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SERVICES AND SOLUTIONS FOR A LIVABLE REGION

GREATER VANCOUVER REGIONAL DISTRICT
REGIONAL PLANNING AND AGRICULTURE COMMITTEE

REGULAR MEETING

Friday, June 6, 2014
9:00 a.m.
2nd Floor Boardroom, 4330 Kingsway, Burnaby, British Columbia.

A G E N D A[1]

1. ADOPTION OF THE AGENDA

1.1 June 6, 2014 Regular Meeting Agenda
That the Regional Planning and Agriculture Committee adopt the agenda for its regular meeting scheduled for June 6, 2014 as circulated.

2. ADOPTION OF THE MINUTES

2.1 May 9, 2014 Regular Meeting Minutes
That the Regional Planning and Agriculture Committee adopt the minutes of its regular meeting held May 9, 2014 as circulated.

3. DELEGATIONS
No items presented.

4. INVITED PRESENTATIONS

4.1 **Don Luymes**, Manager of Community Planning, City of Surrey
Subject: ***Metro Vancouver 2040: Shaping our Future*** **Amendment Request from the City of Surrey – Central Newton**

5. REPORTS FROM COMMITTEE OR STAFF

5.1 ***Metro Vancouver 2040: Shaping our Future*** **Amendment Request from the City of Surrey – Central Newton**
Designated Speakers:
Heather McNell, Regional Planning Division Manager
Jaspal Marwah, Regional Planner
Planning, Policy and Environment Department

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

That the GVRD Board:

a) Initiate the regional growth strategy amendment process for the City of Surrey's proposed amendment for the Central Newton Cultural Commercial District;
b) Give 1st reading of Greater Vancouver Regional District Regional Growth Strategy Amendment Bylaw No. 1207, 2014;
c) Give 2nd reading of Greater Vancouver Regional District Regional Growth Strategy Amendment Bylaw No. 1207, 2014; and
d) Direct staff to notify affected local governments as per *Metro Vancouver 2040: Shaping our Future* Section 6.4.2.

5.2 Strengthening the *Metro Vancouver 2040: Shaping our Future* Amendment Process

Designated Speakers:
Heather McNell, Regional Planning Division Manager
Jason Smith, Senior Regional Planner
Planning, Policy and Environment Department

That the GVRD Board:

a) Give 1st reading to Greater Vancouver Regional District Regional Growth Strategy Procedures Amendment Bylaw Number 1206, 2014;
b) Give 2nd reading to Greater Vancouver Regional District Regional Growth Strategy Procedures Amendment Bylaw Number 1206, 2014;
c) Give 3rd reading to Greater Vancouver Regional District Regional Growth Strategy Procedures Amendment Bylaw Number 1206, 2014;
d) Give final consideration and reading to Greater Vancouver Regional District Regional Growth Strategy Procedures Amendment Bylaw Number 1206, 2014 and adopt Greater Vancouver Regional District Regional Growth Strategy Procedures Amendment Bylaw Number 1206, 2014;
e) Adopt the revised *Metro 2040* Implementation Guideline #2 - Amendments to the Regional Growth Strategy as presented in Attachment 4 of the report dated May 21, 2014 titled "Strengthening the *Metro Vancouver 2040: Shaping our Future* Amendment Process".

5.3 *Metro Vancouver 2040: Shaping our Future* Annual Report - 2014

Designated Speakers:
Elisa Campbell, Director of Regional and Strategic Planning
Terry Hoff, Senior Regional Planner
Planning, Policy and Environment Department

That the Regional Planning and Agriculture Committee receive for information the report dated May 22, 2014, titled "*Metro Vancouver 2040: Shaping our Future* Annual Report - 2014".

5.4 Property Taxation of Medical Marihuana Production Facilities

Designated Speaker:
Tom Pearce, Regional Planner
Planning, Policy and Environment Department

That the Regional Planning and Agriculture Committee receive for information the report dated May 1, 2014, titled "Property Taxation of Medical Marihuana Production Facilities".

5.5 Metro Vancouver Review of Municipal Comment Submissions on the Port Metro Vancouver's Draft Land Use Plan

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

That the Regional Planning and Agriculture Committee receive for information the report dated May 26, 2014, titled "Metro Vancouver Review of Municipal Comment Submissions on Port Metro Vancouver's Draft Land Use Plan".

5.6 Manager's Report

Designated Speaker:
Allan Neilson, General Manager
Planning, Policy and Environment Department

That the Regional Planning and Agriculture Committee receive for information the report dated May 22, 2014, titled "Manager's Report".

6. INFORMATION ITEMS

No items presented.

7. OTHER BUSINESS

No items presented.

8. BUSINESS ARISING FROM DELEGATIONS

No items presented.

9. RESOLUTION TO CLOSE MEETING

No items presented.

10. ADJOURNMENT/CONCLUSION

That the Regional Planning and Agriculture Committee adjourn/conclude its regular meeting of June 6, 2014.

Membership:

Corrigan, Derek (C) – Burnaby
Steves, Harold (VC) – Richmond
Clay, Mike – Port Moody
Daykin, Ernie – Maple Ridge
Froese, Jack – Langley Township
Hepner, Linda – Surrey
Isaak, Kerri Palmer - Anmore
Mussatto, Darrell - North Vancouver City
Paton, Ian - Delta
Reimer, Andrea – Vancouver
Smith, Michael - West Vancouver
Stewart, Richard - Coquitlam
West, Brad – Port Coquitlam
Wright, Wayne - New Westminster

May 30, 2014

GREATER VANCOUVER REGIONAL DISTRICT
REGIONAL PLANNING AND AGRICULTURE COMMITTEE

Minutes of the Regular Meeting of the Greater Vancouver Regional District (GVRD) Regional Planning and Agriculture Committee held at 9:08 a.m. on Friday, May 9, 2014 in the 2nd Floor Boardroom, 4330 Kingsway, Burnaby, British Columbia.

PRESENT:
Chair, Director Derek Corrigan, Burnaby
Vice Chair, Director Harold Steves, Richmond
Director Mike Clay, Port Moody
Director Ernie Daykin, Maple Ridge
Director Linda Hepner, Surrey
Director Darrell Mussatto, North Vancouver City
Councillor Kerri Palmer Isaak, Anmore
Councillor Ian Paton, Delta
Director Michael Smith, West Vancouver
Director Richard Stewart, Coquitlam
Director Wayne Wright, New Westminster

ABSENT:
Director Jack Froese, Langley Township
Director Andrea Reimer, Vancouver
Councillor Brad West, Port Coquitlam

STAFF PRESENT:
Elisa Campbell, Director, Regional and Strategic Planning, Planning, Policy and Environment
Allan Neilson, General Manager, Planning, Policy and Environment
Carol Mason, Commissioner/Chief Administrative Officer
Klara Kutakova, Assistant to Regional Committees, Board and Information Services, Legal and Legislative Services

1. ADOPTION OF THE AGENDA

1.1 May 9, 2014 Regular Meeting Agenda

It was MOVED and SECONDED
That the Regional Planning and Agriculture Committee adopt the agenda for its regular meeting scheduled for May 9, 2014 as circulated.

CARRIED

2. ADOPTION OF THE MINUTES

2.1 March 7, 2014 Regular Meeting Minutes

It was MOVED and SECONDED

That the Regional Planning and Agriculture Committee adopt the minutes of its regular meeting held March 7, 2014 as circulated.

CARRIED

3. DELEGATIONS

No items presented.

4. INVITED PRESENTATIONS

4.1 Richard Bullock, Chair, Agricultural Land Commission

Richard Bullock, Chair, Agricultural Land Commission (ALC), provided an update on the ongoing work of the ALC, elaborating on the following:

- A large number of applications received by the ALC on an annual basis
- Agricultural Land Reserve (ALR) boundary review
- Dealings with oil and gas industry, including establishment of a delegation agreement with the Oil and Gas Commission in October 2013
- The ALC plan to digitalize and publish applications and its files and policies
- Concern about low fees charged for applications; reviewed potential for the ALC to become self-sustaining should the application fees be increased/fee structure revisited
- The ALC regional panel system

Discussion ensued on/comments were provided on:

- The importance of dealing with all exclusion and non-farm use applications formally and impartially
- The need for ALC policy issues to be discussed publicly
- The potential for another joint meeting of the Committee and the ALC
- Local governments' appreciation and support of ALC work

In response to questions and/or comments, the Committee was informed about the following:

- ALC commissioners make clear distinction in their approach to applications versus general policy discussions
- The ALC primary role is preservation of farmland. Ensuring that the next generation of farmers is encouraged is within senior's government jurisdiction
- More actions should be taken by senior government to encourage farming in BC
- 85% of ALC funding is spent on dealing with applications. The ALC could become self-sufficient if fees were revisited and a user pay system was put in place
- Value added, legitimate farm-related operations on agricultural land are acceptable in the view of the ALC Chair, providing the supplemental activity will not replace or push out the farming activities. Criteria/policies will need to be put in place re this issue. Local governments need to be involved in setting criteria for what activities are allowable.

- Concern was expressed that Bill 24 is being brought forward for consultation after the fact. Local governments need to be consulted on the issue
- It is important that young farmers are involved in consultations
- Agricultural land should be considered for development only after all other options are exhausted
- Peace River agricultural land is under the purview of the ALC
- The ALC has no role in the environment assessment of the SiteC project

Request of Staff
Staff was requested to arrange a joint meeting of the Regional Planning and Agriculture Committee and the Agricultural Land Commission.

It was MOVED and SECONDED
That the GVRD Board request the Treasury Board to allow the Agricultural Land Commission to create an application and fees schedule that will move the Agricultural Land Commission towards a self-funded model.

CARRIED

4.2 Kim Grout, CAO, City of Pitt Meadows, Dana Parr, Planner, City of Pitt Meadows

Kim Grout, and Dana Parr, City of Pitt Meadows, provided an overview of the City of Pitt Meadow's Amendment Request for North Lougheed Planning Area (Area), highlighting the following:

- Resolutions passed on the matter by the City of Pitt Meadows
- Location and context
- Current OCP and RGS land use designations
- Current Pitt Meadows RCS
- Municipal goals for the subject area
- Plan and purpose of the proposed North Lougheed Connector road
- Proposed OCP and RGS land use designations
- Agricultural Land Commission land exclusion decision
- The planning process for the area
- Regional benefits of the proposal

Presentation material titled "North Lougheed Planning Area Regional Growth Strategy Amendment Request City of Pitt Meadows" is retained with the May 9, 2014 Regional Planning and Agriculture Committee agenda.

Discussion ensued on the following:

- Actions taken by Pitt Meadows to preserve farmland in its community
- Concern that the municipality's financial sustainability is provided as one of the reasons for the amendment
- Designated use and calming of Dewdney Trunk Road

5. REPORTS FROM COMMITTEE OR STAFF

5.1 *Metro Vancouver 2040: Shaping our Future* Amendment Request from Pitt Meadows – North Lougheed Planning Area

Report dated April 22, 2014, from Jason Smith, Senior Regional Planner, Planning, Policy and Environment Department, providing the opportunity to consider initiating the proposed Type 3 minor amendment to *Metro Vancouver 2040: Shaping our Future* (*Metro 2040*) requested by the City of Pitt Meadows.

Presentation material titled "Pitt Meadows Metro 2040 Amendment" is retained with the May 9, 2014 Regional Planning and Agriculture Committee agenda.

Committee members spoke in support of the amendment, expressing the following:

- The area was designated as a special study area during the development of *Metro 2040* and Pitt Meadows met all requirements set during the process
- The ALC approved the exclusion of the land from the ALR and the amendment is supported by the community and municipal staff
- The new North Lougheed Connector road will help to alleviate heavy traffic/safety issues in the area

Committee members expressed the following concerns about the amendment:

- sustainability of city finances being provided as one of the rationales for the amendment; concern about precedent setting of the argument to other developments; the need to remove this rationale from regional consideration
- potential future implications of the development on adjacent agricultural land
- the impact of the development on access roads
- the covenant not being upheld

It was MOVED and SECONDED

That the GVRD Board:

a) Initiate the regional growth strategy amendment process for the City of Pitt Meadows' proposed amendment for the North Lougheed Planning Area;

b) Give 1st reading of Greater Vancouver Regional District Regional Growth Strategy Amendment Bylaw No. 1202, 2014;

c) Give 2nd reading of Greater Vancouver Regional District Regional Growth Strategy Amendment Bylaw No. 1202, 2014; and

d) Direct staff to notify affected local governments as per *Metro Vancouver 2040: Shaping our Future* section 6.4.2.

CARRIED

Director Steves voted in the negative.

5.2 Consideration of the District of North Vancouver's Regional Context Statement

Report dated April 23, 2014, from Jaspal Marwah, Regional Planner, Planning, Policy and Environment Department, requesting that the Board consider acceptance of the District of North Vancouver's Regional Context Statement in accordance with Section 866 of the *Local Government Act*.

It was MOVED and SECONDED

That the GVRD Board accept the District of North Vancouver's Regional Context Statement as received by Metro Vancouver on April 15, 2014.

CARRIED

5.3 *Metro Vancouver 2040: Shaping our Future* Amendment to Reflect Accepted Regional Context Statements

Report dated April 28, 2014, from Terry Hoff, Senior Regional Planner, Planning, Policy and Environment, providing the GVRD Board with the opportunity to give third and final readings to adopt a Type 3 (housekeeping) amendment to the regional growth strategy. The amendment entails incorporating changes to the *Metro 2040* Regional Land Use Designation maps stemming from Regional Context Statements accepted by the Metro Vancouver Board.

It was MOVED and SECONDED

That the GVRD Board:

a) give third reading to "Greater Vancouver Regional District Regional Growth Strategy Amendment Bylaw No. 1201, 2014"; and

b) reconsider, pass and finally adopt "Greater Vancouver Regional District Regional Growth Strategy Amendment Bylaw No. 1201, 2014".

CARRIED

5.4 Metro Vancouver 'Facts in Focus' Series

Report dated April 25, 2014, from Elisa Campbell, Director of Regional and Strategic Planning, Planning, Policy and Environment, providing an opportunity for the Regional Planning and Agriculture Committee to review and provide input to the development of the Metro Vancouver 'Facts in Focus' series, to include planning and transportation issues related to Metro Vancouver's regional planning mandate.

Suggestions were provided that a visual presentation of the different types and forms of farming activities in the Metro Vancouver be prepared.

It was MOVED and SECONDED

That the Regional Planning and Agriculture Committee provide input to the development of the Metro Vancouver 'Facts in Focus' series, to include planning and transportation issues related to Metro Vancouver's regional planning mandate.

CARRIED

5.5 Process for Developing an Action Plan for the Regional Food System Strategy

Report dated April 16, 2014, from Ann Rowan, Sustainability Strategist, Planning, Policy and Environment, updating and seeking the input from the Regional Planning and Agriculture Committee on the development of a process for implementing an Action Plan for the Regional Food System Strategy (RFSS.)

The Committee spoke in support of the action plan.

It was MOVED and SECONDED

That the Regional Planning and Agriculture Committee Proceed with the action plan as presented in the report dated April 16, 2014, titled "Process for Developing an Action Plan for the Regional Food System Strategy."

CARRIED

5.6 Proposed Changes to the Agricultural Land Commission

Report dated April 30, 2014, from Theresa Duynstee, Regional Planner, Planning, Policy and Environment, describes potential repercussions of the recent Provincial announcement regarding the Provincial Core Review of the Agricultural Land Commission (ALC).

Main Motion

It was MOVED and SECONDED

That the GVRD Board request that BC Premier Christy Clark and the Honourable Norm Letnick, Minister of Agriculture, delay the enactment of Bill 24 until consultation regarding the proposed changes to the Agricultural Land Commission has occurred with local governments.

An amendment to the resolution was proposed, taking into consideration that the Bill will be enacted before it will be presented to the Board.

Amendment to the Main Motion

It was MOVED and SECONDED

That the Regional Planning and Agriculture Committee amend the Main Motion by replacing the phrase "request that" with the phrase "request" and by replacing the phrase "delay the enactment of Bill 24" with the phrase "that any legislation that arises from Bill 24 not be brought into force".

CARRIED

Question on the Main Motion as Amended

Question was called on the Main Motion as amended and it was

CARRIED

The Main Motion as amended now reads as follows:
That the GVRD Board request BC Premier Christy Clark and the Honourable Norm Letnick, Minister of Agriculture that any legislation that arises from Bill 24 not be brought into force until consultation regarding the proposed changes to the Agricultural Land Commission has occurred with local governments.

5.7 Results of the 2013 Agriculture Awareness Grants

Report dated April 11, 2014, from Theresa Duynstee, Regional Planner, Planning, Policy and Environment, describes the projects that received Agriculture Awareness Grants from Metro Vancouver in 2013.

It was MOVED and SECONDED

That the Regional Planning and Agriculture Committee receive for information the report dated April 11, 2014, titled "Results of the 2013 Agriculture Awareness Grants".

CARRIED

5.8 2014 Agriculture Awareness Grant Recommendations

Report dated April 11, 2014, from Theresa Duynstee, Regional Planner, Planning, Policy and Environment, presenting recommendations from the Agricultural Advisory Committee (AAC) to award $40,000 in Agriculture Awareness Grants to eleven non-profit organizations in 2014.

It was MOVED and SECONDED

That the GVRD Board award Agricultural Awareness Grants to the following eleven non-profit organizations as described in the report dated April 11, 2014, titled "2014 Agriculture Awareness Grant Recommendations":

1) BC Agriculture in the Classroom Foundation for the "Take a Bite of BC" project for the amount of $6,200;
2) BC Chicken Grower's Association for the "Poultry in Motion Educational Mini Barn" project for the amount of $6,000;
3) Delta Farmland & Wildlife Trust for the "Day at the Farm" event for the amount of $3,000;
4) Evergreen Society for the "Seeding Healthy Communities" project for the amount of $1,500;
5) Fraser Valley Direct Marketing Association for the "Using Social Media to Grow the Market for Local Farm Products" project in the amount of $2,300;
6) Growing Chefs for the "Classroom Gardening Program" for the amount of $5,000;
7) Langley Environmental Partners Society for the "Seed to Plate: Community Action for a Sustainable Food System" project for the amount of $4,000;
8) Maple Ridge Pitt Meadows Agricultural Association for the "Backyard Farming" display at County Fest for the amount of $2,500;

9) North Shore Neighbourhood House for the "Strong Roots and Fresh Starts at the Loutet Farm" project for the amount of $5,000;
10) Sharing Farm Society for the " 6th Annual Garlic Festival" for the amount of $3,000; and
11) Vancouver Urban Farming Society for the "Metro Vancouver Cross Cultural Urban Farm Tour" in the amount of $1,500.

CARRIED

5.9 Manager's Report

Report dated April 22, 2014, from Elisa Campbell, Director of Regional and Strategic Planning, Planning, Policy and Environment, updating the Committee about the following:

- Regional Planning and Agriculture Committee 2014 Workplan
- Map of the Month

In response to an inquiry, the Committee was informed that the Corporation of Delta's proposed regional growth strategy amendment to the Southlands site will be considered at the May 23, 2014 GVRD Board meeting.

