states that the City of Vancouver will review these land use policies in future work.

## 10. Buffer Conservation and Recreation Areas

In Section 3.1.4 c), on page 34, delete the entire paragraph and insert the following text in its place:

“The City’s intent is to encourage full access to nature. However, when planning green spaces and access to them, the City also considers carefully planned access points, trail heads, barrier planting and fences.”

**Discussion:** The recommended wording acknowledges that the City of Vancouver employs strategies to buffer Conservation and Recreation areas from activities in adjacent areas.

## 11. Develop Healthy and Complete Communities

In Section 4.2, on page 54, delete the Central Area Plan policies and insert the following text in its place:

“• Central Area Plan (1991)

Central Area Plan goals that support the development of complete communities include:

- Create a central area that has a mix of activities, with quieter neighbourhoods where people live close to more active areas where people shop and play as well as work; and where the public streets are the primary scene of public life.
- Ensure that the central area is a place to live and visit for all people; for all income and ethnic groups; accessible to the disabled; and for all ages, from children to seniors.
- Strengthen the unique qualities and symbolism of the central area as a special place; its skylines, heritage resources, character areas, livable neighbourhoods, and active public places.
- Enhance the central area as a place where pedestrians move safely, easily, and comfortably on all streets where walking, supplemented by transit and bicycles, is the primary means of moving around.”

**Discussion:** This amendment corrects an oversight. The proposed change retains two directions in the current text, removes one direction, and adds two more that respond to the Regional Growth Strategy action to develop healthy and complete communities.



Jane Pickering  
Deputy Director  
City-wide and Regional Planning

Attachment: Comments Received from Governments and Agencies

**Attachment: Comments Received from Governments and Agencies**

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**metrovancover**

Greater Vancouver Regional District • Greater Vancouver Water District

Greater Vancouver Sewerage and Drainage District • Metro Vancouver Housing Corporation

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JUN 05 2013

File: CP-11-01-RGS-13-023

Ref: 08 2000 20

Ms. Terri Burke, Meeting Coordinator  
City of Vancouver  
City Clerk's Department, Legislative Operations  
453 West 12<sup>th</sup> Avenue  
Vancouver, B.C. V5Y 1V4

Dear Ms. Burke:

**Re: City of Vancouver's Regional Context Statement**

On May 24, 2013, the Metro Vancouver Board considered the enclosed report titled, "City of Vancouver Draft Regional Context Statement – Request for Metro Vancouver Board Comments". The Board approved the comments attached to the report (Attachment 3) and are forwarding them for the City's consideration. We note that TransLink is also reviewing the Regional Context Statement and will be providing comments directly to you for consideration.

We understand that Vancouver will hold a Public Hearing on the Regional Context Statement on June 11, 2013. As noted in your Council resolution of April 25, 2013, if Council proceeds with adopting the Regional Context Statement as an Official Development Plan, the Regional Context Statement will be forwarded to the Metro Vancouver Board for acceptance.

Yours truly,

A handwritten signature in black ink, appearing to read "Greg Moore".

Greg Moore  
Chair, Metro Vancouver Board

GM/DL/lg

cc: Jane Pickering, Deputy Director of Planning, City of Vancouver  
Andrew Curran, Manager, Strategy, Strategic Planning & Policy, TransLink

Attachment: Metro Vancouver Board Report titled "City of Vancouver Draft Regional Context Statement – Request for Metro Vancouver Board Comment", dated May 1, 2013



Greater Vancouver Regional District • Greater Vancouver Water District • Greater Vancouver Sewerage and Drainage District • Metro Vancouver Housing Corporation

To: GVRD Board of Directors

From: Regional Planning and Agriculture Committee

Date: Report date: May 6, 2013 Meeting Date: May 24, 2013

Subject: **City of Vancouver Draft Regional Context Statement – Request for Metro Vancouver Board Comment**

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#### **STAFF RECOMMENDATION**

That the Board provide comments, as laid out in the report titled “City of Vancouver Draft Regional Context Statement – Request for Metro Vancouver Board Comment”, dated May 1, 2013, and the associated Attachment 3, to the City of Vancouver on their draft Regional Context Statement.

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At its May 3, 2013 meeting, the Regional Planning and Agriculture Committee received the attached on-table report titled “City of Vancouver Draft Regional Context Statement – Request for Metro Vancouver Board Comment”, dated May 1, 2013. The Committee was informed about a different process followed by the City of Vancouver for Regional Context Statement acceptance. Because of time constraints and the legislative deadline for all Regional Context Statement submissions, the Committee agreed to receive the on-table report and forward the report to the Metro Vancouver Board for its consideration.

#### Attachment:

Report titled “City of Vancouver Draft Regional Context Statement – Request for Metro Vancouver Board Comment”, dated May 1, 2013.