It was MOVED and SECONDED

That the Regional Planning and Agriculture Committee receive for information the report dated April 22, 2014, titled "Manager's Report".

CARRIED

6. INFORMATION ITEMS

It was MOVED and SECONDED

That the Regional Planning and Agriculture Committee receive for information item 6.1 Regional Planning Monthly Data as follows:

a) March 2014.
b) April 2014.

CARRIED

7. OTHER BUSINESS

No items presented.

8. RESOLUTION TO CLOSE MEETING

No items presented.

9. ADJOURNMENT/TERMINATION

It was MOVED and SECONDED
That the Regional Planning and Agriculture Committee conclude its regular meeting of May 9, 2014.

CARRIED
(Time: 11:18 a.m.)

_____ _____

Klara Kutakova,
Assistant to Regional Committees

Derek Corrigan, Chair

9427448 FINAL

To: Regional Planning and Agriculture Committee

From: Jaspal Marwah, Regional Planner
Planning, Policy and Environment Department

Date: May 22, 2014 Meeting Date: June 6, 2014

Subject: ***Metro Vancouver 2040: Shaping our Future* Amendment Request from the City of Surrey – Central Newton**

RECOMMENDATION

That the GVRD Board:

a) Initiate the regional growth strategy amendment process for the City of Surrey's proposed amendment for the Central Newton Cultural Commercial District;
b) Give 1st reading of Greater Vancouver Regional District Regional Growth Strategy Amendment Bylaw No. 1207, 2014;
c) Give 2nd reading of Greater Vancouver Regional District Regional Growth Strategy Amendment Bylaw No. 1207, 2014; and
d) Direct staff to notify affected local governments as per *Metro Vancouver 2040: Shaping our Future* Section 6.4.2.

PURPOSE

To provide the GVRD Board with the opportunity to consider initiating the proposed Type 3 minor amendment to *Metro Vancouver 2040: Shaping our Future* (*Metro 2040*) requested by the City of Surrey (the City).

BACKGROUND

On May 2, 2014, Metro Vancouver received a request from the City of Surrey to amend *Metro 2040* for part of an area called the Central Newton Cultural Commercial District. The request consists of re-designating 6.5 hectares of regionally designated Industrial lands to Mixed Employment.

This is a Type 3 amendment which, as per *Metro 2040* 6.3.4 b) applies "for sites within the Urban Containment Boundary, amendments from Industrial, Mixed Employment or General Urban land use designations to any other such regional land use designations".

Site Context	
Metro 2040 Designation	Industrial
OCP Designation	Industrial (designated Mixed employment in the new OCP – not yet adopted)
Proposed *Metro 2040* Designation	Mixed Employment
Site Size:	Nine parcels totaling 6.5 hectares
Proposed Development	No specific development proposal. Planning study for the area contemplates establishing a Central Newton Cultural Commercial District including a mix of small-scale manufacturing and repair, business and personal services, and retail sales.

A Type 3 amendment requires an amendment bylaw that receives an affirmative 50%+1 weighted vote by the Metro Vancouver Board at every reading, including adoption, to proceed (Attachment 1).

A draft version of this report and its attachments was presented to the Regional Planning Advisory Committee for review on May 22, 2014, as required by RGS Procedures Bylaw No. 1148.

Figure 1: Proposed CNCCD area

DISCUSSION

The Proposed Amendment

The Central Newton Cultural Commercial District (the Cultural District) site is approximately 16 hectares in total, and is located around the intersection of 128th Street and 80th Avenue in an area that is predominantly surrounded by *Metro 2040* Industrial land (Figure 1). Within the Cultural District boundary, parcels totaling 6.5 hectares[1] are designated *Metro 2040* Industrial, and the rest is designated *Metro 2040* Mixed Employment (Figure 2, Attachment 2). No changes to the surrounding Industrial designations are proposed. The proposed amendment site consists of nine properties that are currently zoned for light industrial or business park uses, and are designated Industrial under the City's existing OCP. Development applications for commercial businesses in the Cultural District have been submitted to the City, pending the acceptance of the *Metro 2040* amendment.

Figure 2: Proposed *Metro 2040* Amendment

In July 2012, after *Metro 2040* adoption, Surrey authorized a planning study to address the proliferation of commercial businesses around the intersection of 128th Street and 80th Avenue area and to consider the development of a new commercial district - the Central Newton Cultural Commercial District.

[1] Surrey's application requests an amendment to 8.5 hectares of *Metro 2040* Industrial land; however this area also includes road and utility right-of-ways. The area of the actual parcels subject to re-designation is 6.5 hectares.

The Cultural District planning process considered:

- OCP re-designation from Industrial to Commercial for the affected area;
- Developing design guidelines;
- Potential establishment of a Business Improvement Area for the new commercial district;
- Introduction of a community amenity contribution scheme; and
- A public consultation process.

Figure 3 - *Metro 2040* Industrial Context

CNCCD area
Metro 2040 Industrial
Metro 2040 Mixed Employment

City of Surrey Rationale

The proposed Cultural District area includes both *Metro 2040* Mixed Employment and Industrial lands. The Industrial lands within the Cultural District form the basis of this amendment. These lands are designated "Industrial" in the OCP and "General Industrial" in the Newton Local Area Plan. The Cultural District boundary incorporates properties around the intersection of 128th Street and 80th Avenue, and is drawn to include three major anchor sites: Payal Centre to the northeast, York Centre to the south and the Punjab Cloth House development site to the west and northwest.

The City's rationale for the amendment is to contain the existing commercial uses, protect surrounding industrial lands and establish a cultural district. The City's staff reports note a history of commercial uses evolving in the Cultural District area. Policy measures to curb the trend were adopted but were largely unsuccessful. Commercial uses continued to emerge due to permissive accessory use provisions in the zoning bylaw and difficulties with enforcement. Further measures were taken address the problem, and a new industrial zone is being proposed to avoid similar challenges in new development in other industrial areas. However, some commercial uses had established themselves as major anchor businesses prior to *Metro 2040* adoption, and continue to attract interest from other commercial users.

Through the Cultural District amendment, the City is proposing to draw boundaries around those industrial areas where commercial uses are already most prevalent to focus commercial interest, and to remove pressure to convert adjacent industrial lands. The Cultural District is intended to build on the existing presence of specialized commercial anchor businesses to create a cultural district that meets the needs of the South Asian community. Surrey staff reports and other materials are attached (Attachment 3).

Metro 2040 Considerations

Analysis of the proposal based on the relevant sections of *Metro 2040* is presented below, structured to respond to *Metro 2040* goals.

Goal 2

Protect the supply of industrial land

The protection of existing industrial lands is one of *Metro 2040's* core strategies. If industrial lands are converted to commercial and retail development, the result may be lost economic opportunity and pressures for securing additional industrial land for development within the region's rural and agricultural areas.

Despite municipal policy and zoning to protect industrial land, commercial uses have evolved in the Cultural District area. The amendment proposed is intended to help contain this existing commercial activity as well as to protect and retain industrial uses on surrounding lands. This outcome will be achieved by drawing boundaries around the locations where commercial uses are already most prevalent in order to direct and contain commercial interest within this area. The Cultural District boundaries are proposed as a means to dispel ambiguity about the future viability of surrounding Industrial lands by formalizing the commercial character of lands within the Cultural District and reaffirming the industrial intent of lands outside the boundaries.

The *Metro 2040* Industrial designation is also intended to provide greater certainty for existing and future businesses about the long term intention and economic viability of industrial activity. This stabilizing function is being impacted by the infiltration of commercial and retail type businesses in the Cultural District area, and the resulting change has affected the character of industrial land within the Cultural District so that commercial and service uses have become the dominant uses in this area.

The existing commercial uses have diminished the industrial capacity of these lands, which are presently more closely aligned with a *Metro 2040* Mixed Employment designation rather than Industrial. The prevalence of commercial activity in the Cultural District area is leading to ongoing and piecemeal pressure to convert nearby industrial lands to commercial. The Cultural District aims to re-stabilize the industrial functionality of the area by removing pressure to convert industrial lands outside of its boundaries.

Risk of proliferation of future amendments

When considering a re-designation from Industrial to Mixed Employment or any other designation, it is important to consider whether accepting this request will lead to additional requests to re-designate other industrial lands. The City sees the incursion of retail/commercial uses into industrial areas as problematic in this area and other locations in the city, and is taking steps to resolve this issue. Below is a summary of that policy work:

- The creation of a Cultural District establishes rational boundaries to contain the emergent retail/commercial uses in this area and to protect surrounding industrial uses from further encroachment.
- Surrey has started using specific provisions in Comprehensive Development zoning to prevent commercial infiltration in their OCP Industrial areas.
- The properties surrounding the Cultural District are zoned either IL (Light Impact Industrial) or IH (High Impact Industrial), and do not permit retail uses.
- Provisions in the existing industrial zoning that contributed to commercial encroachment in the Cultural District include the definitions of accessory retail/commercial uses in the 'Business Park (IB) zone' and specific 'Comprehensive Development (CD) zones'. The City is proposing that a new industrial zone (IB-3) be established to more specifically limit retail/

commercial uses and future commercial infiltration in industrial areas. This zone will come into effect once their new OCP is adopted in 2014, and be applied to future rezoning in the industrial areas.

- Retail/commercial encroachment in this area was partially due to challenges associated with bylaw enforcement, as some businesses operated contrary to the terms of their license, or without a license. The proposed measures are intended to provide more definition and clarity to City policies and bylaws, and will place increased focus on industrial encroachment in the area.
- In their new OCP, Surrey has revised OCP land use designations to more closely reflect the *Metro 2040* land use designations and provisions by adding a Mixed Employment designation and amending the Industrial designation to further restrict retail and office use.

The emergent retail/commercial uses in this area catered to particular cultural and community needs within the rapidly growing area. The success of those anchor businesses attracted other cultural-serving businesses. The Cultural District will formally recognize and accommodate this unique functional location.

Notwithstanding the City's efforts, there are no guarantees the proposed strategies will be successful. There is still a risk of future commercial encroachment, and acceptance of this amendment could be seen as a signal that future attempts to convert industrial land may also be successful. However, measures taken and proposed by the City of Surrey seem to provide an appropriate balance in attempting to resolve a conflicting land use issue in the community, and serve to further inhibit future encroachment on industrial lands.

Concentrate major-trip generating uses in Urban Centres and FTDAs
Metro 2040 asks municipalities to define major trip-generating uses in their Regional Context Statements (RCSs), and to discourage these uses outside of Urban Centres and Frequent Transit Development Areas (FTDAs). The Cultural District staff reports suggest the area could become a regional shopping destination, but it does not meet the threshold as a major trip-generator (MTG) as defined in the City's new OCP and proposed RCS. However, Surrey's MTG definition is based on a floor area ratio, which does not accurately capture trip generating potential or impacts. *Metro 2040* does not define MTGs or specific criteria that have to be met in defining MTGs in an RCS. Given that commercial uses generate more trips than industrial, and the Cultural District is described as a potential regional destination in Surrey staff reports, it is reasonable to assume the Cultural District could function as a MTG outside of Urban Centres and FTDAs, even if it does not technically meet the definition in the RCS.

The Cultural District study includes direction for enhanced traffic and parking management within the site, as well as pedestrian and transit-supportive improvements. While these measures could have a nominal effect in reducing some anticipated traffic impacts, the proposed Cultural District will lead to an overall increase in trip-generation and related impacts, and is generally not consistent with the intent of this Metro 2040 policy, even if it meets the MTG definition in the RCS.

Promote a diverse regional economy and employment close to where people live
The *Metro 2040* Mixed Employment land use designation is intended for industrial, commercial and other employment related uses to support the regional economy and industrial activity, and to complement the function of Urban Centres and FTDAs. The Cultural District proposes to add parcels

totaling 6.5 ha of Mixed Employment land to an area that already features commercial land uses, in order to create a contiguous node of Mixed Employment land. Commercial businesses in the Cultural District area are already popular among the South Asian community, and the City is proposing to build on the existing draw of this area to transform it into a regionally-unique cultural commercial district.

The City's economic analysis indicates businesses that are expected to be attracted to this area tend to offer specialized goods and services catering to the growing South Asian community, and would therefore have minimal impact on other commercial areas in Urban Centres and FTDAs. The proposed amendment would contribute to regional economic development activity, although some of it could be replacing economic activity that might otherwise occur from industrial use, or might otherwise occur elsewhere in more transit-supportive locations, such as the Newton Town Centre.

<u>Goal 4</u>
Develop complete communities with access to a range of services and amenities
The proposed Cultural District would formalize the emergence of a unique area to meet the needs and interests of Newton's growing South Asian community. The Cultural District includes design guidelines in support of place-making and creating a vibrant and safe pedestrian environment to provide increased opportunities for social interaction.

<u>Goal 5</u>
Coordinate land use and transportation
One of the key regional objectives for Goal 5 is to coordinate land use and transportation to facilitate transit, walking, cycling and multi-occupancy vehicle trips. The subject site is in an area identified as a potential corridor in the Frequent Transit Network Concept as shown on *Metro 2040* Map B.1). However, there is no planning work underway or certainty regarding future implementation. Currently, the site has limited transit service (20-30 minute service). It is not within walking distance of the existing Frequent Transit Network and there are no transit expansion plans along 80th Avenue. With limited transit service, the proposed Cultural District will increase traffic volumes and trips to and from the Mixed Employment area. The Cultural District study addresses parking and traffic considerations, and features design guidelines and proposed improvements to the public realm and access to and from transit services, including sidewalks, pedestrian connections, open space and landscaping. Although such improvements will contribute somewhat to the walkability and transit connectivity of the Cultural District area, the proposed amendment generally does not support this *Metro 2040* strategy.

Safe and efficient movement of people and goods
The proposed Cultural District encompasses a portion of the BC Hydro railway ROW. The current use of rail in the surrounding industrial areas, and potential impacts to future rail use are not addressed in the City's analysis. It is likely that rail use in this corridor will be constrained as a result of the proposed amendment, although City staff have informally indicated that rail use by industry in the area has been declining and mostly replaced by trucking.

ALTERNATIVES
1. That the GVRD Board:
   a) Initiate the regional growth strategy amendment process for the City of Surrey's proposed amendment for the Central Newton Commercial Cultural District;

b) Give 1st reading of Greater Vancouver Regional District Regional Growth Strategy Amendment Bylaw No. 1207, 2014;
c) Give 2nd reading of Greater Vancouver Regional District Regional Growth Strategy Amendment Bylaw No. 1207, 2014; and
d) Direct staff to notify affected local governments as per *Metro Vancouver 2040: Shaping our Future* Section 6.4.2.

2. That the GVRD Board decline the requested *Metro 2040* amendment.

FINANCIAL IMPLICATIONS
There are no financial implications for the alternatives presented.

REGIONAL PLANNING IMPLICATIONS
The proposed amendment to *Metro 2040* is a Type 3 minor amendment. If the Metro Vancouver Board approves Alternative 1, initiates the amendment, and gives 1st and 2nd reading to RGS Amendment Bylaw No. 1207, 2014 (Attachment 1), notification will be sent to affected local governments, a notice will be placed on the Metro Vancouver website and an opportunity for all to comment will be provided. The intent would be to return to the Board in September 2014 with an opportunity to consider comments received and adoption of the Bylaw. Surrey's new RCS would be considered at the same meeting.

In terms of regional impacts, if the amendment is approved, there will be a loss of 6.5 hectares of industrial land parcels within the Cultural District area, and an increase in trip generation in an area with currently limited transit services outside of Urban Centres and FTDAs. However, the intent is to stabilize the long-term protection of industrial lands immediately outside of the Cultural District area, contain and focus commercial activity to where it is already occurring and most prevalent, and support a regionally and culturally unique economic generator.

If the Board approves Alternative 2, and declines the amendment, potential implications might include further destabilization of industrial land in the area via ongoing pressure for commercial conversion, and diminished opportunity for diversifying the regional economy. Similarly, if the Industrial designation remains in name only, and does not accurately reflect what's on the ground, the intent of the *Metro 2040* land use designations might be diminished. The regional benefits of not accepting the amendment would include a clear message that *Metro 2040* Industrial areas are to remain as a stable supply of land for industrial activity, and that, on balance, encouraging further commercial uses in the area will have significant regional impacts as a major trip generator out of centre and without adequate transit access.

SUMMARY / CONCLUSION
The City of Surrey has requested an amendment to *Metro 2040* to re-designate properties totaling 6.5 hectares from Industrial land to Mixed Employment. The amendment responds to ongoing challenges to curb the growth of retail/commercial uses in the Central Newton area by proposing to contain the existing commercial uses within a cultural commercial district.

The amendment aims to resolve the conflicting land use issue by acknowledging the existing commercial character of the subject lands; a re-designation to *Metro 2040* Mixed Employment would enable consistency among the establishment of the Central Newton Cultural Commercial District, the City's new OCP, the proposed Regional Context Statement and *Metro 2040.*

The amendment further articulates the City's ongoing efforts to curb the problem of commercial growth in the area, and provides a final step to resolve prior regulatory and administrative challenges with curbing commercial growth.

The proposed amendment addresses and provides a mechanism to contain the conversion of industrial land in the Central Newton Cultural Commercial District, and contributes to the broad *Metro 2040* objective of protecting industrial land by providing further stability and clarity to land use in industrial areas. Metro Vancouver staff recommends Alternative 1, that the proposed amendment should proceed. If the Board approves the recommendation, the amendment bylaw will return for consideration of adoption along with all comments from the referral period.

Attachments (Doc. #9499012)**:**
1. Regional Growth Strategy Amendment Bylaw No. 1207, 2014.
2. Map of Proposed Amendment to Metro 2040 Land Use Designations.
3. City of Surrey Staff Reports.

9437746

GREATER VANCOUVER REGIONAL DISTRICT
REGIONAL GROWTH STRATEGY AMENDMENT BYLAW NO. 1207, 2014

A Bylaw to Amend
Greater Vancouver Regional District Regional Growth Strategy Bylaw No. 1136, 2010.

WHEREAS the Board of the Greater Vancouver Regional District adopted the Greater Vancouver Regional District Regional Growth Strategy Bylaw No.1136, 2010 on the 29th day of July, 2011;

NOW THEREFORE, the Board of the Greater Vancouver Regional District in open meeting assembled ENACTS as follows:

1. The "Greater Vancouver Regional District Regional Growth Strategy Bylaw Number 1136, 2010" is hereby amended by revising the official regional land use designation maps numbered 2 (Regional Land Use Designations) and 6 (Industrial and Mixed Employment Areas) to record the changes in regional land use designation from Industrial to Mixed Employment, as shown in Schedule A of this Bylaw.

2. The official Citation for this bylaw is "Greater Vancouver Regional District Regional Growth Strategy Amendment Bylaw No. 1207, 2014" This bylaw may be cited as "Regional Growth Strategy Amendment Bylaw No. 1207, 2014."

Read a First time this _____ day of _____ , 2014.

Read a Second time this _____ day of _____ , 2014.

Read a Third time this _____ day of _____ , 2014.

Passed and Finally Adopted this _____ day of _____ , 2014.

_____	_____
Chris Plagnol	Greg Moore
Acting Corporate Officer	Board Chair

Schedule A - Map of Subject Site

Metro 2040 Land Use Designation Amendment

City of Surrey

Redesignate from Industrial to Mixed Employment

N

Proposed *Metro 2040* Land Use Designation Amendments

Metro 2040: Shaping our Future Amendment Request from Surrey - Newton Area

- Industrial to Mixed Employment (6.5 ha of parcel area, additional 2.8 ha in roads and right of ways)

Produced by Metro Vancouver
May 14, 2014

metrovancouver
SERVICES AND SOLUTIONS FOR
A LIVABLE REGION

***Metro 2040* Land Use Designations**

Agricultural | Conservation & Recreation | Industrial | Mixed Employment | Rural | General Urban | Urban Containment Boundary (UCB)

0 120 240 Meters

N

CITY OF SURREY

the future lives here.

May 1, 2014

File: 3900-20-18020
7913-0047-00

COPY

Metro Vancouver Board
4330 - Kingsway
Burnaby, BC V5H 4G8

Attention: Paulette Vetleson, Corporate Secretary

Dear Madam:

Re: City of Surrey *Regional Growth Strategy* Type 3 Minor Amendment Application

The City of Surrey has prepared a new *Official Community Plan* ("OCP") and corresponding Regional Context Statement ("RCS"), which was introduced to Surrey City Council on December 16, 2013 (see Attachment A.1) and granted Third Reading on March 31, 2014. The RCS incorporates a number of proposed Minor Amendments to the Metro Vancouver *Regional Growth Strategy* ("RGS") that are deemed to be consistent with the objectives of the RGS. Surrey's RCS will be submitted for acceptance by the Metro Vancouver Board in the near future. On the advice of Metro Vancouver staff, and in order to achieve consistency between Surrey's OCP and RCS and the Metro Vancouver RGS, the City of Surrey is requesting a Type 3 Minor Amendment to the RGS prior to submitting its RCS, as described in this letter and its attachments.

Proposed Amendment Site

The Type 3 Minor Amendment request is related to an 8.5 hectare (21 acre) site in the Newton employment area, near the intersection of 80 Avenue and 128 Street (Attachment B). The RGS amendment request is to re-designate this site from Industrial to Mixed Employment, in response to a Surrey City Council resolution associated with the establishment of the Central Newton Cultural Commercial District (Attachments C.1 and C.2). A further resolution R13-2406 (Attachment D.2) approved the "Central Newton Cultural Commercial District Guidelines" (see Attachment D.1). In response to Corporate Report No. R252, Council directed staff by Resolution R13-2610 to submit an RGS amendment application to the Metro Vancouver Board related to the subject site (Attachment A.2). In accordance with section 6.3.4.(b) of the RGS, this amendment application qualifies as a Type 3 Minor Amendment.

The proposed RGS amendment subject site is comprised of nine properties that are currently zoned either IL (Light Industrial) or CD (Comprehensive Development), based on a blend of IB (Business Park)and IL (Light Industrial) zones. Surrounding properties to the north and east of the subject site have been rezoned over the past number of years to a CD zone based on the IB and CHI (Highway Commercial-Industrial) zones, as shown in Attachment B. Under the current "old" Surrey OCP these zones are consistent with the Industrial designation (Attachment E.1). However, the draft "new" OCP divides the Industrial designation into Mixed Employment and Industrial designations, closely following the definitions of the Mixed Employment and Industrial designations in the RGS. As a result, the appropriate "new" OCP designation for these CD-zoned properties is Mixed Employment (Attachment E.2), and likewise the appropriate RGS designation for these lands is Mixed Employment as well.

Planning & Development Department 14245 - 56th Avenue Surrey, British Columbia Canada V3X 3A2
T 604.591.4441 F 604.591.2507 www.surrey.ca

Initial RGS Designation

While the RGS was being prepared in 2010, the City of Surrey submitted maps to Metro Vancouver staff that distinguished Mixed Employment and Industrial uses within the City's industrial areas, and these maps formed the basis for the resulting RGS designations adopted by the Metro Vancouver Board on July 29, 2011. A number of properties north and east of the subject site were designated Mixed Employment (Attachment F) to reflect the nature of these existing land uses. The subject site was designated Industrial in the RGS, in keeping with its existing land uses. At the time of RGS preparation land use changes in this area were not anticipated.

Central Newton Cultural Commercial District

In 2012, in response to a number of development inquiries, Council directed staff to establish a defined area to contain the growing demand for mixed industrial-commercial development in the Central Newton area. In recent years this area has become a significant business hub for goods and services catering primarily to the South Asian community in Surrey and across the region. This area was called the Central Newton Cultural Commercial District ("CNCCD") (Attachments C.1 and C.2). The CNCCD study established the extents of this unique business district and developed a set of land use and urban design guidelines. The CNCCD study was completed in 2013 and on November 25, 2013 at a Regular Meeting (Land Use), Surrey City Council passed resolution R13-2406 to approve the CNCCD Guidelines (Attachments D.1 and D.2) concurrent with the introduction of a development application within the CNCCD area.

Development Application No. 7913-0047-00

In 2013, a development application (7913-0047-00) was received by the City for two properties within the CNCCD) (as shown in Attachment D.1). This development application included a proposed rezoning to a CD zone based on uses permitted in the IB and C-8 (Community Commercial) zones. The proposed uses include office, business services, personal services and retail uses, and are similar to those on the adjacent CD-zoned properties. As this development application proposed uses that are not consistent with the Industrial designation in Surrey's OCP or with the Industrial designation in the Metro Vancouver RGS, approval of the rezoning is contingent on an OCP amendment and an RGS amendment for the subject properties. By Resolution R13-2406 (Attachment D.2) Council authorized staff to submit a Type 3 Minor Amendment of the RGS to Metro Vancouver for the properties covered by application No. 7913-0047-00.

Following a Public Hearing on December 16, 2013, Surrey City Council granted Third Reading to an OCP amendment bylaw (No. 18141) re-designating the subject properties from Industrial to Commercial in the OCP. The Commercial designation was deemed appropriate in the context of the current "old" OCP, as the Mixed Employment designation was not available; in the draft "new" OCP (currently approved at Third Reading) such a designation has been created, and the subject sites are proposed to be designated for Mixed Employment in the draft "new" OCP (see Attachments E.1 and E.2). Also on December 16, 2013, an amending bylaw (No. 18142) rezoning the subject properties from IL to CD was granted Third Reading.

Re-designation Rationale

At the conclusion of the CNCCD study, and in the finalization of Surrey's OCP and RCS preparation process, it became clear that an RGS land use designation change from Industrial to Mixed Employment for the area shown in Attachment G would be necessary and appropriate in

order to align the proposed land uses in the subject area to that of the regional plan. This would expand the existing pocket of Mixed Employment lands shown in Attachment F while setting definite limits and a rational boundary on the CNCCD area. In response to Corporate Report No. R252 on the preparation of the OCP and the RCS (Attachment A.1), Council directed staff to prepare a Type 3 Minor Amendment of the RGS application for remainder of the CNCCD (Attachment A.2).

The City of Surrey supports the development and definition of the CNCCD as a unique and vibrant employment area within the City and region. This unique district mixes small-scale manufacturing and repair uses, business services, personal services and retail sales within the geographical heart of Surrey's significant and growing South Asian community, in an area well-served by existing transportation networks and by existing and future transit services.

The proposed RGS amendment will define and contain this district and provide a clear focus for mixed employment development within this specified area, thereby reducing or eliminating pressures to convert other industrial lands in the area in a piecemeal fashion. Under the proposed RGS amendment, residential uses will not be permitted, consistent with the Mixed Employment designation.

Summary

The City of Surrey requests that the Metro Vancouver Board amend the *Regional Growth Strategy*, Map 2: Regional Land Use Designations, to re-designate the properties as illustrated in Attachment F from Industrial to Mixed Employment. This amendment will achieve consistency between Surrey's draft new *Official Community Plan*, its Regional Context Statement and the Metro Vancouver *Regional Growth Strategy*, prior to the formal submission of Surrey's RCS for acceptance by the Metro Vancouver Board.

Yours truly,

Jean Lamontagne
General Manager
Planning and Development

DL/CS/da/saw

Attachments:

A.1 Corporate Report R252 Official Community Plan and Regional Context Statement
A.2 Council Resolution R13-2610
B. Subject Site Location and Current Zoning
C.1 Corporate Report R157 Establishment of Central Newton Cultural Commercial District
C.2 Council Resolution R12-1597
D.1 Planning Report for Development Application 13-0047-00
D.2 Council Resolution 13-2406
E.1 Existing OCP Designations
E.2 Proposed OCP Designations
F. Proposed RGS Map 2 Re-designations

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SAW 5/1/14 11:36 AM

cc Heather McNell, Regional Planning Division Manager, Metro Vancouver
Jaspal Marwah, Regional Planner, Metro Vancouver
Melissa Johnson, Planner, City of Surrey

Attachment "A1"

CITY OF SURREY
the future lives here.

CORPORATE REPORT

NO: R252 COUNCIL DATE: DECEMBER 16, 2013

REGULAR COUNCIL

TO:	Mayor & Council	DATE:	December 16, 2013
FROM:	General Manager, Planning and Development	FILE:	3900-20-18020
SUBJECT:	New Official Community Plan and Related Regional Context Statement		

RECOMMENDATION

The Planning and Development Department recommends that Council:

1. Receive this report as information;

2. Approve the draft new Official Community Plan Bylaw No. 18020 (the "Bylaw"), a copy of which is attached to this report as Appendix I and which is generally described in this report;

3. Instruct the City Clerk to bring forward the Bylaw for first and second readings;

4. Subject to first and second readings being given to the Bylaw, instruct staff to forward a copy of the Bylaw to the Agricultural Land Commission (the "ALC") for comment as is required under Section 881 of the *Local Government Act*;

5. Subject to receipt of comments from the ALC, instruct the City Clerk to schedule a public hearing for the Bylaw; and

6. Subject to Council granting third reading to the Bylaw, instruct staff to submit to the Metro Vancouver Board for approval, the Regional Context Statement that forms part of the Bylaw as is required under Section 866 of the *Local Government Act*, along with an application for a Type 3 Minor Amendment to the Regional Growth Strategy as described in Appendix II attached to this report.

INTENT

The purpose of this report is to provide information about a draft new Official Community Plan (the "OCP") that has been developed for the City and to seek approval of the related OCP Bylaw and the Regional Context Statement ("RCS") that forms part of the Bylaw and authorization for staff to undertake all necessary related actions.

POLICY CONSIDERATIONS

The OCP is a keystone policy document that sets out the City's overall plan for land use, growth management and sustainable community development. The *Local Government Act* (the "*Act*") provides the authority and outlines the required and optional content of an OCP. Section 884 of the *Act* stipulates that all policies, plans and bylaws adopted subsequent to an OCP must be consistent with it, or the OCP needs to be amended by bylaw to establish consistency. While an OCP sets out the future plans of the City, a local government is not obligated to immediately implement any specific plan or policy contained in the OCP.

Section 866 of the *Act* also describes the relationship between an OCP and a regional growth strategy adopted by a regional district, such as Metro Vancouver's Regional Growth Strategy ("RGS") adopted in 2011. The *Act* stipulates that an OCP contain a RCS that documents how the OCP aligns with the RGS. The *Act* requires local governments to submit their RCS within two years of the adoption of a RGS. In July 2013, the City advised Metro Vancouver of the anticipated timeline for adopting the City's new OCP and for submitting the related RCS to the Metro Vancouver Board for approval. It is expected that the Metro Vancouver Board will consider Surrey's RCS and an accompanying Type 3 Minor Amendment to the RGS for acceptance in the Spring of 2014.

BACKGROUND

The draft OCP included three years of internal and external consultation with staff groups, community stakeholders and members of the public, other governmental and non-governmental agencies, Advisory Committees of Council, and several workshops with Council.

At its Regular meeting on June 17, 2013, Council received Corporate Report No. R120, which provided information about the draft new OCP. At that meeting Council authorized staff to conduct public and agency consultation on the draft OCP.

A public open house was held at City Hall on June 27, 2013, which included display boards, copies of the draft OCP, a staff presentation and a question and answer session. Those in attendance were provided with a comment sheet on which they could formally submit comments about the draft OCP. The public open house was attended by approximately 70 persons, and 21 completed comment sheets were submitted.

A workshop regarding the draft OCP was held on July 11, 2013 with a group of stakeholders representing business, environmental, social and cultural groups in Surrey as well representatives of Surrey community and neighbourhood associations. The workshop included focused discussion on key issues, a review of the entire OCP document and a plenary question and answer session.

Staff has also met with representatives of key agencies including Metro Vancouver, TransLink, BC Hydro and the Ministry of Agriculture in relation to the OCP and RCS, and has received formal comments from Metro Vancouver staff and TransLink staff on the draft RCS.

DISCUSSION

Major Elements in the OCP

The OCP sets out the City's vision and its long-range plan for community development, including land uses and densities, urban development and housing, infrastructure, environmental protection, social development and economic development. The OCP responds to existing and emerging planning issues and challenges including:

- Accommodating sustained population and employment growth while continuing to improve the quality of life in Surrey and addressing the integrity of the natural environment;
- Increasing public transit and active (walking and cycling) transportation choices and reducing residents' reliance on the private automobile;
- Preparing for an uncertain energy future and the likely effects of climate change; and
- Serving the needs of an aging population and an increasingly diverse community.

The following sections provide a brief overview of the various sections of the draft new OCP, a full copy of which is attached to this report as Appendix I):

Introduction and Authority

This section outlines the legislative authority for the OCP, the required and optional elements of the OCP, and the public consultation that was undertaken as part of its formation.

Planning Challenges

This section discusses the most significant emerging planning challenges facing the City that are addressed in the OCP, including:

- Accommodating continued population and employment growth through the next 30 years while protecting the integrity of the natural environment;
- Reducing reliance on private automobiles in order to reduce congestion and greenhouse gas emissions;
- Responding to issues related to energy cost increases and the likely effects of climate change; and
- Serving the social and cultural needs of an aging and increasingly diverse population.

Vision

This section places the Sustainability Charter as the guiding document for the OCP, and describes a vision for the City of Surrey as a "green, compact, connected, complete, healthy, safe and inclusive, resilient and beautiful City". All of the land use plans and policies contained in the OCP are focused on achieving this vision.

Land Uses and Densities

This section, which is often considered the "meat" of the OCP, sets out 12 land use designations that determine permitted uses and densities in general terms for every parcel of land in the City. The Future Land Use Map illustrates how the entire City is divided into one of these designations. The land use designations include:

- **Agricultural** - areas protected primarily for farming activity;
- **Conservation - Recreation** - areas protected as primarily natural environments, usually within extensive regional or City parks;
- **Rural** - low-density residential areas not serviced with municipal infrastructure;
- **Suburban** - low density residential areas that may be serviced, and that are expected to remain suburban in character;
- **Suburban Future Urban Reserve** - low density areas that may be planned for urban uses in the future through NCP processes;
- **Industrial** - areas set aside primarily for industrial uses such as manufacturing and warehousing;
- **Mixed Employment** - areas permitting industrial uses along with some hybrid industrial/commercial uses;
- **Commercial** - areas intended as primarily commercial (office or retail) with mixed commercial/residential development permitted;
- **Urban** - low and medium density residential neighbourhoods (detached homes and townhouses) with local neighbourhood services and schools;
- **Multiple Residential** - areas of higher-density, primarily residential development, mostly in the form of apartment buildings;
- **Town Centre** - higher-density, transit oriented centres encouraging mixed commercial-residential development along with civic and institutional uses (Semiahmoo, Cloverdale, Fleetwood, Newton and Guildford Town Centres); and
- **Central Business District** - the core areas of Surrey City Centre, encouraging the highest density of mixed-use, transit-oriented development in the City, along with major, region-serving institutions.

In addition, this section introduces the concept of Frequent Transit Development Areas ("FTDA"). These are areas outside of Town Centres that contain a planned rapid transit station where higher densities may be permitted within the land use designations described above. These areas are identified in the City's RCS and have been determined in consultation with TransLink. There are three FDTA proposed in the draft OCP as follows:

- along 104 Avenue between City Centre and Guildford Town Centre;
- at 152 Street and Fraser Highway in Fleetwood; and
- at 192 Street and Fraser Highway in the Clayton area of Cloverdale.

In addition, two future FTDAs are identified in the new OCP:

- at the Scott Road SkyTrain Station; and
- along Scott Road/120 Street, which is being planned in collaboration with the Corporation of Delta.

Policies

This section contains the policies and actions guiding community development. The section is structured into six Themes as follows:

Urban Structure themes:
A: Growth Management
B: Centres, Corridors and Neighbourhoods
C: Infrastructure

Sustainability themes:
D: Ecosystems
E: Economy
F: Society & Culture

Each theme is articulated through several objectives, which in turn contain a series of specific policies and actions.

Implementation

This section describes the various ways in which the OCP is implemented, including Secondary Plans such as Neighbourhood Concept Plans and Town Centre Plans, various Master Plans and Strategies on select topics, amendments to the Zoning By-law, and the issuance of Temporary Use Permits and Development Permits. The designation, justification and intent of Development Permit Areas are included in this section as authorized by the *Act* (Sections 919.1 and 920).

Regional Context Statement

The RCS is a required component of the OCP, and is separately submitted to the Metro Vancouver Board for approval. The RCS indicates how the OCP aligns with and supports the Metro Vancouver RGS, which was approved in 2011 by the Metro Vancouver Board.

Development Permit Guidelines

Development Permit guidelines set out the special considerations that apply to particular classes of development within Development Permit ("DP") Areas that are identified in the OCP. The draft OCP identifies four DP Areas as described below:

- DP#1 – Form and Character of Commercial, Industrial and Multifamily Residential Development: The entire City (with some exceptions for industrial development) is designated as DP#1 for ensuring a high quality of urban and site design for these classes of development;

- DP#2 – Hazard Lands: Areas of the City that are on or adjacent to steep slopes or floodplains are designated under this DP area to ensure mitigation of natural hazards associated with landslide or flooding related to new development;

- DP#3 – Sensitive Ecosystems: Areas of the City that contain or are adjacent to Riparian Areas associated with fisheries habitat and/or areas that contain or are adjacent to the Green Infrastructure Network as identified in the Biodiversity Conservation Strategy (BCS) will be

designated under this DP area, subject to Council approval of the BCS. It is expected that the new OCP will be amended to incorporate DP#3, along with associated DP Guidelines once the RCS is adopted by Council; and

- DP#4 - Agricultural Areas: Areas of the City that are adjacent to the Agricultural designation comprise DP#4, which is intended to ensure an appropriate interface between urban areas and agricultural areas for the protection of farming activity.

Changes from the Existing OCP

While there is a strong continuity between the current OCP and the draft new OCP, there are several areas of difference and areas of differing emphasis. These areas are discussed in the following section.