To: Regional Planning and Agriculture Committee

From: Lee-Ann Garnett, Senior Regional Planner  
Policy, Planning and Environment Department

Date: May 1, 2013 Meeting Date: May 3, 2013

Subject: **City of Vancouver Draft Regional Context Statement – Request for Metro Vancouver Board Comment**

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### RECOMMENDATION

That the Board provide comments, as laid out in the report titled “City of Vancouver Draft Regional Context Statement – Request for Metro Vancouver Board Comment” dated May 1, 2013 and the associated Attachment 3, to the City of Vancouver on their draft Regional Context Statement.

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### PURPOSE

The purpose of this report is to provide Board comments on the City of Vancouver’s draft Regional Context Statement prior to Vancouver’s Public Hearing scheduled for June 11, 2013.

### BACKGROUND

Metro Vancouver’s Regional Growth Strategy (RGS) was adopted on July 29, 2011. The first phase of implementation of the RGS is the completion of Regional Context Statements by municipalities. The Regional Context Statement must identify the relationship between the municipality’s Official Community Plan (OCP) and the Regional Growth Strategy, and if applicable, how the OCP is to be made consistent with the RGS over time. The Regional Context Statement forms a part of the Official Community Plan, and therefore is adopted by bylaw by the municipal Council. Section 866 of the *Local Government Act* sets out the requirements for Regional Context Statements and states that they must be submitted to Metro Vancouver within two years of the date of the adoption of the Regional Growth Strategy (i.e., by July 29, 2013). The role of the Metro Vancouver Board is to consider acceptance of the submitted Regional Context Statement.

The City of Vancouver has prepared a draft Regional Context Statement (Attachment 1). The draft Regional Context Statement was forwarded to Vancouver Council on April 23, 2013, and Vancouver Council recommended it be forwarded to the Metro Vancouver Board for comments before its Public Hearing scheduled for June 11, 2013 (City of Vancouver staff report, Attachment 2). Under Section 562 of the *Vancouver Charter*, Vancouver must refer the Regional Context Statement to the Metro Vancouver Board for comment before adoption of the bylaw. After the Public Hearing closes, the City of Vancouver will consider the Public Hearing input and whether to make amendments to the Regional Context Statement before sending it to the Metro Vancouver Board for acceptance. Therefore, the Metro Vancouver Board is being asked to provide comments on the draft Regional Context Statement at this time, and will be requested to consider acceptance of the Regional Context Statement at a later date.

To provide clarification, the *Local Government Act* does not contain the same requirement as the *Vancouver Charter* to send the draft Regional Context Statement to the Board for comment. Typically, when a draft Regional Context Statement is received prior to the municipal public hearing, Metro Vancouver staff provides comments. Usually the next steps in the process are to hold a municipal public hearing, and then forward the Regional Context Statement to the Board for acceptance.

### ***City of Vancouver’s Legislative Context***

The City of Vancouver operates under the *Vancouver Charter*, and therefore, does not have the same requirement as other local governments to adopt an OCP. Vancouver proposes to adopt a Regional Context Statement as an “Official Development Plan” by bylaw and in the absence of an OCP, has drawn upon a number of Council-adopted policies and plans to create the draft “Regional Context Statement Development Plan”.

### **DISCUSSION**

Vancouver’s draft Regional Context Statement is a comprehensive response to the Regional Growth Strategy’s five goals to:

1. Create a compact urban area;
2. Support a sustainable economy;
3. Protect the environment and respond to climate change impacts;
4. Develop complete communities; and
5. Support sustainable transportation choices.

The draft Regional Context Statement sets out parcel-based land use designations for all RGS land use designations, shows boundaries for Vancouver’s Urban Centres, identifies Frequent Transit Development Areas, provides population, dwelling unit and employment projections to 2041, provides dwelling unit and employment targets for Urban Centres and FTDA’s, and provides policy responses to all of the municipal actions identified in the RGS.

### ***Comments on Regional Land Use Designations and Mapping***

The draft Regional Context Statement contains a map (Map 1) which shows Vancouver’s portion of the lands within the regional Urban Containment Boundary and which contains parcel-based land use designations for General Urban, Industrial, Mixed Employment, Conservation and Recreation, and Agricultural areas. There are no RGS “Rural” lands within Vancouver.

There are three locations for which the draft Regional Context Statement map differs from Regional Growth Strategy Map 2 – Regional Land Use Designations (refer to Attachment 1, Appendix C for details of each). At the time Vancouver formally submits its Regional Context Statement for acceptance to the Board, the Board will have the opportunity to consider whether the changes to the regional land use designations being proposed by the City of Vancouver are generally consistent with the RGS, as per section RGS 6.2.6. Description of the three locations and commentary on the proposed changes is provided below:

1. **Portions of Still Creek** designated as “Mixed Employment” in the RGS, and shown in the draft Regional Context Statement as “Conservation and Recreation”. The City of Vancouver staff report indicates the land use designation change is requested to make those portions of Still Creek consistent with the other restored portions of Still Creek, which are also shown

as Conservation and Recreation in the RGS. The total size of the properties is approximately 1 hectare. The designation proposed in the draft Regional Context Statement supports the intent of the RGS Conservation and Recreation areas and related objectives of the RGS.

2. **Nootka Elementary School** is designated “Conservation and Recreation” in the RGS, and shown in the draft Regional Context Statement as “General Urban”, except for a small portion of the site which would remain “Conservation and Recreation” because it is adjacent to Still Creek. The City of Vancouver staff report indicates that the land use designation change is requested as school use is generally consistent with the RGS General Urban designation. The size of the property is 1.8 hectares. In many instances across the region, public school sites are shown as General Urban.
3. **Properties in the Kiwassa neighbourhood** are designated “Industrial” in the RGS, and shown in the draft Regional Context Statement as “General Urban”. The City of Vancouver staff report indicates that the land use designation change is requested to make the properties consistent with the “Strathcona Policies” adopted by Council in 1992 that support the consideration of rezoning applications to allow residential development. The size of the properties is 3.5 hectares. The proposed designation does not significantly impact the region’s supply of industrial lands nor is it detrimental to the intent of the RGS Industrial designation.

### ***Comments on Urban Centres and Frequent Transit Development Areas***

Focusing growth with Urban Centres and Frequent Transit Development Areas (FTDAs) is a key strategy for managing future increases in population and employment, and coordinating land use and transportation objectives. Vancouver’s draft Regional Context Statement identifies the following Urban Centres and FTDAs:

#### **1. Metropolitan Core**

The draft Regional Context Statement identifies the policies that supports the Metro Core as the “region’s downtown” and the principal business, employment, cultural and entertainment location for the region (as per Guidelines for Urban Centres contained in RGS Table 3). Additionally, the Metro Core provides housing choice and diversity within complete communities, supported by a robust transit network and a high quality walking and cycling environment. Boundaries for the Metropolitan Core are provided in Map 1 of the draft Regional Context Statement. The growth projections for dwelling units and employment for the Metropolitan Core are generally consistent with RGS projections and the percentage of the city’s growth in the Metropolitan Core meets RGS targets.

#### **2. Oakridge Municipal Town Centre**

The draft Regional Context Statement identifies policies that support Oakridge as a Municipal Town Centre. Municipal Town Centres are intended to provide a mix of business, employment, commercial, community and cultural activities with a municipal focus, or one that serves the needs of the local community (as per Guidelines for Urban Centres contained in RGS Table 3). Municipal Town Centres provide higher and medium density housing choices within complete communities, supported by the Frequent Transit Network and a high quality walking and cycling environment. Policies for Oakridge support the objectives in RGS Table 3. Boundaries for Oakridge Municipal Town Centre are set out in Map 1 of the draft Regional Context Statement.

The boundaries are based on the Council-approved Cambie Corridor Plan, and may expand in the future, depending on local planning processes in the area.

### **3. Frequent Transit Development Areas**

Vancouver's draft Regional Context Statement identifies Frequent Transit Development Areas along the Cambie Corridor. The FTDA's are intended to be areas for higher density growth in alignment with TransLink's Frequent Transit Network. Map 1 of the draft Regional Context Statement shows the boundaries for the FTDA's. Generally, the FTDA's are linear in shape as the boundaries front Cambie Street and the main arterials of King Edward Avenue and 49<sup>th</sup> Avenue, but the Vancouver Staff report indicates that boundary may be expanded, subject to a future planning process. This is consistent with the guidelines in RGS Table 3, and encouraged in the Board- approved guideline "Identifying Frequent Transit Development Areas" which recognizes the need for planning at the local level to determine boundaries, land uses, capacity and growth, etc. before identifying them at the regional level. The draft Regional Context Statement identifies policies that support the Cambie Corridor FTDA's and also identifies the Broadway Corridor as a future FTDA, subject to a future planning process.

At the time Vancouver formally submits its Regional Context Statement for acceptance to the Board, the Board will have the opportunity to consider whether the proposed FTDA's are generally consistent with the RGS, or whether it is necessary to amend the RGS to include them. As indicated in the RGS and the Board-approved guideline on FTDA's, a request to include FTDA's in the Regional Context Statement should be accompanied by a letter from TransLink containing comments on the proposed FTDA at the time the Regional Context Statement is submitted to the Board.