Major Differences between the Current OCP and the draft new OCP

In comparison to the current OCP the new OCP:

- Permits higher densities in Centres (City Centre and in most Town Centres) and in areas adjacent to existing and planned rapid transit stations (Frequent Transit Development Areas);

- Allows the calculation of density on gross site areas for commercial developments, high-density apartment development and mixed-use development within City Centre, Town Centres and FTDA to encourage the dedication of lands for public purposes such as roads, walkways and public open spaces;

- Creates a new OCP designation for "Mixed Employment" as distinct from "Industrial" to direct the location of business parks and hybrid office/industrial and warehouse/retail establishments and reduce the erosion of industrial lands;

- Creates a new OCP designation labelled "Suburban – Future Urban Reserve" to clearly distinguish suburban areas that are expected to remain unchanged from areas expected to transition to urban densities through future NCP processes;

- Amends the Future Land Use Map to reflect the general land uses approved by Council through existing Secondary Plans;

- Reduces "red tape" by authorizing Temporary Use Permits ("TUP") without requiring an OCP amendment to accompany each TUP, as permitted by legislation;

- Designates new DP Areas and development guidelines for Hazard Lands (Steep Slopes and Floodplains) and for Environmental Protection (Riparian Areas and Sensitive Ecosystems) to provide consistent and transparent requirements for development within and adjacent to these areas; and

- Provides an entirely new RCS, as required by the adoption of the Metro Vancouver RGS.

Changes in Emphasis between the Current OCP and the draft new OCP

In comparison to the current OCP the new OCP reflects the following:

- A greater emphasis on directing higher-density growth to locations along existing and future transit corridors, particularly rapid transit corridors along Fraser Highway, 104 Avenue and King George Boulevard;
- A greater emphasis on the development of City Centre and the Town Centres as transit-oriented places with high standards of urban design;
- Policies supporting the development of a finer-grained road network to improve pedestrian connections and local traffic distribution;
- A greater emphasis on energy conservation and greenhouse gas reductions, including the addition of energy-efficient design guidelines into development permit requirements;
- More prominent policies related to greenways, public art, civic beautification, heritage conservation, walking and cycling infrastructure and district energy systems;
- More policy emphasis related to civic engagement, literacy, post-secondary education, skills training, affordable housing, social services and crime reduction initiatives; and
- A greater emphasis on tree retention and replanting, biodiversity conservation and ecological restoration, including the setting of tree canopy targets for the City.

These changes in policy emphasis are consistent with the City's Sustainability Charter, with contemporary "best practices" in community planning and with direction provided by Council.

Adjustments to the Draft OCP

The feedback received on the draft OCP through the public consultation processes along with the agency meetings, Advisory Committee input and formal comments submitted by Metro Vancouver and TransLink staff has resulted in several minor refinements to the draft OCP that was presented to Council in June 2013. These refinements include wording changes to a number of policies to add clarity of intent, adjustments to the population distribution projections for City Centre and Town Centres in response to comments by Metro Vancouver staff, and a new policy statement and map (Figure 19) that provide further emphasis on transit-oriented development related to future rapid transit in the City.

The new policy statement is B3.6:

> *Engage in land use planning processes in consultation with the community for those area along the Frequent Transit Corridors (as shown in Figure 19) in order to define appropriate land uses and densities. These processes may result in defining additional FTDA within Surrey.*

The intention of this new policy statement is to indicate that further transit-oriented areas may be designated in the future, through local land use planning processes. This policy responds to concerns expressed by TransLink and Metro Vancouver staff, and to recent direction from

Council regarding the definition of densities along the planned rapid transit corridors in Surrey. This new policy statement is accompanied by a new map (Figure 19) that illustrates areas where such transit-oriented land use plans may be developed along future rapid transit corridors.

An adjustment to the General Land Use Designations map (Figure 3) was made to identify an area of land south of the Campbell Heights industrial area designated Agricultural, but outside the Agricultural Land Reserve ("ALR"), as a "special study area" that will be the subject of a future planning process. This adjustment conforms to the Metro Vancouver RGS, which also identifies this area as a "special study area" while remaining in its current "Rural" designation until a planning study determines future land uses.

Further formal consultation on the OCP will be conducted following first and second reading of the Bylaw, as set out in legislation. Staff will forward a copy of the Bylaw to the ALC for comment as required under Section 881 of the *Local Government Act*.

Regional Context Statement (RCS) Submission

The RCS is a component of the draft OCP (Appendix I) and demonstrates close alignment of Surrey's draft new OCP with the Metro Vancouver RGS, including:

- Developing Surrey City Centre as the Region's second Metropolitan Centre;
- Focusing additional growth capacity to Town Centres and transit corridors;
- Maintaining the Urban Containment Boundary and the "Agricultural" and "Conservation – Recreation" designations;
- Planning urban land uses and neighborhoods to reduce dependency on the private automobile; and
- Committing to the development and protection of employment areas that underpin the regional economy.

The RCS also indicates that for Surrey to meet the regional growth objectives set out in the RGS, significant infrastructure needs to be delivered in Surrey through regional, provincial and federal partnerships. This includes transit and transportation infrastructure, along with community infrastructure such as hospitals, schools and university expansion, affordable housing and social services.

Staff met with Metro Vancouver staff and TransLink staff as the RCS was being prepared, which included discussion regarding the definition of Urban Centres and FTDA. In letters received in response to the draft RCS, each of TransLink staff and Metro Vancouver staff, respectively, provided general support for the RCS and the OCP, along with suggestions on how to strengthen the link between land uses and transit corridors. Specific comments included that a higher percentage of Surrey's overall projected growth could be allocated to Urban Centres and FTDA. Surrey staff has responded with the observation that, unlike most municipalities in Metro Vancouver, Surrey retains significant undeveloped urban land, and that new neighbourhood development in NCPs is likely to attract a share of growth over the next few decades alongside the significant high-density growth projected for Town Centres and transit corridors. It is expected that as NCP areas become substantially "built out" that an increasing share of growth will occur in Urban Centres and along transit corridors and this has been reflected in the updated population projections in the RCS.

To achieve consistency between the City's OCP land use designations and the RGS land use designations, a number of minor amendments to the RGS are proposed within the RCS. These amendments are either consistent with the policy objectives of the RGS or are "housekeeping" in nature. Metro Vancouver staff has indicated that these can be "packaged" within the RCS for consideration of approval by the Metro Vancouver Board as part of the RCS approval process.

The proposed RGS land use amendments contained within the RCS are illustrated in Appendix III(Figures 2A-2J). These amendments include eight additions to the area covered by the "Conservation-Recreation" land use designation totalling 70 acres of land (Figures 2A-2H) as follows:

- 1 acre in Invergarry Park (Figure 2A);
- 1 acre in Bonaccord Creek Park (Figure 2B)
- 10.5 acres in Green Timbers Urban Forest (Figure 2C);
- 2.5 acres in Bear Creek Park (Figure 2D);
- 35 acres in Fleetwood Park (Figure 2E);
- 2 acres in Blackie Spit (Figure 2F);
- 4.5 acres Sunnyside Acres Urban Forest (Figure 2G); and
- 13.5 acres in Redwood Park (Figure 2H) areas.

These amendments reflect refined mapping of natural area parks in these areas.

In addition, there are two locations where errors occurred in the preparation of the RGS. Existing residential developments (Figures 2I and 2J) were incorrectly submitted by the City as "Mixed Employment" areas rather than "General Urban" areas, which are the appropriate designation, given their residential land use. Re-designation of these two areas totalling 43 acres from "Mixed Employment" to "General Urban" is proposed, as follows:

- the "Nuvo" live-work townhouse project (35 acres) in Rosemary Heights (Figure 2I); and
- a portion (8 acres) of the "Morgan Crossing" mixed-use project in Grandview Heights (Figure 2J).

Proposed Type 3 Minor Amendments to the Regional Growth Strategy

There is one area within the "Newton Cultural Commercial District" where Metro Vancouver staff advised that a discrepancy in land use designation between the OCP and the RGS requires a Type 3 Minor amendment to the RGS to achieve consistency. Staff is proposing that Council resolve to proceed with the RGS amendment that includes several properties totalling 21 acres in the Newton Industrial Area at 80 Avenue and 128 Street as illustrated in Appendix II. This Type 3 Minor Amendment will be submitted to the Metro Vancouver Board for consideration following third reading related to the draft new OCP at the same time as Surrey's RCS is considered by the Metro Vancouver Board.

CONCLUSION

The draft new OCP outlines the City's overall plan for its growth and development over the next 30 years. The OCP is based on the principles of the Sustainability Charter and places a strong emphasis on social-cultural, environmental and economic sustainability. The OCP is a "keystone" policy document for the City and sets the framework within which all subordinate bylaws and plans are developed. The new OCP bylaw will replace the existing OCP bylaw upon its final adoption.

Based on the above discussion it is recommended that Council:

- Approve the draft new Official Community Plan By-law No. 18020, a copy of which is attached to this report as Appendix I and which is generally described in this report;

- Instruct the City Clerk to bring forward the Bylaw for first and second readings;

- Subject to first and second readings being given to the Bylaw, instruct staff to forward a copy of the Bylaw to the Agricultural Land Commission (ALC) for comment as is required under Section 881 of the *Local Government Act*;

- Subject to the receipt of comments from the ALC, instruct the City Clerk to schedule a public hearing for the Bylaw; and

- Subject to Council granting third reading to the Bylaw, instruct staff to submit to the Metro Vancouver Board for approval the Regional Context Statement that forms part of the Bylaw as is required under Section 866 of the *Local Government Act*, along with an application for a Type 3 Minor Amendment to the Regional Growth Strategy as described in Appendix II attached to this report.

Original signed by
Jean Lamontagne
General Manager
Planning and Development

DL:saw
Attachments:

Appendix I	Draft New Official Community Plan By-law No. 18020 including the Regional Context Statement
Appendix II	Proposed Type 3 Minor Amendment to the Metro Vancouver Regional Growth Strategy
Appendix III	Minor Amendments to the Metro Vancouver Regional Growth Strategy within the Regional Context Statement

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APPENDIX I

Draft New Official Community Plan By-law No. 18020 including the Regional Context Statement

IS AVAILABLE FOR VIEWING AT THE CITY CLERK'S OFFICE

Proposed Type 3 Minor Amendment to the Metro Vancouver Regional Growth Strategy

Appendix III

Minor Amendments to the Metro Vancouver Regional Growth Strategy within the Regional Context Statement

Figure 2A – Proposed Regional Growth Strategy Amendment in Invergarry Park

Figure 2B – Proposed Regional Growth Strategy Amendment in Bonaccord Creek Park

Figure 2C – Proposed Regional Growth Strategy Amendment in Green Timbers Urban Forest Park

Figure 2D – Proposed Regional Growth Strategy Amendment in Bear Creek Park

Figure 2E – Proposed Regional Growth Strategy Amendment in Fleetwood Park

Figure 2F – Proposed Regional Growth Strategy Amendment in Blackie Spit Park

Figure 2G – Proposed Regional Growth Strategy Amendment in Sunnyside Acres Urban Forest Park

Figure 2H – Proposed Regional Growth Strategy Amendment in Redwood Park

Figure 2I – Proposed Regional Growth Strategy Amendment in Rosemary Heights

Figure 2J – Proposed Regional Growth Strategy Amendment at Morgan Crossing Development

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G. CORPORATE REPORTS

1. The Corporate Reports, under date of December 16, 2013, were considered and dealt with as follows:

Item No. R252 New Official Community Plan and Related Regional Context Statement
File: 3900-20-18020

Note: See Bylaw No. 18020 under Section H.

The General Manager, Planning and Development submitted a report to provide information about a draft new Official Community Plan (the "OCP") that has been developed for the City and to seek approval of the related OCP Bylaw and the Regional Context Statement ("RCS") that forms part of the Bylaw and authorization for staff to undertake all necessary related actions.

The General Manager, Planning and Development was recommending approval of the recommendations outlined in the report.

It was

Moved by Councillor Hepner
Seconded by Councillor Hayne
That Council:

1. Receive Corporate Report R252 as information;

2. Approve the draft new Official Community Plan Bylaw No. 18020 (the "Bylaw"), a copy of which is attached to this report as Appendix I and which is generally described in Corporate Report R252;

3. Instruct the City Clerk to bring forward the Bylaw for first and second readings;

4. Subject to first and second readings being given to the Bylaw, instruct staff to forward a copy of the Bylaw to the Agricultural Land Commission (the "ALC") for comment as is required under Section 881 of the *Local Government Act*;

5. Subject to receipt of comments from the ALC, instruct the City Clerk to schedule a public hearing for the Bylaw; and

6. Subject to Council granting third reading to the Bylaw, instruct staff to submit to the Metro Vancouver Board for approval, the Regional Context Statement that forms part of the Bylaw as is required under Section 866 of the *Local Government Act*, along with an application for a Type 3 Minor Amendment to the Regional Growth Strategy as described in Appendix II attached to Corporate Report R252.

RES.R13-2610 Carried

Attachment "B"

Attachment "C1"

CITY OF SURREY
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CORPORATE REPORT

NO: **R157** COUNCIL DATE: **July 9, 2012**

REGULAR COUNCIL

TO:	**Mayor & Council**	DATE:	**July 9, 2012**
FROM:	**General Manager, Planning and Development**	FILE:	**6520-20** (Central Newton Cultural Commercial District)
SUBJECT:	**Establishment of a Central Newton Cultural Commercial District**		

RECOMMENDATION

The Planning and Development Department recommends that Council:

1. Receive this report as information;

2. Approve the initiation by staff of a planning process to establish a Central Newton Cultural Commercial District (CNCCD) that will includes the following:

   (a) An Official Community Plan re-designation from "Industrial" to "Commercial" of the area that is outlined on the map, which is attached as Appendix I to this report;

   (b) The development of design guidelines to ensure that appropriate cultural elements are incorporated into the design and development of sites in the CNCCD with a view to elevating the overall design and architectural quality of the area;

   (c) The possible establishment of a Business Improvement Area (BIA) for the new commercial district to support its on-going vibrancy;

   (d) The introduction of a Neighbourhood Concept Plan-type amenity contribution scheme to fund enhancements to the public realm in the CNCCD, which would include enhanced streetscapes, improved pedestrian connectivity and other public amenities; and

   (e) A public consultation process regarding the above-listed matters; and

3. Authorize the City Clerk to bring forward for the required readings an amending by-law to Surrey Zoning Bylaw, 1993, No. 12000 to introduce a new "Business Park 3 (IB-3) Zone" as generally described in this report, which will support and regulate future business park development in the City.

INTENT

The purpose of this report is to discuss the potential for expansion of commercial uses in the Newton industrial area and to obtain approval to undertake a process to create a Central Newton Cultural Commercial District ("CNCCD") and to introduce a new Business Park 3 (IB-3) Zone.

BACKGROUND

Application No. 7906-0121-00 (Punjab Cloth House)

At its Regular Council Land Use meeting on April 12, 2010, Council considered Development Application No. 7906-0121-00 related to the redevelopment of the property located at the northwest corner of 80 Avenue and 128 Street. The development application included an Official Community Plan ("OCP") amendment from the "Industrial" designation to the "Commercial" designation and a rezoning, land use contract discharge, and development permit to allow the construction of four commercial/retail buildings including a banquet hall (see Appendix II).

After considering the application Council authorized staff to prepare terms of reference for undertaking a planning study of the area along 128 Street both north and south of 80 Avenue with a focus on defining a new CNCCD and including a fulsome public consultation process. Council deferred further consideration of Development Application No. 7906-0121-00 and any other commercial/retail-related applications in the study area pending completion of the planning study.

Emerging Commercial/Retail Businesses on 128 Street

In 2003, Council adopted a policy, City Policy No. O-47 (copy attached as Appendix III), to address the ongoing pressure to rezone "Industrial-designated" lands in the vicinity of 128 Street and 84 Avenue for commercial uses. The Policy stipulated that the City would not support rezoning, including rezoning to Comprehensive Development (CD) Zones, for the purpose of allowing commercial uses in this area. Despite this Policy the number of commercial and retail businesses on 128 Street in the vicinity of 80 Avenue has continued to grow since 2003.

Lands on both sides of 128 Street, between 76 Avenue and 88 Avenue, are designated "Industrial" in the OCP and "General Industrial" in the Newton Local Area Plan. Many properties in this area are zoned "Business Park (IB) Zone" or "Comprehensive Development (CD) Zone", based on either the IB Zone or the "Light Impact Industry (IL) Zone". On a number of these properties, commercial businesses have evolved even though the lands were intended to be developed as industrial and business park sites. The largest concentration of commercial businesses is in the immediate area of the intersection of 128 Street and 80 Avenue.

Upon examining the zones and land uses of these sites, two factors appear to have contributed to the large number of commercial businesses in the area; these being:

- the "accessory retail sales" use that is permitted in the IB Zone; and
- the provision for "retail commercial" uses in some of the Comprehensive Development Zones that apply to lots in the area.

The IB Zone allows for accessory retail sales as long as the products being sold are manufactured or warehoused on the lot and the area used for retail uses is less than the area used for

manufacturing or warehousing uses on the same lot. This provision can be confusing to business owners and is very difficult for City staff to enforce. Some CD-zoned sites in this area allow some retail uses provided that they are limited to a small percentage of the total floor area on the site. It is difficult for business owners (existing or prospective) to know whether the maximum area for retail uses has been reached, especially on strata-titled sites where there is no overall coordinated management of the site. Maintaining an accurate record of such business licenses is also challenging for City staff.

When retail commercial businesses become a significant component of a site, other commercial-oriented businesses are attracted to the area. Medical offices, beauty salons, travel agencies, eating establishments, and other types of service uses, while not strictly retail in nature, change the character of a development. This change can be so significant that the site no longer supports industrial activities, functioning instead as a commercial shopping and service centre. This has happened on some of the sites that front on 128 Street both north and south of 80 Avenue.

DISCUSSION

The expansion of commercial uses within the 128 Street industrial area is challenging in four specific areas as follows:

- Traffic and parking management;
- Building design and site aesthetics;
- Economic fairness; and
- Administrative challenges.

Each of these areas is discussed in more detail in the following sections of this report.

Traffic and Parking Management

Commercial development typically generates approximately four times the vehicular traffic of the same area of industrial development. As a result, the Surrey Zoning By-law, 1993, No. 12000 requires more parking spaces for commercial uses than for industrial uses. Parking deficiencies typically occur when a site that was been developed to industrial standards becomes occupied by commercial uses. Access requirements may also be different for commercial uses in comparison to industrial uses based on the higher traffic volumes generated by commercial uses.

Design and Appearance of Commercial-Oriented Developments on 128 Street

The lands fronting on 128 Street to the north and south of 80 Avenue are designated for industrial uses. As such, industrial design standards have been applied to those developments that have been completed in the area. The existing buildings have an industrial character with limited articulation, limited decorative features and minimal architectural detailing. They also have limited landscaping and extensive signage. In general, there are few sidewalks and minimal formal pedestrian connections.