In summary, the draft Regional Context Statement supports the objectives of the RGS by focusing growth in proximity to transit in the Metro Core and Oakridge, by identifying FTDA's along the Cambie Corridor, and by indicating the Broadway Corridor as a future FTDA. Collectively, of the City's total growth to 2041, 53% of dwelling unit growth and 74% of employment growth will be accommodated within the City's Urban Centre and FTDA locations. This is supportive of the RGS's strategy to direct growth to transit-accessible locations.

### ***Comments on Population and Employment Projections***

In preparing Regional Context Statement submissions for the July 29, 2013 deadline, Metro Vancouver and each municipality review land use plans/policies and recent growth trends to consider whether updates to the RGS regional or municipal growth projections are appropriate. It is anticipated that Regional Context Statement growth projections for each municipality may have some variation from the projections shown in the RGS Table A.1 guidelines – with some municipalities indicating more growth and some indicating less.

The City of Vancouver has indicated that there is significantly more capacity for growth than was anticipated when the RGS projections were prepared in 2008. Metro Vancouver staff has agreed that the City of Vancouver's Regional Context Statement growth projections could show moderately higher population, dwelling unit and employment growth than shown in RGS Table A.1. The higher growth projections for Vancouver are generally consistent with RGS provisions. Ongoing staff discussions to align dwelling and employment projections will continue. Upon acceptance of all municipal Regional Context Statements, Metro Vancouver staff will prepare an updated RGS Table

A.1, incorporating Regional Context Statement growth projections, to be included in a future RGS amendment.

***Policy on Sewer Extension in Vancouver’s Agricultural Area***

Metro Vancouver has been working with municipalities on refining the RGS policy for extending sewerage services. Generally, the RGS policy is to not extend sewerage services to areas outside of the Urban Containment Boundary, but the challenge is that there are areas outside of the Urban Containment Boundary where sewer service has been previously approved and provided. The Southlands area in Vancouver is an area where this circumstance exists. Metro Vancouver is conducting a regional review of Agricultural areas where sewerage services exist and have been previously approved. Vancouver has included policy language within its Regional Context Statement to indicate that this work is being undertaken and that subject to the regional review, RGS Action 2.3.1 which does not permit extension of sewerage services in Agricultural areas, not apply to the Southlands area in Vancouver.

In addition to the comments provided above, Metro Vancouver staff has reviewed the draft Regional Context Statement in its entirety, and provide additional comments it wishes the Board to provide to Vancouver for consideration before forwarding the Regional Context Statement to the Board for acceptance (Attachment 3).

**ALTERNATIVES**

1. That the Board provide comments, as laid out in the report titled “City of Vancouver Draft Regional Context Statement – Request for Metro Vancouver Board Comment” dated May 1, 2013 and the associated Attachment 3, to the City of Vancouver on their draft Regional Context Statement.
2. That the Board receive for information the report titled “City of Vancouver Draft Regional Context Statement – Request for Metro Vancouver Board Comment”, dated May 1, 2013.

**FINANCIAL IMPLICATIONS**

There are no financial implications.

**SUMMARY / CONCLUSION**

The City of Vancouver has provided a draft Regional Context Statement for comment by the Metro Vancouver Board. The draft Regional Context Statement provides a comprehensive response to the goals, strategies and actions of the Regional Growth Strategy and is an excellent example of how a municipality can demonstrate alignment with the regional goals and strategies laid out in the Regional Growth Strategy. The draft Regional Context Statement has three locations where the RGS land use designations differ from those shown in the Regional Growth Strategy, and as noted, the Board will need to determine if these proposed changes are ‘generally consistent’ with the intent of the Regional Growth Strategy. The draft Regional Context Statement indicates Vancouver’s commitment to focusing growth in the Metro Core and the Oakridge Municipal Town Centre. It also identifies areas along Cambie Street as Frequent Transit Development Areas and indicates the Broadway Corridor as a future FTDA location. The population and employment projections provided in the draft Regional Context Statement are generally consistent with the RGS. Staff have provided additional comments (Attachment 3) on the draft Regional Context Statement and request the Board provide them to the City of Vancouver for consideration. Metro Vancouver staff will continue

to work closely with City of Vancouver staff to support the preparation and review of the Vancouver Regional Context Statement.

**Attachments:**

**NOTE: ATTACHMENTS 1 AND 2 ARE NOT INCLUDED IN THIS MEMORANDUM. THEY ARE INCLUDED IN THE PUBLIC HEARING AGENDA WITH:  
"Policy Report dated April 16, 2013" .**

1. City of Vancouver report to City Council titled "Regional Context Statement", dated April 16, 2013 (Doc. # 7302669).
2. City of Vancouver draft Regional Context Statement Development Plan dated April 23, 2013 (Doc. # 7302671).
3. Metro Vancouver Staff Comments on the draft Regional Context Statement Development Plan (Doc. # 7307086).

## Metro Vancouver Staff Comments on Vancouver's Draft Regional Context Statement Dated April 23, 2013

### General:

- Vancouver's draft RCS is very comprehensive and generally demonstrates the City's commitment to the objectives set out in the RGS.
- The regional context provided in the introduction is supportive of the Regional Growth Strategy. However, on page 8, please remove reference to "Livable Region Strategic Plan" and reference the Regional Growth Strategy.
- We appreciate the challenges of drawing from policies across a number of documents. The format and readability of the RCS is good. However, references to specific policies should be included because otherwise, the reader cannot be sure of the policy links. Providing policy references is standard in all Regional Context Statements and recommended in our RCS Guidelines. If zoning bylaws are being referenced, please provide reference to the zone or section (as appropriate).

### Goal 1 – Create a Compact Urban Area

#### Action 1.1.3(b) (Municipal population, dwelling unit and employment projections)

- Population and dwelling unit projections have been agreed to by Metro and City staff; however, the employment projections should be revised proportionally to the population.

#### Action 1.2.6(a)

- In "Table 2" shown on page 11, we suggest that the word "Growth" be included in the last column of the table, and that "FTDA" be added after "Cambie Corridor" in both the "Dwelling Unit" and "Employment" tables.

#### Action 1.2.6(b) and (c)(i) (Urban Centre and FTDA boundaries)

- The boundaries for the Cambie FTDA are essentially the half-block of Cambie, and the half-block of the intersecting arterials. Similarly, the boundaries for Oakridge Municipal Town Centre are the half-block of Cambie, half-block of 41st Avenue and the Oakridge Mall site. These boundaries are likely to change after the Cambie Corridor planning process (Phase 3), so could this be acknowledged in the Regional Context Statement?

#### Action 1.2.6(d) (iv) (definition of "non-residential major trip-generating uses")

- Transportation Policy may encourage the location of major non-residential trip generating uses near transit stations and along transit corridors, but the Regional Context Statement should identify policy that explicitly excludes them in areas outside of Urban Centres and FTDA. The RCS also needs to define what those uses are in Vancouver. If this is deemed to be "new" policy for Vancouver, perhaps the Regional Context Statement can indicate that Vancouver will work toward reviewing the policy and indicate a specified time frame.

### Housekeeping Comments for Goal 1:

- Page 12 – Please add the text in **bold** to provide clarification: "The following policies focus growth in Urban Centres. Additional city-wide policies that address economic sustainability, Greater Vancouver Regional District - 133"

environmental protection, climate change, affordable housing, diverse communities, and transportation choices **support the objectives of the Urban Centres and** are provided in other sections of the Regional Context Statement.”

## Goal 2 – Support a Sustainable Economy

Action 2.1.4(a) (Policies to support economic development in Urban Centres, FTDA, etc.)

- We support the action on page 21, “Vancouver will support Regional Town Centres to slow the growth in commuting from the region into Vancouver” but find it not clearly worded. We suggest amending the text to read, “Vancouver will support the development of Regional City Centres outside of Vancouver in order to slow the growth in commuting from the region into Vancouver,” or other text to that effect.

Action 2.1.4(c) (discouraging major commercial and institutional development outside of Urban Centres and Frequent Transit Development Areas)

- Please refer to comments on “non-residential major trip generating uses” in Goal 1 and define “major trip generators.”

Action 2.2.4(d)(i) (Mixed Employment areas)

- It would be useful to have the noted areas (e.g. Burrard Sloes IC District, False Creek Flats High Tech District, Grandview Boundary, etc.) shown / labelled on a reference map in the RCS.

Action 2.2.4(d)(iii) (Mixed Employment policies that help concentrate major trip generators in Urban Centres and FTDA)

- As noted above, please define ‘major trip generators’

Strategy 2.3 (Protect the supply of agricultural land and promote agricultural viability with an emphasis on food production)

- The Regional Context Statement contains many good policy references to RGS 2.3(a)(v) and (vii) and demonstrates support for economic development opportunities and support for educational programs that provide information on agriculture and its importance for the regional economy and local food systems.
- Vancouver has a portion of Agricultural land in the “Southlands” area and these areas are identified on Map 1. The policies referenced to support RGS 2.3(a)(i), (ii), (iii), (iv), and (vi) are the Zoning and Development By-law, the Agricultural Land Reserve Policies (1979), and the Southlands Plan, Policies and Guidelines (1988), and while they may be appropriate in the Vancouver context, they do not support the intent of the actions identified in the RGS. Therefore, we suggest that the Regional Context Statement contain wording that Vancouver will work toward reviewing the policies and/or land use designations for the Southlands area to address the objectives of the RGS.
- With respect to RGS 2.3.1, we note that the Regional Context Statement contains language that recognizes that there has been previously approved sewerage services in Southlands, and that upon further work done by Metro Vancouver, that RGS 2.3.1 should not apply. We support the intent of including this text, but suggest the text be amended to read as follows:

“RGS 2.3.1 specifies that Metro Vancouver will only extend regional sewerage services into Agricultural areas under exceptional circumstances. It is acknowledged that the Southlands Agricultural area has sewerage infrastructure and services in place. It is the intent that, following a regional review of previously approved sewerage services in Agricultural areas, that the Southlands Agricultural areas be identified in the RGS as an existing sewerage extension area, and not subject to RGS Section 2.3.1.”