Economic Comparison of Industrial Development and Commercial Development

Land Value and Lease Rates

"Industrial"-designated land is typically less expensive to purchase than "Commercial"-designated land. A considerable lift in value has occurred for those properties fronting 128 Street in the vicinity of 80 Avenue that have been developed with commercial uses. The estimated value for raw industrial land on 128 Street in Newton is $25 per square foot while the estimated value of commercial land in the same area is approximately $50 per square foot. The lease rates for commercial tenancies are significantly higher than for industrial tenancies. The commercial lease rates on 128 Street are comparable to the commercial lease rates being achieved for properties on Scott Road and on King George Boulevard in the Newton Town Centre.

Development Cost Charges (DCCs)

The DCC rates for industrial development are significantly lower than the rates for commercial development. For example, the DCC charges for a 2.5 acre site with a two-storey, 60,000 square foot building would be:

- For industrial development = $208,300
- For commercial development = $444,000

Since the land in the vicinity of 128 Street and 80 Avenue is designated for industrial development and zoned primarily for industrial uses. The developers of buildings in the area have been paying DCCs at the industrial rate even though some of the developments in the area are largely commercial retail in nature. This has created an unequal playing field in relation to other commercial development in Newton.

Complex Business Licence Administration

The Business Park (IB) Zone and some of the Comprehensive Development (CD) Zones that are in place on 128 Street both north and south of 80 Avenue are challenging to administer. In some cases, business licences must be classified and tracked on a strata-unit and strata-unit basis within a development by floor area to ensure that commercial uses do not exceed specific floor area caps that are contained within the Zoning of the site. When commercial and service uses are inter-mixed with industrial uses it becomes problematic for City staff to administer and for current and prospective owners/tenants to understand.

Further complicating the administration of business licences is the number of businesses that have been established that are either operating without a business licence or are operating contrary to the business license that was issued by the City for the specific site or unit. Such businesses are in majority retail or commercial in nature, which is adding to the commercial character of the area.

Optional Approaches for Addressing the Current Issues

Two options have been studied and evaluated in relation to resolving the above-discussed issues. These options are discussed in the following sections.

Option 1: Maintain and Enforce the Current Zoning

Under this option staff would undertake active enforcement of the existing zoning regulations applicable to the sites in the subject area and not support any further rezoning in the area that would allow for expanded commercial uses.

Pros:

- Current policies and zoning regulations would not need to be adjusted.

Cons:

- By-law enforcement will continue to be challenging due to the complexities related to the current zones that are in place in the area and will be very time-consuming for staff;
- The City would continue to experience pressure from developers and land owners to allow more commercial uses in the area in consideration of the success of the current uses in satisfying a cultural market niche; and
- The aesthetics of the developments in the subject area in relation to both building and site design would not improve.

Option 2: Develop a Commercial Precinct

Under this option, the City would redesignate a defined area along 128 Street for retail-commercial development by way of an OCP re-designation, which would allow for the rezoning of the lots in the area to permit commercial uses. Such rezoning would be considered on the basis of some conditions that would need to be satisfied by the respective land owners/developers. The area would be enhanced and promoted as a unique cultural destination. Commercial uses on "Industrial"-designated lands outside of the defined precinct would not be supported.

Pros:

- A "levelling of the playing field" would result by way of the conditions that would need to be satisfied by the commercial-use developers in the area through the commercial rezoning process that would include paying commercial DCC rates similar to other parts of the City;
- An opportunity would exist to create a vibrant cultural commercial area to the benefit of the Newton area and the City as a whole;
- The conditions that would need to be satisfied in relation to the commercial-use rezoning process would include aesthetic considerations such as building design and landscaping that would be enhance the area, create a sense of place and improve the pedestrian experience of the area;
- Transportation infrastructure including both access and parking would be provided to the commercial developments in a manner that would support the reasonable operation of the area; and
- Industrial lands in Newton outside of the defined precinct would be guarded against further commercial intrusion.

Cons:

- The City would experience some loss of its industrial land base but this loss would be mitigated by the fact that it would be replaced with commercial uses that also generate jobs in the local economy.
- The lands redesignated for commercial uses would need to be carefully buffered from adjacent industrial uses so as to minimize potential nuisance due to adjacency.

Result of Evaluation of Options:

Based on the above evaluation, staff holds the view that Option 2 "Develop a Commercial Precinct" will yield the best results for the City over time and therefore it is the recommended approach.

Proposed Boundary of the Commercial Precinct

Based on a study the properties in the subject area of 128 Street in relation to where commercial uses would be best integrated, staff has concluded that the area illustrated in Appendix I would be an appropriate area for a the commercial precinct, i.e., the Central Newton Cultural Commercial District.

The proposed precinct is centered on the intersection of 128 Street and 80 Avenue and has an area of approximately 16 hectares (40 acres). It is composed of three major "anchor" sites, the existing Payal Centre to the northeast of this intersection, the York Centre at the southeast corner of the intersection and the site on which the Punjab Cloth House development is located in the northwest corner of the intersection. The properties in the immediate northeast corner of 128 Street and 80 Avenue currently do not contain commercial development; however, under the approach that is recommended in this report they could be converted to commercial uses in the future.

Subject to Council approval of the recommendations of this report, a more detailed study of the area will be undertaken to establish the range of permitted commercial uses, the road and pedestrian improvements that are necessary, the design guidelines to which new development in the area would be subject, the enhancements that would be necessary to existing developments that would be necessary to ensure that they had the right "commercial fit" and "place-making" elements to promote the area as a ethnic commercial destination.

A public consultation process would be initiated to seek input on these items.

Study to Confirm Commercial Use Potential

GP Rollo & Associates, a land economics consultant, was retained to assess the merits of creating the CNCCD. The consultant was asked to study and comment on the following:

- The potential for more commercial development oriented towards the South Asian community along 128 Street;
- The impacts on the Newton Town Centre and Scott Road areas of additional South-Asian-oriented commercial development along 128 Street; and
- The advantages and disadvantages of expanding commercial businesses along 128 Street, in consideration of the City's Industrial Land Strategy.

The consultant found that South Asian and Fijian households support a large amount of commercial business, located in both traditional commercial areas and more specialized areas such as the 128 Street corridor in Newton. The success of existing retail and service businesses in the study area attests to the strength of this demand. It also speaks to the desire of the South Asian and Fijian communities to shop in a commercial area catering specifically to their needs.

The consultant further stated that expanding commercial development on 128 Street would allow the City to develop an iconic destination commercial area with minimal impact on other commercial centres. The consultant concluded that there is enough demand for additional businesses in the study area to accommodate up to 12 hectares (30 acres) of commercial development or more over the next 15 years. According to the consultant, employment and spin-off benefits that would result from developing a commercial destination in this location will be greater than the employment and benefits from industrial uses in the same area.

Proposed IB-3 Zone

Staff has concluded that it is important to take measures to address the issue of commercial-use encroachment into industrial areas in the City. As discussed earlier in this report, the existing Business Park (IB) Zone allows for retail sales provided that the products being retailed from the lot are manufactured or warehoused on the same lot. This provision in the IB Zone, along with other permitted uses in the IB Zone, such as medical offices, beauty salons, travel agencies and eating establishments, detract from the underlying industrial intention of the IB Zone. Staff has been utilizing CD Zones in place of the IB Zone for many new developments due to concerns with the lots that are zoned as IB being used primarily for commercial uses, which was not the intention for the Zone. The CD Zones are based on the IB Zone but exclude accessory retail uses and limit eating establishments.

In view of the administrative complexities associated with the IB Zone and to eliminate the need to develop individual CD Zones to address the issues, staff are of the view that a new IB-3 Zone should be established.

The proposed IB-3 Zone should reflect the following:

- "Retail commercial" uses would not be permitted but "wholesale uses" would be permitted. A definition of "wholesale" would need to be defined in the Zoning By-law;
- "Professional office" uses (i.e., accountants, doctors, dentists, lawyers, advertising, real estate, advertising) would not be permitted as these are more appropriately located in commercial and town centre areas;
- "Eating establishments" would be limited to coffee shops with a maximum of 35 seats. Larger eating establishments (such as banquet halls) are more suitable to commercial areas. In addition, the design of industrial buildings is compromised if large restaurants/banquet halls are incorporated, due to the height requirements of the eating establishment. Further, the parking requirement for eating establishments is substantially greater than typical industrial uses; and
- "Personal service" uses would not be permitted as these are more appropriately located in commercial areas.

CONCLUSION

Based on the above discussion it is recommended that Council:

- Approve the initiation by staff of a planning process to establish a Central Newton Cultural Commercial District (CNCCD) that will includes the following:

  - An Official Community Plan re-designation from "Industrial" to "Commercial" of the area that is outlined on the map, which is attached as Appendix I to this report;

  - The development of design guidelines to ensure that appropriate cultural elements are incorporated into the design and development of sites in the CNCCD with a view to elevating the overall design and architectural quality of the area;

  - The possible establishment of a Business Improvement Area (BIA) for the new commercial district to support its on-going vibrancy;

  - The introduction of a Neighbourhood Concept Plan-type amenity contribution scheme to fund enhancements to the public realm in the CNCCD, which would include enhanced streetscapes, improved pedestrian connectivity and other public amenities; and

  - A public consultation process regarding the above-listed matters; and

- Authorize the City Clerk to bring forward for the required readings an amending by-law to Surrey Zoning Bylaw, 1993, No. 12000 to introduce a new "Business Park 3 (IB-3) Zone" as generally described in this report, which will support and regulate future business park development in the City.

Original signed by
Jean Lamontagne
General Manager,
Planning and Development

MJ:saw
Attachments:
Appendix I Proposed Central Newton Cultural Commercial District
Appendix II Property which is the Subject of Development Application No. 7906-0121-00
Appendix III City Policy No. O-43

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G. CORPORATE REPORTS

1. The Corporate Reports, under date of July 9, 2012, were considered and dealt with as follows:

Item No. R157 Establishment of a Central Newton Cultural Commercial District
File: 6520-20 (Central Newton Cultural Commercial District)

The General Manager, Planning and Development submitted a report to discuss the potential for expansion of commercial uses in the Newton industrial area and to obtain approval to undertake a process to create a Central Newton Cultural Commercial District ("CNCCD") and to introduce a new Business Park 3 (IB-3) Zone.

The General Manager, Planning and Development was recommending approval of the recommendations outlined in the report.

It was Moved by Councillor Gill
Seconded by Councillor Hepner
That Council:

1. Receive Corporate Report R157 as information;

2. Approve the initiation by staff of a planning process to establish a Central Newton Cultural Commercial District (CNCCD) that will includes the following:

   (a) An Official Community Plan re-designation from "Industrial" to "Commercial" of the area that is outlined on the map, which is attached as Appendix I to this report;

   (b) The development of design guidelines to ensure that appropriate cultural elements are incorporated into the design and development of sites in the CNCCD with a view to elevating the overall design and architectural quality of the area;

   (c) The possible establishment of a Business Improvement Area (BIA) for the new commercial district to support its on-going vibrancy;

   (d) The introduction of a Neighbourhood Concept Plan-type amenity contribution scheme to fund enhancements to the public realm in the CNCCD, which would include enhanced streetscapes, improved pedestrian connectivity and other public amenities; and

   (e) A public consultation process regarding the above-listed matters; and

3. Authorize the City Clerk to bring forward for the required readings an amending by-law to Surrey Zoning Bylaw, 1993, No. 12000 to introduce a new "Business Park 3 (IB-3) Zone" as generally described in this report, which will support and regulate future business park development in the City.

RES.R12-1597 Carried

City of Surrey
PLANNING & DEVELOPMENT REPORT
File: 7913-0047-00

Planning Report Date: November 25, 2013

PROPOSAL:

- **OCP amendment** from Industrial to Commercial
- **Rezoning** from IL to CD (based on C-8)
- **Development Permit**

in order to permit the development of a 5-building retail commercial project.

LOCATION:	12829 - 80 Avenue 8020 - 128 Street
OWNER:	Muric Enterprises Ltd.
ZONING:	IL
OCP DESIGNATION:	Industrial
LAP DESIGNATION:	High Impact Industrial

RECOMMENDATION SUMMARY

- By-law Introduction and set date for Public Hearing for:
  - OCP Amendment; and
  - Rezoning.

- Approval to draft Development Permit.

- Pass a resolution to adopt the Central Newton Cultural Commercial District Guidelines, including the funding formula for off-site boulevard improvements.

- Pass a resolution to refer the application to Metro Vancouver to amend Metro Vancouver's Regional Growth Strategy Land Use designation from "Industrial" to "Mixed Employment" for the subject site.

DEVIATION FROM PLANS, POLICIES OR REGULATIONS

- The applicant is proposing an OCP Amendment from "Industrial" to "Commercial" and to amend the Newton Local Area Plan (LAP) from "High Impact Industrial" to "Commercial".

RATIONALE OF RECOMMENDATION

- The proposed development is in accordance with the proposal to develop a cultural commercial node located at the intersection of 80 Avenue and 128 Street, as outlined in the July 9, 2012 Corporate Report (No. R157) regarding the establishment of the Central Newton Cultural Commercial District (CNCCD).

- The proposal complies with the design guidelines for the CNCCD. The proposal enhances the aesthetics of the area, creates a sense of place and improves the pedestrian experience of the area.

- The development of a unique commercial district in the central Newton area adds to the diversity of retail experience in the City and acts as a retail draw for surrounding areas with economic benefits to the City.

RECOMMENDATION

The Planning & Development Department recommends that:

1. a By-law be introduced to amend the OCP by redesignating the subject site in Development Application No. 7913-0047-00 from "Industrial" to "Commercial" and a date for Public Hearing be set.

2. Council determine the opportunities for consultation with persons, organizations and authorities that are considered to be affected by the proposed amendment to the Official Community Plan, as described in the Report, to be appropriate to meet the requirement of Section 879 of the Local Government Act.

3. a By-law be introduced to rezone the subject site in Development Application No. 7913-0047-00 from "Light Impact Industrial Zone (IL)" (By-law No. 12000) to "Comprehensive Development Zone (CD)" (By-law No. 12000) and a date be set for Public Hearing.

4. Council authorize staff to draft Development Permit No. 7913-0047-00, including a comprehensive sign design package, generally in accordance with the attached drawings (Appendix II).

5. Council instruct staff to resolve the following issues prior to final adoption:

   (a) ensure that all engineering requirements and issues including restrictive covenants, dedications, and rights-of-way where necessary, are addressed to the satisfaction of the General Manager, Engineering;

   (b) submission of a subdivision layout to the satisfaction of the Approving Officer;

   (c) submission of a finalized tree survey and a statement regarding tree preservation to the satisfaction of the City Landscape Architect;

   (d) submission of a landscaping plan and landscaping cost estimate to the specifications and satisfaction of the Planning and Development Department;

   (e) demolition of existing buildings and structures to the satisfaction of the Planning and Development Department;

   (f) registration of a Section 219 Restrictive Covenant to adequately address the City's needs with respect to public art, to the satisfaction of the General Manager Parks, Recreation and Culture;

   (g) discharge of the Section 219 Restrictive Covenant (PB009690) limiting use on the site to "a metal machining fabrication plant and office";

   (h) discharge of the Section 219 Restrictive Covenant (BP009686) restricting access to 80 Avenue from the existing driveway on the parcel at 8020 – 128 Street;

(i) execution of the "Corridor License Agreement" with BC Hydro to allow for the lease of a portion of the adjacent BC Hydro railway right-of-way for parking and landscaping purposes;

(j) resolution of outstanding urban design issues; and

(k) acceptance by Metro Vancouver of the proposed amendment of Metro Vancouver's Regional Growth Strategy Land Use Classification from "Industrial" to "Mixed Employment" for the subject site.

6. Council pass a resolution to adopt the Central Newton Cultural Commercial District Guidelines, including the funding formula for off-site boulevard improvements as outlined in the Guidelines.

7. Council pass a resolution to authorize referral of the application to Metro Vancouver to amend Metro Vancouver's Regional Growth Strategy Land Use Classification from "Industrial" to "Mixed Employment" for the subject site.

8. Council pass a resolution to amend the Newton LAP to redesignate the subject site from "High Impact Industrial" to "Commercial" when the project is considered for final adoption.

REFERRALS

Engineering:	The Engineering Department has no objection to the project subject to the completion of Engineering servicing requirements as outlined in Appendix III.
Ministry of Environment (MOE):	MOE has no objections to the proposal. The applicant was issued a Certificate of Compliance on May 12, 2011 for the site. The Certificate of Compliance is valid for the proposed development.
Surrey Fire Department:	No concerns.
B.C. Hydro:	BC Hydro has no objections to the proposed development. The applicant is leasing a portion of the BC Hydro lands adjacent to the site for parking and landscaping purposes.

SITE CHARACTERISTICS

Existing Land Use: Industrial business.

Adjacent Area:

Direction	Existing Use	OCP/LAP Designation	Existing Zone
North and East (Across BC Hydro rail line):	Industrial/commercial site, under application no. 7911-0313-00 for rezoning/OCP amendment to full commercial uses.	Industrial/ High Impact Industrial	CD By-law Nos. 15344 & 16768
South (Across 80 Avenue):	Industrial/commercial site.	Industrial/ High Impact Industrial	IB
West (Across 128 Street):	Industrial sites, under application no. 7906-0121-00 for rezoning/OCP amendment to full commercial uses.	Industrial/ General Industrial	IL and L.U.C. No. 150

JUSTIFICATION FOR PLAN AMENDMENT

OCP and Newton LAP Amendment

- The applicant is proposing to amend the OCP from "Industrial" to "Commercial" and the Newton LAP from "High Impact Industrial" to "Commercial".

- The proposed OCP and LAP amendments are in accordance with the proposal to develop a cultural commercial node located at the intersection of 80 Avenue and 128 Street, as outlined in the July 9, 2012 Corporate Report (No. R157) regarding the establishment of the Central Newton Cultural Commercial District (CNCCD) (Appendix VI).

Metro Vancouver Regional Growth Strategy Amendment

- The subject site is designated "Industrial" in Metro Vancouver's Regional Growth Strategy (RGS). To accommodate the proposed OCP Amendment and rezoning, the subject site needs to be redesignated from "Industrial" to "Mixed Employment" in Metro Vancouver's RGS (Appendix X).

- The proposed amendment is a Type 3 minor amendment to the Metro Vancouver RGS. If authorized by Council, staff will refer the application to Metro Vancouver after Third Reading where it will be reviewed and voted on by the Metro Vancouver Board. There is no public hearing and the application needs a simple majority (50% plus 1) to be approved.

- Two other properties, within the proposed CNCCD, the Payal and York Business Centres, are already designated "Mixed Employment" in the RGS.

DEVELOPMENT CONSIDERATIONS

Background

- The subject site consists of 2 parcels located at 8020 – 128 Street and 12829 - 80 Avenue. The parcels are zoned IL. The subject site is 1.48 hectares (3.66 acres) in size.

- The subject site is bordered on all 4 sides by a mixture of commercial and industrial uses, all of which are in the proposed CNCCD. The sites to the north, east and west are currently under similar applications (OCP amendment to "Commercial" and rezoning to full commercial uses), but are pre-Council.