### **Goal 3 – Protect the Environment and Respond to Climate Change Impacts**

Action 3.1.4(c) (policies that buffer Conservation and Recreation areas from activities in adjacent areas)

- The RCS should describe how the city buffers Conservation and Recreation lands from adjacent land uses. The Conservation and Recreation lands within the City of Vancouver are well-used spaces and buffering strategies are used in Vancouver (e.g. consideration of carefully planned access points, trail heads, barrier planting and fences), so these strategies could be noted in the RCS. For example, Vancouver is adjacent to an important conservation area (Pacific Spirit RP). The RCS could give consideration to how future redevelopment in municipal areas adjacent to the park can be managed to minimize negative impacts to the ecosystems within the park.

Action 3.2.5 (greenways)

- We appreciate the inclusion of the Greenway network on the map, and how the Regional Recreation Greenway Network has been shown.

Action 3.2.6 (measures to protect, enhance ecologically important systems)

- Enhancement plans, policies and guidelines should be updated to reflect existing conditions and timely goals and objectives (e.g. Still Creek Enhancement Plan (2002), Fraser River and Burrard inlet Waterfront Policies and Guidelines (1974)).

### **Goal 4 – Develop Complete Communities**

- The Regional Context Statement meets all of the actions set out in the Regional Growth Strategy

### **Goal 5 – Support Sustainable Transportation Choices**

- The Regional Context Statement meets all of the actions set out in the Regional Growth Strategy

Comments Dated: April 29, 2013

**Metro Vancouver Staff (via e-mail)**

**From:** Lee-Ann Garnett  
**Sent:** Thursday, May 30, 2013 3:39 PM  
**To:** Nowlan, Paul  
**Cc:** Heather McNell; Terry Hoff  
**Subject:** Vancouver's Regional Context Statement - Further Comment on Wording in Response to RGS sections 1.1.1 and 2.3.1

Dear Paul,

Further to the Metro Vancouver Board's comments on Vancouver's Regional Context Statement, we have again reviewed the wording we had proposed in response to RGS actions 1.1.1 and 2.3.1, and would like Vancouver to consider including the text shown below in your Regional Context Statement. We are proposing this text as it better describes the existing conditions in Southlands, and more clearly sets out Metro Vancouver's intentions to review the sewerage extension policies in the future, in discussion with the City of Vancouver.

"RGS 1.1.1 and 2.3.1 specifies that Metro Vancouver will only extend regional sewerage services into RGS Agriculture areas under exceptional circumstances. It is acknowledged that the RGS Agricultural area within Vancouver's Southlands has GVS&DD approved sewerage service infrastructure in place, and only a small number of properties within that contained area have not yet connected to these services. Although not explicitly stated in the RGS, specified areas with existing GVS&DD approved services would not have to apply for RGS exemption for additional connections within that GVS&DD approved service area. Metro Vancouver is reviewing similar existing GVS&DD approved service areas in the region, and will work with the City of Vancouver to establish Vancouver Southlands' status within the Regional Growth Strategy.

Thank you for considering the revised text.

Lee-Ann

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**Lee-Ann Garnett, MCIP**  
Senior Regional Planner,  
Metro Vancouver  
Planning, Policy & Environment Department  
4330 Kingsway  
Burnaby, B.C.  
V5H 4G8



**Vancouver Board of Education**

School District No. 39 (Vancouver)

PLANNING & FACILITIES

1580 West Broadway  
Vancouver, B.C. V6J 5K8

Telephone: 604-713-5254

Fax: 604-713-5077

June 6, 2013.

To: Brian Jackson, General Manager of Planning and Development Services

**Re: Vancouver School Board Comments on the Regional Context Statement**

The Vancouver School Board would like to thank the City for the opportunity to comment on the Regional Context Statement.

The Vancouver School Board supports the general directions set out in the Regional Context Statement. In particular, we are supportive of policies that create complete communities with access to a range of services and amenities, encourage a diverse range of affordable family housing options and promote sustainable walkable neighbourhoods.

Our continued input into planning policy development and large scale residential rezoning proposals will ensure that the delivery of public educational services in Vancouver will respond to the future population growth.