- The subject site contains a number of existing buildings and structures, which will be required to be demolished as a condition of rezoning approval.

Proposal

- The applicant is proposing:

    - an OCP amendment from "Industrial" to "Commercial";

    - a rezoning from IL to CD (based on C-8);

    - a development permit to allow 5 commercial buildings with a total floor area of 9,206 sq.m. (99,090 sq.ft.); and

    - a lot consolidation of the 2 parcels.

Central Newton Cultural Commercial District Guidelines and Boulevard Improvement Funding Formula

- On July 9, 2012, Council authorized staff to proceed with establishing the CNCCD (Corporate Report No. R157, attached as Appendix V). Staff have conducted several meetings with area stakeholders and have developed guidelines for the proposed commercial district (Appendix VI).

- The CNCCD guidelines define the study area, provide guidance on site design and character, and outline improvement requirements for the off-site street boulevard area as well as a funding formula for this work.

- The proposed off-site boulevard improvements include relocation of sidewalk, new strip of planting and street trees, and new pedestrian lighting (Appendix VI). The estimated value of off-site boulevard improvements along 128 Street and 80 Avenue is approximately $1.2M .

- It is proposed that the developed sites (Payal Business Centre and York Business Centre) will be responsible for the off-site boulevard improvements in the CNCCD. The rationale for this arrangement is that the two developed sites had substantial cost savings on Development Cost Charges when the buildings were constructed under industrial rates.

- The proposed funding formula is for Payal Business Centre and York Business Centre to share the approximately $1.2M off-site boulevard improvement cost on a per acre basis. Payal Business Centre is 18.4 acres in area and York Business Centre is 9.0 acres. Therefore Payal Business Centre would be responsible for contributing 67% of the cost and York Business Centre is responsible for the remaining 33% of the cost.

Proposed CD Zone

- The applicant is proposing a CD Zone based on the "Community Commercial Zone (C-8)". The following is a table outlining the differences between the C-8 Zone and the proposed CD Zone:

	C-8 Zone	**Proposed CD Zone**
Permitted Uses	Retail stores are permitted. Eating establishments are permitted.	Retail stores are permitted, but are limited to a maximum individual floor area of 370 sq.m. (4,000 sq.ft.). Eating establishments are permitted, but are limited to a maximum individual floor area of 150 sq.m. (1,600 sq.ft.).
Building Height	12.0 metres (40 ft.)	14.0 metres (46 ft.)
Minimum Setbacks	All setbacks – 7.5 metres (25 ft.)	South yard – 3.0 metres (10 ft.) West yard – 3.4 metres (11 ft.) East yard – 0.0 metres

- The proposed CD zone limits the size of retail stores and eating establishments to ensure the proposal meets the parking requirements.

- The applicant is proposing a building height of 12.5 metres (41 feet). The proposed CD By-law allows for a building height of 14.0 metres (46 feet) to allow for any grading or height issues that may arise during construction. The site is surrounded on all sides by road or railway so the potential increase in building height will not impact any neighbouring properties.

- The proposed setback reductions reflect the goal of bringing the buildings closer to the street to enhance the streetscape in the CNCCD. In addition, the triangular geometry of the site is more challenging for building siting and parking layout, and the proposed reductions allow for a more efficient use of this triangular site.

Watercourses

- There are 2 Class C watercourses in the BC Hydro railway property adjacent to the subject site. The applicant's registered professional biologist visited the site and confirmed these watercourses as Class C watercourses. No setbacks are required for Class C watercourses and therefore these watercourses do not impact the proposed redevelopment of the subject site.

DESIGN PROPOSAL AND REVIEW

Access, Pedestrian Circulation and Parking

- The applicant is proposing 2 vehicular accesses to the site. The access on 128 Street will be a right-in/right-out and left-in access. The access on 80 Avenue will be right-in/right-out only.

- The existing Section 219 Restrictive Covenant (BP009686) restricting access to 80 Avenue from the existing driveway on the parcel at 8020 – 128 Street can be discharged as the parcels are being consolidated and that driveway is proposed to be removed.

- The applicant is proposing pedestrian connections between the proposed street-oriented buildings and the sidewalks along 80 Avenue and 128 Street, and also between the various buildings on the site.

- A total of 220 parking spaces are required for the proposed development. The applicant is proposing to provide 222 parking spaces. The applicant is proposing to limit the maximum floor area of retail units to 370 sq.m. (4,000 sq.ft.) and eating establishments to 150 sq.m. (1,600 sq.ft.) to aid the proposal in meeting the parking requirements.

Site and Building Design

- The applicant is proposing 2 two-storey buildings with office on the second floor and retail on the ground floor. The other 3 proposed buildings are one-storey retail buildings. The total floor area proposed is 9,206 sq.m. (99,090 sq.ft.).

- The site design reflects an effort to place more buildings along the street frontage (as opposed to the interior of the site), reducing the amount of parking visible from the street and providing an attractive interface with the public realm.

- The large corner building (Building 2) will have 2 internal breeze-ways that connect the front of the buildings to the parking area in the interior of the site. Building 2 is also proposed to have a very large glazed area at the corner, which will strongly enhance the streetscape at the intersection of 80 Avenue and 128 Street, in accordance with the CNCCD design guidelines.

- The 5 buildings are proposed to be tilt-up concrete buildings. The proposed finishing materials include significant amounts of glazing, cedar plank siding, stone veneer, and glass spandrel panels. Metal window canopies, steel and glass weather canopies, articulation, vertical differentiation between the individual units, and large dramatic roof canopies enhance the building design.

- The applicant is proposing a lively colour scheme in keeping with the CNCCD design guidelines, which will help to provide this area with a unique identity. Proposed exterior colours include light blue, yellow, pink and orange.

Signage

- The applicant is proposing to locate 1 free-standing signs on the property, along 128 Street. The sign is proposed to be 6.1 metres (20 feet) in height. The sign is proposed to contain stone veneer, stained cedar block, a tenant signage area and a decorative steel I-beam. The materials proposed complement the materials proposed for the buildings.

- The applicant is proposing illuminated channel letter fascia signs for the buildings. The fascia signage is proposed to be 0.6 metres (2 feet) in height. High quality logo or channel letter signage is permitted on the second floor as per the CNCCD design guidelines.

Landscaping and Lighting

- The applicant is proposing hard and soft landscaping elements along the 128 Street and 80 Avenue streetscape. Deciduous trees, landscape beds, decorative lighting, benches, and special paving will provide an attractive interface with the public realm.

- The main drive aisle through the site is proposed to incorporate coloured, patterned paving, in accordance with the CNCCD design guidelines. A gabion wall landscape feature is proposed for the north end of the site. The applicant is also proposing various trees and shrub planting throughout the site.

- Two garbage enclosures are proposed in the parking area. The materials used will be in keeping with the character of the proposed buildings.

- The applicant is proposing Lumec Urbanscape light fixtures along the street frontages, within the site. These lights contain LED lights that can be switched to multiple colors. These pedestrian scale lights will animate the streetscape and will help provide the area with a unique character. It is proposed that the same lights will be used on the other sites within the CNCCD along 80 Avenue and 128 Street.

TREES

- An arborist report was prepared for the site. The arborist report states that there are a total of 12 trees on the site. The applicant is proposing to remove all of the trees because they're poor quality species or conflict with proposed construction.

- The following is a table providing the breakdown by tree species:

Tree Species	Total no. of mature trees (on-site)	Total proposed for retention (on-site)	Total proposed for removal (on-site)
Alder	5	0	5
Birch	3	0	3
Cottonwood	2	0	2
Western Hemlock	1	0	1
Douglas Fir	1	0	1
Total	**12**	**0**	**12**

- The applicant is required to plant 17 replacement trees and the applicant is proposing to plant 137 replacement trees.

ADVISORY DESIGN PANEL

This application was referred to the Advisory Design Panel (ADP) on September 26, 2013 (Appendix VII). The ADP comments and suggestions have either been satisfactorily addressed or will be addressed before final adoption.

PRE-NOTIFICATION

Pre-notification letters were sent on September 18, 2013 and staff received 2 letters. The letter writers do not support the proposed rezoning from industrial to commercial uses and express concerns that there is already enough commercial development in the area within the York and Payal Business Centres.

SUSTAINABLE DEVELOPMENT CHECKLIST

The applicant prepared and submitted a sustainable development checklist for the subject site on November 19, 2013. The table below summarizes the applicable development features of the proposal based on the seven (7) criteria listed in the Surrey Sustainable Development Checklist.

Sustainability Criteria	Sustainable Development Features Summary
1. Site Context & Location (A1-A2)	• The subject site is in an urban infill area. • The development is consistent with the proposed CNCCD guidelines.
2. Density & Diversity (B1-B7)	• n/a
3. Ecology & Stewardship (C1-C4)	• The applicant is proposing to utilize dry swales, absorbent soils greater than 30 cm (1 foot) in depth, roof downspout disconnection, and on-site infiltration trenches or sub-surface chambers.
4. Sustainable Transport & Mobility (D1-D2)	• There are pedestrian walkways on site and many connections with City sidewalks. Pedestrian-specific lighting and covered outdoor waiting areas will be provided. Bike racks will also be provided.
5. Accessibility & Safety (E1-E3)	• CPTED principles are incorporated in the landscaping design. All the units are accessible.
6. Green Certification (F1)	• n/a
7. Education & Awareness (G1-G4)	• The typical pre-notification and development proposal signage process was followed.

INFORMATION ATTACHED TO THIS REPORT

The following information is attached to this Report:

Appendix I.	Lot Owners, Action Summary and Project Data Sheets
Appendix II.	Proposed Sign By-law Variances Tables
Appendix III.	Site Plan, Building Elevations, Landscape Plans and Renderings
Appendix IV.	Engineering Summary
Appendix V.	July 9, 2012 Corporate Report No. R157 "Establishment of a Central Newton Cultural Commercial District"
Appendix VI.	Central Newton Cultural Commercial District Guidelines
Appendix VII.	ADP Comments and Applicant's Response
Appendix VIII.	OCP Redesignation Map
Appendix IX.	Proposed CD By-law
Appendix X.	Metro Vancouver Regional Land Use Designation Map

original signed by Nicholas Lai

Jean Lamontagne
General Manager
Planning and Development

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SURREY
CITY OF PARKS

CITY POLICY

No. O-47

REFERENCE:	**APPROVED BY:** **CITY COUNCIL**
REGULAR COUNCIL MINUTES	**DATE:** **03 FEB 2003 (RES.R03-209)**
	HISTORY: **20 OCT 2000 (RES.R00-2575)** **13 JULY 1998 (RES.R98-2129)**

TITLE: REZONING OF INDUSTRIAL DESIGNATED LANDS IN THE VICINITY OF 84 AVENUE AND 128 STREET

Purpose

The purpose of this policy is to restrict any further rezoning, including rezoning to Comprehensive Development Zone (CD) to permit commercial uses on lands located in the vicinity of 84 Avenue and 128 Street which are designated "Industrial" in the Official Community Plan and thereby to protect these lands for industrial uses.

Policy

As of the date of adoption of this policy, Council will not consider any further applications for rezoning to any commercial, retail and ancillary retail zone or Comprehensive Development Zone (CD) of lands located in the vicinity of the 84 Avenue and 128 Street intersection as outlined on the attached location map which is designated in the Official Community Plan for Industrial use.

Amended October 30, 2000

Removal

The property located at 12905 - 80- Avenue is removed from policy.

* This policy is subject to any specific provisions of the Local Government Act, or other relevant legislation or Union agreement.

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REZONING OF INDUSTRIAL DESIGNATED LANDS
IN THE VICINITY OF 84 AVENUE AND 128 STREET

No. O-47(2)

Appendix VI

Central Newton Cultural Commercial District

Guidelines

1

November 2013

LOCATION OF CENTRAL NEWTON CULTURAL COMMERCIAL DISTRICT

The Central Newton Cultural Commercial District (CNCCD) is located at the intersection of 80 Avenue and 128 Street, as shown below.

LOCATION OF CENTRAL NEWTON CULTURAL COMMERCIAL DISTRICT — AERIAL PHOTO

3

SITE DESIGN

Provide a stormwater management strategy for the site at the early design stages.

Avoid unwatched backwater areas in site planning. Provide surveillance cameras if required.

Locate parking vents away from public views and incorporated into the building or landscaping.

Create a safe and accessible public realm that incorporates CPTED principles.

Consider universal access to facilitate access for physically/visually/disabled throughout the site including open spaces.

Grading

Establish the site grading at the early stages of design.

The setback areas along the streets should follow the sidewalk grades.

Ensure a gradual transition and so that retaining walls are avoided.

Site Circulation

Connect to the public road, lane and sidewalk system to enhance connectivity for all travel modes including vehicles, cyclists and pedestrians.

Provide direct, functional and safe pedestrian pathway system through parking areas such as between building entrances, parked cars and connecting to sidewalks of the abutting streets.

Incorporate a hierarchy of primary and secondary pathway systems.

Site Circulation (continued)

Provide a minimum of 3.0 m sidewalk along primary pedestrian pathway at building frontages of to allow for tree clearances to weather protection overhangs.

Secondary pathways should provide 1.8 m min unobstructed widths to accommodate equipment use such as wheelchairs and strollers used by disabled persons and designed with consideration for use by visually impaired persons.

Locate convenient universal access to buildings from the parking with curb let-downs or other features.

Extend contrasting, durable concrete sidewalk paving treatment where pathways extend through the parking area.

Provide a physical linkage to transit stations and stops.

Provide bicycle parking facilities at grade close to main entrances with weather protection.

Incorporate beautification and amenity features along pedestrian pathway systems such as distinct durable paving, special landscaping with trees, furnishings such as benches, and overhead weather protection.

Site Circulation (continued)

Vehicular Circulation

Provide a primary driving route through the site:

- with landscaped boulevards and sidewalks,
- with specialty paving,
- with character lane signage to mimic a public lane
- lined up with driveway on adjacent sites where possible.

Provide joint or shared driveway and ramp access between adjacent developments.

Provide a vehicular connection between adjacent surface parking on neighbouring sites.

Locate driveways for parking off minor streets or lanes rather than streets to retain a safe, walkable streetscape.

Reduce conflicts between heavy vehicles and traffic from visitors and employees.

Locate parking away from street frontages or at street corners.

Divide large surface parking areas into smaller sections defined by a building or a driveway with a sidewalk in landscaped islands on each side.

Locate wheelchair accessible parking spaces close to main building entrances and addressing access to the sidewalk with curb let-downs or other feature.

Locate loading areas away from the public views and public realm interfaces.

Public Realm and Street Interface

Provide a setback along the streets to incorporate specialty lighting, an inner row of trees in planting beds with walk-throughs and furnishings.

Provide in-ground planting along the street edges and avoiding planter walls and steps.

Furnishings along the streets should be consistent and in character with the area for existing and new development sites.

Lighting along the streets should be consistent and in character with the area along existing and new development sites.

Fencing or gating along the perimeter of the site is not encouraged.

Site Furnishings

Site furnishings to include benches, waste receptacles and bike racks to match the overall character of the development and other site features such as signage and garbage enclosures.

Site Lighting

Providing a hierarchy of different lighting types with a coordinated appearance such as lower scale pedestrian pathways, parking spaces, drive aisles, building and site entrances to larger scale parking lot lighting.

Balance the need for energy efficiency and avoid over lighting.

Using down-lighting and avoid overspill to any adjacent residential areas.

Coordinate the location of lighting with other landscape elements such as trees.

Locate lighting to assist visual surveillance including site security such as cameras.

Site Services

Locate electrical kiosks and gas meters away from the visible public realm and screening.

Locate parking vents away from public views and incorporated into the building or landscaping.

For existing kiosks, vinyl graphic wrap and landscape screening should be provided.

Where garbage cannot be located underground, locating garbage enclosures away from the visible public realm and fully enclosed within a secure structure.

Designing garbage enclosures to be coordinated with the overall design of the development using the same high quality durable materials and with secure gates and a roof.

Site Signage

Provide signage/wayfinding concept plan for overall site orientation. Include concept for site access points.

A consistent design for monument signs should be provided on each site in key locations.

Landscaping

Provide a tree retention plan and arborist report.

Providing a minimum 6 m specialty paved area at each driveway entrance where visible from the public realm using durable materials such as stamped concrete or pavers in character with the area.

Providing curbed landscaped islands throughout the parking area to define parking clusters, visually break up and screen the scale of the parking area, to highlight pedestrian routes, provide trees for shading.

Providing at least 1.5 m radius for tree root balls in islands. Where a 1.5 m radius cannot be provided the minimum landscape strip width should not be less than 1 m for protection from vehicles with structural soil surrounding the tree under paving.

Incorporating design features to avoid damage to landscape and tree trunks from vehicles.

Maximizing tree spacing appropriate to the mature size of the tree species with at least one tree in each island.

Using single stem, deciduous shade trees, 5 cm calliper or larger with canopies that begin no less that 2 m above grade.

Providing mix of #1, #2 and #5 pot size shrubs within islands in addition to trees with some evergreen or other plant material for year round interest.

Locating trees no closer than 2 m from face of building, building foundation or retaining wall. Using only small growing species within 3 m, medium growing species within 4 m and where large growing trees are proposed, locating no less than 4 m from the face of building, building foundation or retaining wall.

Using landscaping to screen blank walls.

Using landscaping and landscape materials to conform to the latest version of the BCSLA/BCLNA "BC Landscape Standard".

SITE DESIGN

Public Open Space

(Refer also to City of Surrey Placemaking and Public Space Guidelines.)

Provide publically accessible open space(s) on the site.

Locate in a sunny location, visible to the street with a seamless connection within the guardianship of ground floor commercial or residential guardians.

Provide a variety of program and maximize seating opportunities.

Enhance the open space with night time lighting in character with the overall architectural design.

A plaza which is furnished with a variety of amenity features encourages general public usage and creates a sense of liveliness and excitement. Art work should provide a focal point for the plaza or become an integral component of the overall design of the plaza. Bike racks and waste receptacles are practical, essential amenities.

Open spaces should also take advantage of distant views to the mountains, Mount Baker, Fraser River and other landmarks.

Selection of surface materials should result in easy access for the elderly and disabled, and also discourage incompatible plaza activities such as skateboarders. Placement of planters, non-moveable seating and handrails should further encourage easy wheelchair and pedestrian access, and seek to discourage the use of skateboards.

BUILDING FORM, CHARACTER AND MATERIALS

Building Form and Layout

Continue the predominant building form in the area as simplified industrial forms but emphasize individual, vertical expression reflecting 'small shop' frontages.

Height could be a maximum of 4 storeys or 16m height.

Locate buildings along the street to create a retail walking environments along the public streets.

Create building forms along the streets to create a strong street enclosure particularly at corners.

Locate higher building forms along streets and at corners.

Visually scale down the length of the buildings with vertical articulation by stepping down the roof forms and articulating the façade.

Any ancillary or secondary buildings should be designed to the same architectural level as the principal buildings.

Building Ground Plane Interface

Step the ground floor levels to match adjacent sidewalk grades on sloping sites.

Maximize the number of individual entrances from the street and public areas to create the image of small shop frontages.

Locate active uses facing streets and non-active uses away from the streets to avoid blank walls facing the public realm.

Set main building entrances at the sidewalk grade without the need for transitions such as steps or ramps. Steps and ramps can be incorporated inside the main entrance lobby.

Incorporate lighting on the building to enhance entrances, adjacent streets and public spaces for pedestrians.

Provide continuous, architecturally integrated weather protection over public interfaces including sidewalks, public open spaces, along building frontages and at building entrances. Material such as glass and metal should be considered.

Provide deeper weather protection adjacent to transit stops and main building entrances.

Emphasize main entrances to second floor uses such as banquet halls with canopies and lighting features.

BUILDING FORM, CHARACTER AND MATERIALS

Architectural Character and Materials

Character should read as simple, contemporary, high quality building and materiality as the backdrop with colour and decoration added.

Use durable materials which address weathering and maintenance issues.

Work with the material to enhance the architectural concept such as concrete reveals, textures and variations.

Express the different functions of the building such as entrances as distinct forms by varying the parapet heights and stepping forms.

Engage the second floor to pedestrians by having active uses visible such as windows at restaurant seating, commercial displays and opening doors with balcony railings.

Create the image of narrow individual buildings by differentiating with colours.

Architectural Character and Materials (continued)

Enhance the character of simplified industrial type buildings by adding decoration to the facades and emphasizing individuality.

Garage door storefronts are encouraged.

Design fully developed street-facing facades on corner sites.

Use materials such as extensive use of glass (transparent and spandrel) which offset the solid nature of the buildings.

Express vertical circulation such as stairs and atria as an architectural element.

Design any visible side walls with visual interest by using such features as texture, colours, graphics, wall art and lighting.

Consolidate roof mechanical units into areas and screening from views.

Treat roof mechanical for acoustics where located adjacent to residential uses.

The building design should embrace sustainable design principles to promote environmentally sensitive solutions including passive solar, (re-)use of materials.

Building Signage

Individually illuminated channel type letters including internally illuminated or back-lighted solid letters are supported and should not exceed 60 cm. (2 feet) in height.

Figurative graphics are encouraged and are effective means of communicating with the passersby.

Blade signs are encouraged.

The minimum vertical clearance for signage (and canopies) should be 2.5m.

High quality logo signage or channel lettering can be considered on the 2nd floor fascia.

OFF-SITE BOULEVARD IMPROVEMENTS & FUNDING FORMULA

City Boulevard Improvements

The proposed off-site boulevard improvements include relocation of sidewalk, new strip of planting and street trees, and new pedestrian lighting. The estimated value of off-site boulevard improvements along 128 Street and 80 Avenue is approximately $1.2M (2013 estimate).

Payal Business Centre and York Business Centre will be required to contribute to the off-site boulevard improvements in the CNCCD when the sites are rezoned to commercial.

The funding formula is for Payal Business Centre and York Business Centre to share the off-site boulevard improvement cost on a per acre basis. Payal Business Centre is 18.4 acres in area and York Business Centre is 9.0 acres. Therefore Payal Business Centre would be responsible for contributing 67% of the cost and York Business Centre is responsible for the remaining 33% of the cost.

LOCATION OF OFF-SITE BOULEVARD IMPROVEMENTS

The off-site boulevard improvements are proposed along 128 Street and 80 Avenue, as shown below.

LAND USE APPLICATIONS

COMMERCIAL/INDUSTRIAL/AGRICULTURAL

NEWTON

2. **7913-0047-00**
12829 - 80 Avenue
8020 - 128 Street
Oleg Verbenkov, Pacific Land Resource Group Inc. / Muric Enterprises Ltd.
OCP amendment from Industrial to Commercial / Rezoning from IL to CD (based on C-8) / Development Permit
in order to permit the development of a 5-building retail commercial project.

The General Manager, Planning & Development was recommending approval of the recommendations outlined in his report.

It was

Moved by Councillor Hunt
Seconded by Councillor Steele
That:

1. a By-law be introduced to amend the OCP by redesignating the subject site in Development Application No. 7913-0047-00 from "Industrial" to "Commercial" (Appendix VIII) and a date for Public Hearing be set.

2. Council determine the opportunities for consultation with persons, organizations and authorities that are considered to be affected by the proposed amendment to the Official Community Plan, as described in the Report, to be appropriate to meet the requirement of Section 879 of the Local Government Act.

3. a By-law be introduced to rezone the subject site in Development Application No. 7913-0047-00 from "Light Impact Industrial Zone (IL)" (By-law No. 12000) to "Comprehensive Development Zone (CD)" (By-law No. 12000) and a date be set for Public Hearing.

4. Council authorize staff to draft Development Permit No. 7913-0047-00, including a comprehensive sign design package, generally in accordance with the attached drawings (Appendix II).

5. Council instruct staff to resolve the following issues prior to final adoption:

   (a) ensure that all engineering requirements and issues including restrictive covenants, dedications, and rights-of-way where necessary, are addressed to the satisfaction of the General Manager, Engineering;

   (b) submission of a subdivision layout to the satisfaction of the Approving Officer;

(c) submission of a finalized tree survey and a statement regarding tree preservation to the satisfaction of the City Landscape Architect;

(d) submission of a landscaping plan and landscaping cost estimate to the specifications and satisfaction of the Planning and Development Department;

(e) demolition of existing buildings and structures to the satisfaction of the Planning and Development Department;

(f) registration of a Section 219 Restrictive Covenant to adequately address the City's needs with respect to public art, to the satisfaction of the General Manager Parks, Recreation and Culture;

(g) discharge of the Section 219 Restrictive Covenant (PB009690) limiting use on the site to "a metal machining fabrication plant and office";

(h) discharge of the Section 219 Restrictive Covenant (BP009686) restricting access to 80 Avenue from the existing driveway on the parcel at 8020 – 128 Street;

(i) execution of the "Corridor License Agreement" with BC Hydro to allow for the lease of a portion of the adjacent BC Hydro railway right-of-way for parking and landscaping purposes;

(j) resolution of outstanding urban design issues; and

(k) acceptance by Metro Vancouver of the proposed amendment of Metro Vancouver's Regional Growth Strategy Land Use Classification from "Industrial" to "Mixed Employment" for the subject site.

6. Council pass a resolution to adopt the Central Newton Cultural Commercial District Guidelines, including the funding formula for off-site boulevard improvements as outlined in the Guidelines.

7. Council pass a resolution to authorize referral of the application to Metro Vancouver to amend Metro Vancouver's Regional Growth Strategy Land Use Classification from "Industrial" to "Mixed Employment" for the subject site.

8. Council pass a resolution to amend the Newton LAP to redesignate the subject site from "High Impact Industrial" to "Commercial" when the project is considered for final adoption.

RES.R13-2406 Carried

Attachment "E1"
82 Ave
ME
IND
128 St
80 Ave
ME
126A St
Bc Hydro (Newton) Rwy
79 Ave
GU
27 St
IND
Anvil Way
LEGEND
Central Newton Cultural Commercial District
Parcels
Existing RGS Land Use
General Urban
Industrial
Mixed Employment
0
100
200
Meters

Attachment "E2"
82 Ave
ME
128 St
80 Ave
126A St
Bc Hydro (Newton) Rwy
79 Ave
GU
27 St
IND
Anvil Way
LEGEND
Central Newton Cultural Commercial District
Parcels
Proposed RGS Land Use
General Urban
Industrial
Mixed Employment
0
100
200
Meters

Attachment "F"
82 Ave
128 St
IND
ME
From IND
to ME
Application
7913-0047-00
80 Ave
80 Ave
Bc Hydro (Newton) Rwy
ME
126A St
79 Ave
GU
27 St
28 St
IND
Anvil Way
LEGEND
Central Newton Cultural Commercial District
Parcels
Existing RGS Land Use
General Urban
Industrial
Mixed Employment
Proposed RGS Land Use Amendment
0
100
200
Meters

9409263

To: Regional Planning and Agriculture Committee

From: Jason Smith, Senior Regional Planner
Planning, Policy and Environment Department

Date: May 21, 2014 Meeting Date: June 6, 2014

Subject: **Strengthening the *Metro Vancouver 2040: Shaping our Future* Amendment Process**

RECOMMENDATION

That the GVRD Board:

a) Give 1st reading to Greater Vancouver Regional District Regional Growth Strategy Procedures Amendment Bylaw Number 1206, 2014;
b) Give 2nd reading to Greater Vancouver Regional District Regional Growth Strategy Procedures Amendment Bylaw Number 1206, 2014;
c) Give 3rd reading to Greater Vancouver Regional District Regional Growth Strategy Procedures Amendment Bylaw Number 1206, 2014;
d) Give final consideration and reading to Greater Vancouver Regional District Regional Growth Strategy Procedures Amendment Bylaw Number 1206, 2014 and adopt Greater Vancouver Regional District Regional Growth Strategy Procedures Amendment Bylaw Number 1206, 2014;
e) Adopt the revised *Metro 2040* Implementation Guideline #2 - Amendments to the Regional Growth Strategy as presented in Attachment 4 of the report dated May 21, 2014 titled "Strengthening the *Metro Vancouver 2040: Shaping our Future* Amendment Process".

PURPOSE

To provide the GVRD Board with options for strengthening the *Metro Vancouver 2040: Shaping Our Future* (*Metro 2040*) amendment process through amendments to the Regional Growth Strategy Procedures Amendment Bylaw No 1148 and the Regional Growth Strategy Implementation Guideline #2 - Amendments to the Regional Growth Strategy.

BACKGROUND

The *Metro 2040* amendment process is outlined in four documents:

- *Local Government Act;*
- *Metro Vancouver 2040: Shaping our Future*;
- Regional Growth Strategy Procedures Bylaw No. 1148, 2011 (RGS Procedures Bylaw) (Attachment 1); and
- Regional Growth Strategy Implementation Guideline #2 - Amendments to the Regional Growth Strategy (RGS Amendment Guidelines).

The RGS Procedures Bylaw was adopted in July 2011 in advance of the adoption of *Metro 2040*. The RGS Amendment Guidelines were adopted in March 2012 by the Metro Vancouver Board.

Since the adoption of the *Metro 2040,* the Metro Vancouver Board has approved four amendment bylaws affecting changes to regional land use designations, the addition of special study areas, frequent transit development areas, local centres and plan text. A number of other amendments are currently being processed. The first two years of plan implementation have helped identify several procedural issues with the amendment process, in particular:

- for amendments that are associated with a related municipal Official Community Plan amendment, determining when in the local process a municipality should request the amendment;
- clarification on the role of the Regional Planning Advisory Committee (RPAC);
- public Notification Process; and
- timing of Metro Vancouver staff analysis.

In response to input from Directors, Regional Planning Advisory Committee members and others, staff have identified a number of proposed changes to the RGS Procedures Bylaw and RGS Amendment Guideline for Board consideration (Attachments 2 and 3). No amendments to *Metro 2040*, the regional growth strategy, are proposed.

DISCUSSION

Analysis of each of the issues is provided below followed by proposed changes to either the RGS Procedures Bylaw and/or the RGS Amendment Guidelines. All of the proposed changes have been presented to, and are supported by, the Regional Planning Advisory Committee.

Alignment with the Municipal Amendment Process

1. Referral

With the Corporation of Delta's recent RGS amendment request for the MK Delta lands, the Metro Vancouver Board was faced with the issue of when in the municipal process a proposed Metro 2040 amendment request should be referred to Metro Vancouver; specifically, whether the referral should happen before or after the local public hearing. The Corporation of Delta initiated a corresponding OCP amendment bylaw process and sent the amendment request to Metro Vancouver after 1st and 2nd reading, prior to holding a local public hearing. It was Metro Vancouver staff's understanding that in the case of the Delta request, that the Corporation of Delta wanted to assess regional acceptance of the proposal prior to requiring the applicant to expend significant dollars and effort on the detailed proposal that would be required for the subsequent OCP/rezoning process. However, members of the Regional Planning and Agriculture Committee and Metro Vancouver Board expressed concern about considering the amendment and holding a regional public hearing without having a clear sense that the proposing municipality supported the amendment. As a result, the Metro Vancouver Board, in considering whether or not to initiate the Metro 2040 amendment, requested that Delta hold a local public hearing and give the OCP amendment bylaw 3rd reading before Metro Vancouver would proceed with the required regional public hearing.

There is currently no policy directing when a local government should make a request for a Metro 2040 amendment and no policy specifying when the Board would be willing to initiate the Metro 2040 amendment process in any of the guiding documents.

Proposed Changes
Based on discussion with the Regional Planning Advisory Committee and concerns raised by the Metro Vancouver Board, staff is proposing an amendment to the Regional Growth Strategy Amendment Guidelines to state that Metro Vancouver "strongly encourages municipalities to submit their request after a local public hearing and a subsequent reading of the OCP Bylaw".

This solution will not require municipalities to submit their request after a local public hearing. The solution does, however, clearly indicate Metro Vancouver's preference for when an amendment request should be submitted. This approach supports the Board's recent decision requesting that Delta hold a public hearing on the MK Delta proposal prior to Metro Vancouver proceeding with the regional growth strategy amendment. It also respects municipalities' request to maintain some flexibility in this regard.

2. <u>120 day limit for consideration of RCS</u>
Another issue related to aligning with the municipal process has to do with processing *Metro 2040* amendments that have concurrent Regional Context Statement (RCS) amendments that must be accepted by the Board. According to *Local Government Act* Section 866(5), after receiving a RCS for consideration, the Board must respond by resolution within 120 days or is deemed to have accepted the RCS. When proposed *Metro 2040* amendments are a Type 2 amendment requiring a regional public hearing, this time limit has been difficult if not impossible to meet when trying to process both the *Metro 2040* amendment and RCS concurrently.

Proposed Changes
To address this issue, changes are proposed to the RGS Amendment Guidelines requesting that municipalities first submit their proposed Metro 2040 amendment, and after the Metro Vancouver Board has initiated the amendment, subsequently submit their RCS for acceptance. This change will help to ensure that the *Metro 2040* amendment process has sufficient time to allow affected local governments to comment and conduct a regional public hearing (if necessary), and to ensure the most efficient processing of these concurrent requests.

Clarification of the Regional Planning Advisory Committee's role
3. <u>Comments versus information</u>
Currently, both the RGS Procedures Bylaw and the RGS Amendment Guidelines require that the Regional Planning Advisory Committee provide comment on the draft Metro Vancouver staff report before it goes to the Board. The RGS Amendment Guideline stipulates that comments must be in the form of a resolution. This requirement has placed RPAC members in somewhat of a challenging situation where they were being asked to comment on, or take a position on, a proposed *Metro 2040* amendment prior to their respective Councils having the same opportunity.

4. <u>Timing of report to RPAC</u>
In addition, the RGS Procedures Bylaw No. 1148 currently stipulates that whenever Metro Vancouver receives a request for an amendment to the RGS from a member municipal Council, *"Metro Vancouver staff shall, within four weeks, prepare a draft report on the requested amendment, and refer their draft report and the proponent municipality report to the Technical Advisory Committee"* (now RPAC). Given RPAC scheduling, including having no August meeting, this timeline is often not realistic.

Proposed Changes
Wording is proposed in the updated RGS Amendment Guidelines that identifies RPAC as being primarily a forum to discuss regional issues and to help share information amongst senior planning staff. The opportunity for RPAC to discuss all *Metro 2040* amendments helps ensure that municipal staff are informed and able to best advise their respective Councils when *Metro 2040* amendments are referred to affected local governments for comment. With the proposed changes to both the Procedures Bylaw and Guidelines, RPAC will not be required to provide comment on proposed *Metro 2040* amendments, but rather may do so if the Committee chooses. In addition, the four week requirement has been removed to ensure that there is adequate time for Metro Vancouver staff to prepare their analysis.

Timing of Metro Vancouver staff analysis
5. Staff analysis with initiation or after notification period
Since the adoption of *Metro 2040,* the timing of the submission of a full analysis by Metro Vancouver staff of proposed *Metro 2040* amendments has occurred at different times in the process for different cases. In some cases, the full staff analysis has been provided in the first report to the Board, the one requesting initiation of the amendment (e.g., the Anmore amendment), and in other cases, it has been provided in the second report to the Board, after the notification period concurrent with consideration of third reading of the amendment bylaw (e.g., the Port Moody amendment). There is no clear direction in the RGS Procedures Bylaw or the RGS Amendment Guidelines as to when the Metro Vancouver staff analysis should be provided to the Board; in other words whether it is appropriate to separate the initiation/notification of the proposed amendment from the detailed staff analysis.

The challenge of meeting the four week timing requirement to get the staff analysis report to RPAC, already referenced above, has been a key reason why the Metro Vancouver staff analysis has not consistently been provided as part of the first staff report to the Board associated with initiation of the RGS amendment. The second main reason for delaying the staff analysis report to the Board has been in response to suggestions that a delay provides an opportunity for RPAC and member municipalities to consider the proposed amendment without any perceived bias attributed to the Metro Vancouver staff analysis and recommendation.

This issue arose with the consideration of the Port Moody, the Delta and the Township of Langley proposed amendments, where some Board directors opposed initiating the amendment process based on not having a consistent or sufficient amount of information with which to make a decision.

Proposed Changes
It is proposed that the Metro Vancouver staff analysis report be provided in draft form to RPAC to facilitate its ability to comment and advise member Councils in the case that the proposed *Metro 2040* amendment is initiated. In other words, the full staff analysis will accompany the initiation report.

Public Notification Process
6. Changes to provide greater flexibility
The public notification process outlined in the current RGS Amendment Guidelines goes further than contemplated in *Metro 2040* and the RGS Procedures Bylaw. It currently mirrors the process

followed for a municipal rezoning/OCP amendment – in that notification must be sent out to neighbouring property owners and advertised in regional and community newspapers.

There is concern that this may create duplication between the local and regional planning processes. Metro Vancouver's intent in notifying the public is to inform them of the *Metro 2040* amendment and seek their input on the regional considerations of the proposed amendment. By specifically targeting local landowners and certain communities, the current notification process favours those who may be impacted at the local level by the proposed amendment. Local level impacts are important issues that are best addressed by the local government.

Proposed Changes
Changes to the RGS Amendment Guidelines are proposed, specifically removing the requirement to provide mailed notices to local residents and adding language to provide more flexibility for other forms of notification and engagement rather than just newspapers (e.g., email lists, social media, and public meetings). The proposed changes do not preclude Metro Vancouver from conducting mailouts to local residents; the changes are enabling rather than prescriptive.

All the proposed changes to the RGS Procedures Bylaw are contained in Greater Vancouver Regional District Regional Growth Strategy Procedures Amendment Bylaw Number 1206, 2014 (Attachment 1). All the proposed changes to the Regional Growth Strategy Implementation Guideline #2 - Amendments to the Regional Growth Strategy are provided in Attachment 2.