We look forward to continuing our collaborative relationship.

Yours Truly,

A handwritten signature in black ink, appearing to read 'Jim Meschino', with a long horizontal line extending to the right.

Jim Meschino, Director of Facilities  
Vancouver School Board

CC: Kevin McNaney, Assistant Director of Planning, City of Vancouver  
Rick Krowchuk, Secretary-Treasurer, Vancouver School Board  
Scott Robinson, Associate Superintendent, Vancouver School Board



**TransLink**

#400-287 Nelson Court  
New Westminster, BC  
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www.translink.bc.ca

South Coast British Columbia  
Transportation Authority

June 7, 2013

Jane Pickering  
Deputy Director of Planning  
City of Vancouver  
453 W 12<sup>th</sup> Ave  
Vancouver BC V5Y 1V4

Dear Ms. Pickering:

**RE: TRANSLINK COMMENTS ON VANCOUVER DRAFT REGIONAL CONTEXT STATEMENT**

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Thank you for the opportunity to review the City of Vancouver's Draft Regional Context Statement. We understand that Council has adopted the Draft RCS as a Development Plan which it has referred to TransLink and other partners for comment and will hold a Public Hearing in advance of referring it to the Metro Vancouver Board for acceptance.

One of TransLink's legislated responsibilities is to review official community plans and any amendments to those plans, including regional context statements, and advise municipalities regarding the implications to the regional transportation system. The Regional Growth Strategy contains a new regional designation of Frequent Transit Development Areas (FTDAs) to complement the Urban Centres. FTDAs are located in strategic areas along the Frequent Transit Network and provide an additional focus for growth and development. As part of our review of Regional Context Statements, the Regional Growth Strategy asks TransLink to comment specifically on the location of these FTDAs from a regional transportation perspective.

Overall, the Draft RCS aligns well with regional transportation objectives. In particular, the Cambie Corridor south of 16<sup>th</sup> Avenue (the City's proposed FTDA) and Broadway Corridor outside the Metropolitan Core (future FTDA) are both excellent locations for designation as FTDAs, with high existing and future levels of investment in transit. Focusing growth and development here will help make best use of these investments, generating higher ridership and more balanced demand along the corridors, and making it possible for more people to make more trips by walking, cycling, and transit.

As TransLink continues to implement a more performance-based approach to investment decision-making, increased certainty on the scale and timing of land use change will be a key factor in strengthening the case for investment in higher order transit. We are encouraged to see the City's Draft RCS taking steps in this direction with the proposed designation of two FTDAs and is a good foundation upon which to build.

In addition to supporting these two FTDA's, we encourage consideration of other candidate areas for designation as FTDA's. We note that there is a significant regional investment in the Expo Line, that the City of Vancouver has identified a number of additional priority corridors for rapid transit in Transportation 2040, and that there are a number of corridors with very high quality transit services today. We believe there are opportunities to leverage improved results through the designation of other areas as FTDA's – either where higher order transit exists today, or City plans call for higher order transit on priority corridors in the future. We recognize that planning and consultation needs to be done to determine sequencing and priority of these FTDA's, as well as to provide increased clarity and certainty for both land use and transportation decisions. We look forward to closely coordinating our efforts to make transportation investment decisions that support City and regional aspirations.

We have provided some more detailed staff comments on these and other topics below.

Again, many thanks for this opportunity to review and provide our comments for your consideration. If you have any questions with respect to these comments, please do not hesitate to contact Andrew Curran at 778-375-7643.

Sincerely,



Tamim Raad  
Director, Strategic Planning & Policy

cc: Heather McNell, Regional Planning Division Manager Metro Vancouver  
Lee-Ann Garnett, Senior Regional Planner, Metro Vancouver  
Bob Paddon, EVP, Strategic Planning & Public Affairs, TransLink  
Brian Mills, Director, Service & Infrastructure Planning, TransLink  
Sany Zein, Director, Roads, TransLink

## **TransLink Staff Comments on Vancouver's Draft Regional Context Statement**

### **Cambie Corridor FTDA**

- The Cambie Corridor (south of the Metro Core) is an excellent location for an FTDA. Focusing higher density and mixed use development around Canada Line stations will help make best use of this major investment, will help generate higher ridership and more balanced demand along the line, and make it possible for more people to make more trips by walking, cycling, and transit.
- The FTDA boundaries as proposed in this draft encompass the Cambie Corridor Plan Phase II boundaries. The accompanying Council Report notes that "the Cambie Corridor FTDA boundary may be expanded, subject to a future planning process in that area." We suggest considering inclusion of similar text in the actual RCS in 1.2.6c i).

### **Broadway Corridor FTDA**

- We agree that designating the Broadway corridor as a "future" FTDA is a good approach at this stage, given that neighbourhood planning work still needs to occur. Ultimately, focusing development here will capitalize on both existing and future transit investments in this high demand transit corridor.
- For the note at the bottom of page 14 ("Note: Pending a decision on transit service, a planning program will be launched for the Broadway corridor that seeks to coordinate with the investment in transit"), we suggest that this distinguish the area to the east of the Metro Core which already has rapid transit (Millennium Line) from the area to the west of the Metro Core. Any future planning for the area to the east of the Metro Core doesn't need to be contingent upon a decision on transit service.

### **Possible Future FTDA's**

- To make best use of transit investments, we support designating FTDA's in locations with high levels of existing transit service, whether bus or rail.
- In Vancouver, this logically includes both the Cambie Corridor (Canada Line) and Broadway (Millennium Line and 99 B-Line).
- We encourage future consideration of other candidate areas for designation as FTDA's including Expo Line stations not already covered within the Metro Core and the existing and planned neighbourhood centres along key FTN corridors such as Kingsway.
- The City of Vancouver's recently adopted Transportation 2040 Plan identified additional priority corridors for rapid transit including 41/49, Hastings, Commercial/Victoria and Main/Fraser. To strengthen the case for higher-order transit along these corridors, we encourage consideration of opportunities to designate FTDA's at key nodes along the highest priority of these corridors.

### **Urban Centre Boundaries**

- Having the southern boundary of the Metro Core extend to 16<sup>th</sup> Avenue makes sense given that 16<sup>th</sup> Avenue is within an 800m (10min) pedestrian catchment of Broadway. As above, concentrating growth and development primarily along the Broadway corridor through the Metro Core will help generate higher transit ridership and more balanced demand and support both existing and future high transit service levels along this corridor.

- For 1.2.6 b i) (identify the general location, boundaries and types of Urban Centres on a map generally consistent with the guidelines set out in Table 3), the staff report indicates that “The Oakridge Town Centre boundary may be expanded, subject to a future planning process in that area.” We suggest considering inclusion of a similar statement on the bottom of page 11 of the RCS.

**Action 1.2.6(d)(iv) and Action 2.1.4(c)**

- The language describes targeting major trip generators near rapid transit or along transit corridors. Suggest also including policy direction about *excluding or discouraging* them from areas outside of urban centers and FTDA as per RGS Actions 1.2.6(d)(iv) and 2.1.4(c).
- Suggest adding the word “frequent” so the statement reads: “Locate major trip generators near rapid transit stations or along frequent transit corridors.”
- Given that most of the City of Vancouver is within the pedestrian catchment of a frequent transit corridor, consider providing additional guidance by clarifying the highest priority locations for major trips generators (i.e. around rapid transit stations in Urban Centres, FTDA etc.)

**Map 4**

- Appreciate inclusion of FTN map. Suggest noting that this is the existing FTN (2012).

**Action 5.1.6(a)**

- This section would benefit from a discussion on how land use and transportation policies and actions are *coordinated with one another* in support of the goals listed in RGS Action 5.1.6(a).
- (*Item 3 under Key Strategies*) “Support transit improvements to increase capacity and ensure that service is fast, frequent, reliable, fully accessible and comfortable by: expanding transit services, improving transit experience, protecting future transit corridors and expanding measures to improve the reliability of transit services.” This section would benefit from added clarity about which actions are City of Vancouver responsibility and which are requests of TransLink.

**P. 62 - Item 4 under Highest Priority Actions**

- Action reads: “Working with TransLink and the Province to advocate for high-capacity, fast, frequent and reliable rapid transit for the Broadway Corridor from Commercial Drive to the University of British Columbia.”
  - Wording is generally consistent with the findings of the UBC Line Rapid Transit Alternatives Analysis, which finds that rapid transit is required to meet long term demand along the corridor.
  - TransLink has identified three rapid transit alternatives for the corridor that represent a range of viable options that respond to the problem statement for further consideration as part of the Regional Transportation Strategy. Through the RTS these alternatives can be considered alongside other regional transportation investment needs.

City of Richmond (via e-mail)

**From:** Crowe, Terry  
**Sent:** Saturday, April 27, 2013 7:54 PM  
**To:** Pickering, Jane  
**Cc:** Nowlan, Paul  
**Subject:** Richmond Staff Comments: City of Vancouver Draft Regional Context Statement

To: Jane Pickering,  
Deputy Director of Planning,  
Planning & Development Services,  
City of Vancouver.

Thank you for sending me, as a courtesy, Vancouver's draft Regional Context Statement (RCS) for information purposes.

I have reviewed the draft RCS with interest and find that it complements Richmond's Official Community Plan (OCP) and Regional Context Statement (RCS).

Terry Crowe, Manager, Policy Planning  
City of Richmond