Summary of Proposed Changes
RGS Procedures Bylaw No. 1148

- Update Regional Planning Advisory Committee name and RPAC acronym (pg. 1-3);
- Update Regional Planning and Agriculture definition to state that it will advise the Board on regional planning matters as opposed to strategic planning matters (pg. 1);
- Delete the four week requirement to present a requested amendment to RPAC (pg. 2);
- Clarify that RPAC comments on a proposed amendment are optional and must be in the form of a resolution (pg. 2).

Metro 2040 Implementation Guideline # 2 – Amendments to the Regional Growth Strategy

- Clarify when Metro Vancouver would like to receive amendment requests (pg.2 Section 2.1);
- Clarify the role of RPAC and when Metro Vancouver staff analysis will be provided (pg. 3 Section 2.2);
- Removal of the requirement to mail notices of public hearing and leave greater flexibility for providing notice of a regional public hearing (pg. 5 Section 2.4);
- Changes to Part 3 - *Metro 2040* Amendments and Consequential Amendments to Regional Context Statements and accompanying Figure 2 to request municipalities to submit a *Metro 2040* amendment request first and then to submit the corresponding RCS amendment once the *Metro 2040* amendment process has been initiated(pg. 5 -6).

ALTERNATIVES

1. That the GVRD Board:
   a) Give 1st reading to Greater Vancouver Regional District Regional Growth Strategy Procedures Amendment Bylaw Number 1206, 2014;
   b) Give 2nd reading to Greater Vancouver Regional District Regional Growth Strategy Procedures Amendment Bylaw Number 1206, 2014;
   c) Give 3rd reading to Greater Vancouver Regional District Regional Growth Strategy Procedures Amendment Bylaw Number 1206, 2014;
   d) Give final consideration and reading to Greater Vancouver Regional District Regional Growth Strategy Procedures Amendment Bylaw Number 1206, 2014 and adopt Greater Vancouver Regional District Regional Growth Strategy Procedures Amendment Bylaw Number 1206, 2014; and
   e) Adopt the revised *Metro 2040* Implementation Guideline #2 - Amendments to the Regional Growth Strategy as presented in Attachment 4 of the report dated May 21, 2014 titled "Strengthening the *Metro Vancouver 2040: Shaping our Future* Amendment Process".
2. That the GVRD Board provide alternate direction to staff.

FINANCIAL IMPLICATIONS

The removal of the guideline to mail the public notification and advertise in community newspapers, as proposed as part of alternative 1, would represent a cost savings over the current process.

SUMMARY / CONCLUSION

Several changes are proposed to strengthen the *Metro 2040* amendment process and to address issues that have arisen in processing amendments that have taken place since the adoption of the *Metro 2040*. Changes proposed include:

1. Clearer direction on when Metro Vancouver would like to receive *Metro 2040* amendment requests from municipalities is proposed by adding that Metro Vancouver "strongly encourages municipalities to submit their request after a local public hearing and a subsequent reading of the OCP Bylaw" to the RGS Amendment Guidelines.
2. Revisions to the RGS Amendment Guidelines that request municipalities to submit their proposed amendment first, and then to submit their RCS for acceptance once the *Metro 2040* amendment process has been initiated by the Metro Vancouver Board. This change will help to ensure that there is sufficient time to complete the *Metro 2040* amendment process where a concurrent RCS amendment is involved.
3. Clarification that RPAC's role is primarily as a forum to share information and to ensure that municipal planning directors are informed so that they may better advise their Councils on regional planning matters. It is also proposed that RPAC's ability to provide comment be made optional as opposed to required.
4. Clarification that Metro Vancouver staff analysis will be provided at the beginning of the process. To ensure that there is adequate time for Metro Vancouver staff to provide a fulsome staff analysis, it is proposed that the requirement to provide the staff report on the proposed *Metro 2040* amendment to RPAC within four weeks of receipt be removed from the RGS Procedures Bylaw.

5. Removal from the RGS Amendment Guidelines of the requirement to provide mailed public notification to neighbouring property owners to avoid confusion between local and regional planning issues. Language is proposed to be added that would give Metro Vancouver more flexibility to provide public notification through other means, such as social media.

All of these changes have been supported by RPAC and will serve to strengthen the *Metro 2040* amendment process. Staff recommend Alternative 1.

Attachments (Doc. #9520579)**:**
1. Regional Growth Strategy Procedures Bylaw No. 1148, 20113
2. Regional Growth Strategy Procedures Amendment Bylaw No. 1206, 2014.
3. Revised *Metro 2040* Implementation Guideline #2 – Amendments to the Regional Growth Strategy.

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GREATER VANCOUVER REGIONAL DISTRICT

REGIONAL GROWTH STRATEGY PROCEDURES BYLAW NO. 1148, 2011

Purpose

The purpose of this bylaw is to establish procedures, supplementary to those set out in the Regional Growth Strategy and the *Local Government Act*, for the administration and implementation of the Regional Growth Strategy.

Definitions

1. In this bylaw:

   "**Affected Local Government**" has the meaning given to that term in section 848 of the *Local Government Act*;

   "**Board**" means the Metro Vancouver (Greater Vancouver Regional District) board of directors;

   "**Council of Councils**" means a meeting of all the elected representatives of the Member Municipalities and the Board director who represents Electoral Area A;

   "**Member Municipality**" means any a municipality that is subject to the Regional Growth Strategy and includes the Tsawwassen First Nation;

   "**Regional Growth Strategy**" or "**Strategy**" means the Greater Vancouver Regional District Regional Growth Strategy Bylaw Number 1136, 2010;

   "**Regional Growth Strategy Annual Report**" means the report released by the Board annually in compliance with section 869(1) of the *Local Government Act*;

   "Regional Planning Committee" means the standing committee of Metro Vancouver (GVRD) established to consider and advise the Board on Strategic Planning function matters;

   "Technical Advisory Committee" or "**TAC**" means the committee made up of planning directors or their alternates from all Affected Local Governments.

Processing requested amendments to the Regional Growth Strategy

1. Any Member Municipality may request an amendment to the Regional Growth Strategy. Such requests shall be submitted to Metro Vancouver accompanied by a resolution of the Member Municipal Council endorsing the requested amendment and a report explaining the purpose of and rationale for the requested amendment.

2. Whenever Metro Vancouver receives a request for an amendment to the Regional Growth Strategy from a Member Municipal Council, Metro Vancouver staff shall, within four weeks, prepare a draft report on the requested amendment and refer their draft report and the proponent municipality report referred to in section 1 to the Technical Advisory Committee.

3. The Technical Advisory Committee shall, within four weeks of receiving the draft Metro Vancouver staff report, prepare a TAC comment on the draft. Metro Vancouver staff and the proponent municipal staff may explain their reports and respond to questions but shall not participate in determining or preparing the TAC comment.

4. Metro Vancouver staff shall consider the TAC comment, amend their draft report as they deem fit, and submit their final report, together with the proponent municipal report referred to in section 1 and the TAC comment to the first convenient subsequent meeting of the Regional Planning Committee.

5. The Regional Planning Committee shall consider the requested amendment and provide the proponent Member Municipality, the Metro Vancouver staff and TAC the opportunity to make a presentation on their reports and positions.

6. The Regional Planning Committee shall make recommendations to the Board on the appropriate disposition of the requested amendment and the Board may, at its discretion, provide opportunity for delegations to the Board on the Committee recommendations.

Reporting on performance measures

7. The Regional Growth Strategy Annual Report shall include a report on those measures set out in Section G of the Regional Growth Strategy.

8. Additionally the Regional Growth Strategy Annual Report shall include a report on the following measures:

    a. Metro Vancouver staff time, expressed in the number of full-time equivalent staff budgeted to administer the Regional Growth Strategy;

    b. The total cost of implementing, managing, monitoring and amending the Strategy for the calendar year, including the cost Metro Vancouver and municipal staff, costs related to referral of requested amendments to the Technical Advisory Committee, external consultants, external legal advisors and all other resources;

c. The number of requested amendments and approved amendments to the Regional Growth Strategy by type;

d. A comparison of items a), b) and c) year over year and pre- and post-adoption of the Regional Growth Strategy: and

e. A record of the timelines to process amendments to the Regional Growth Strategy, including staff, Technical Advisory Committee and Board review.

9. If requested by an Affected Local Government, Metro Vancouver will make a presentation on the Regional Growth Strategy Annual Report to that Affected Local Government's Council or board, answer any questions that may arise and report back to the Board on information received during the presentation.

Review of the Regional Growth Strategy

10. Prior to the Board considering, pursuant to section 869(2) of the Act, whether to review the Regional Growth Strategy for possible amendment, the Board will convene the following:

    a. Technical Advisory Committee Workshop – the Technical Advisory Committee may make a recommendation as to whether a general review of the Strategy is necessary or, if no general review should be undertaken, what if any specific issues should be reviewed.

    b. Public Meeting of the Regional Planning Committee – the Regional Planning Committee will hold a public meeting or series of public meetings to provide the opportunity for input on the need for review of the Regional Growth Strategy from all persons, organizations and authorities who wish to participate. Metro Vancouver will make best efforts to notify all parties involved in developing the Regional Growth Strategy, as well as other interested parties as outlined in section 855(2) of the *Local Government Act* and the public at large, of the date and location of this meeting and the opportunity to address the Committee. Metro Vancouver will maintain a record of the meeting and present a summary report to the Board.

    c. Council of Councils Workshop – Metro Vancouver staff will make a presentation to a Council of Council Workshop on the performance of the Regional Growth Strategy. Metro Vancouver will maintain a record of the Regional Growth Strategy discussion and present a summary report to the Board.

11. These workshops are in addition to any other opportunity for input that the Board may provide pursuant to section 869(3) of the *Local Government Act*.

Citation

12. The official citation of this bylaw is "Greater Vancouver Regional District Regional Growth Strategy Procedures Bylaw Number 1148, 2011". This bylaw may be cited as "Metro Vancouver Regional Growth Strategy Procedures Bylaw".

READ A FIRST TIME this 15 day of July, 2011

READ A SECOND TIME this 15 day of July, 2011

READ A THIRD TIME this 15 day of July, 2011

RECONSIDERED, PASSED, AND FINALLY ADOPTED this 15 day of July, 2011

Paulette A. Vetleson
Corporate Secretary

Lois E. Jackson
Chair

GREATER VANCOUVER REGIONAL DISTRICT
REGIONAL GROWTH STRATEGY PROCEDURES AMENDMENT BYLAW NUMBER 1206, 2014

A Bylaw to Amend
Greater Vancouver Regional District Regional Growth Strategy Procedures Bylaw Number 1148, 2011

WHEREAS the Board of the Greater Vancouver Regional District adopted the Greater Vancouver Regional District Regional Growth Strategy Procedures Bylaw Number 1148, 2011 on the 15th day of July, 2011;

NOW THEREFORE, the Board of the Greater Vancouver Regional District in open meeting assembled ENACTS as follows:

1. The "Greater Vancouver Regional District Regional Growth Strategy Bylaw Number 1148, 2011" is hereby amended by:
    a. Wherever it appears throughout the bylaw, replacing the phrase "Regional Planning Committee" with the phrase "Regional Planning and Agriculture Committee";
    b. Wherever it appears throughout the bylaw, replacing the phrase "Technical Advisory Committee" with the phrase "Regional Planning Advisory Committee";
    c. Wherever it appears throughout the bylaw, replacing the term "TAC" with the term "RPAC";
    d. In the section titled "Definitions", under the definition "Regional Planning and Agriculture Committee", replacing the phrase "Strategic Planning function matters" with the phrase "Regional Planning function matters";
    e. In the section titled "Processing requested amendments to the Regional Growth Strategy", in part 2, deleting the phrase ", within four weeks,";
    f. In the section titled "Processing requested amendments to the Regional Growth Strategy", in part 3, after the phrase "comment on the draft", adding the phrase "in the form of a resolution"
    g. In the section titled "Processing requested amendments to the Regional Growth Strategy", in part 3, replacing the word "shall" with "may" and removing the phrase "within four weeks of receiving the draft Metro Vancouver staff report";
    h. In the section titled "Processing requested amendments to the Regional Growth Strategy", in part 3, after the phrase "shall not participate in determining or preparing", replacing the word "the" with the word "any"; and
    i. In the section titled "Processing requested amendments to the Regional Growth Strategy", in part 4, after the phrase "report referred to in section 1 and", replacing the word "the" with the word "any";

2. The official Citation for This bylaw is "Greater Vancouver Regional District Regional Growth Strategy Procedures Amendment Bylaw Number 1206, 2014" This bylaw may be cited as "Regional Growth Strategy Procedures Amendment Bylaw No. 1206, 2014."

Read a First time this _____ day of _____ , 2014.

Read a Second time this _____ day of _____ , 2014.

Read a Third time this _____ day of _____ , 2014.

Passed and Finally Adopted this _____ day of _____ , 2014.

_____	_____
Chris Plagnol	Greg Moore
Acting Corporate Officer	Chair

5.2 Attachment 3

Metro 2040

IMPLEMENTATION GUIDELINE #2

Amendments to the Regional Growth Strategy

Metro Vancouver 2040

Shaping Our Future

REVISED April 3, 2014

Adopted by the Metro Vancouver Board on March 30, 2012

metro vancouver

www.metrovancouver.org

Introduction

Metro Vancouver 2040: Shaping our Future (Metro 2040), the region's regional growth strategy (RGS), was adopted in July 2011. It sets out the regional planning goals of creating a compact urban area, supporting a sustainable economy, protecting the environment, developing complete communities and supporting sustainable transportation choices.

There will be circumstances where it will be necessary to amend *Metro 2040*. The *Local Government Act*, *Metro 2040* and the Greater Vancouver Regional District Regional Growth Strategy Procedures Bylaw No. 1148, 2011 (see Attachment 1) specify the required amendment procedures. This guideline is intended to provide a more detailed explanation of the amendment procedures. The guideline should be read in conjunction with the *Metro 2040* and the Procedures Bylaw, and does not supersede the amendment procedures set out in those documents.

1. Initiating Amendments

The Metro Vancouver Board initiates amendments to *Metro 2040* (Section 6.4.1) by resolution. Municipalities can, by Council resolution accompanied by a report explaining the purpose and rationale, request the Metro Vancouver Board to consider amendments to *Metro 2040*.

Individuals and organizations that desire to change the regional land use designation for a specific site should approach the municipality where the property is located. The municipality will assess whether or not it wishes to submit a request for an amendment to *Metro 2040* to the Metro Vancouver Board. For all other forms of amendments, individuals or organizations may approach the Metro Vancouver Board or their municipality to request an amendment.

2. Amendment Process

The process for amending *Metro 2040* is described below and summarized in Figure 1. Amendments initiated by Metro Vancouver, and not requested by a municipality, will follow the same process outlined in Figure 1 except for the first step (the need for a municipal Council resolution).

2.1 Submission of a Regional Growth Strategy Amendment

Municipalities are encouraged to have preliminary discussions with Metro Vancouver staff prior to submitting a municipal request to amend *Metro 2040*. If the proposed amendments have regional transportation impacts then TransLink should also be consulted. For amendments involving a change to a land uses designation, Metro Vancouver requests that a corresponding municipal process for an OCP amendment be underway and strongly encourages municipalities to submit their request after the local public hearing and a subsequent reading of the OCP Bylaw. If the change in land use designation involves an Agricultural Land Commission decision, the Agricultural Land Commission process should be completed prior to initiating the Regional Growth Strategy amendment.

For amendments to land use designations where the property is located in the Agricultural Land Reserve: Section 2.3.4 of the Regional Growth Strategy states that it is Metro Vancouver's role to "Work with the Agricultural Land Commission to protect the region's agricultural land base and not amend the Agricultural or Rural land use designation of a site if it is still part of the Agricultural Land Reserve, except to change it to an Agricultural land use designation."

2.2 Regional Planning Advisory Committee Review

The Regional Planning Advisory Committee (RPAC) comprises planning directors or their alternate from all of Metro Vancouver's member municipalities, Tsawwassen First Nation and TransLink. RPAC is primarily a forum to discuss regional issues and to help share information amongst planning staff.

The Regional Growth Strategy Procedures Bylaw No. 1148 sets out provisions for RPAC to receive information about, and comment on, all proposed amendments to *Metro 2040.* The opportunity for RPAC to discuss all proposed amendments ensures that municipal staff will be able to best advise their respective Councils when amendments are referred to affected local governments for comment. The Regional Growth Strategy Procedures Bylaw No. 1148 directs Metro Vancouver to prepare a draft report on the proposed amendment and refer it to RPAC for comment. The draft report presented to RPAC will contain the resolution of the municipal Council endorsing the requested amendment and a report from the municipality explaining the purpose of, and rationale for, the requested amendment. The report will also contain Metro Vancouver staff analysis and recommendation to the Board as to whether to proceed with initiating the proposed amendment or not.

Metro Vancouver staff will consider RPAC's comments when preparing the staff report for the Metro Vancouver Board. RPAC's comments, if any, will be provided to the Metro Vancouver Board.

2.3 Metro Vancouver Board Process

The Metro Vancouver staff report and the municipal report will be submitted to the Metro Vancouver Board committee responsible for the regional growth strategy. The Committee will make a recommendation to the Metro Vancouver Board. The Metro Vancouver Board will decide whether or not to initiate the proposed amendment, whether to provide notification to affected local governments and agencies and consider giving first and second reading to the amendment bylaw. If the Board decides to give first and second reading to the regional growth strategy amendment bylaw, the next steps depend on the type of amendment that is under consideration:

- For Type 1 amendments, *Metro 2040* Section 6.4.3 and the *Local Government Act* require unanimous acceptance of the proposed bylaw, by resolution, from all affected local governments before a Type 1 amendment bylaw can be adopted. No public hearing is required. A simple majority vote of the Metro Vancouver Board is required in order for a Type 1 amendment bylaw to be adopted.

- For Type 2 amendments, *Metro 2040 S*ection 6.4.4 requires an amendment bylaw that receives an affirmative 2/3 weighted vote by the Metro Vancouver Board at each reading including adoption as well as a public hearing.

- For Type 3 amendments, *Metro 2040 S*ection 6.4.5 requires an amendment bylaw that receives an affirmative 50%+1 weighted vote by the Metro Vancouver Board at each reading including adoption. No regional public hearing is required.

Figure 1: Process for Regional Growth Strategy Amendments

2.4 Notification

If the Metro Vancouver Board resolves to proceed with the amendment process it will notify all affected local governments of the proposed amendment in accordance with *Metro 2040* Section 6.4.2. A minimum of 30 days notice is required.

When the proposed amendment is to change the regional designation of a site from Industrial or Mixed Employment to General Urban, the Metro Vancouver Board will also notify Port Metro Vancouver, the Vancouver International Airport Authority, the Ministry of Transportation and/or the Agricultural Land Commission as required by *Metro 2040* Section 6.4.2 (d).

In addition, the Metro Vancouver Board will notify the public of all proposed *Metro 2040* amendments by posting notice of the amendment on the Metro Vancouver website for a minimum of 30 days and distributing it through other communication channels as appropriate. Members of the public can provide input to the Metro Vancouver Board either in writing, by requesting to speak to the Metro Vancouver Board as a delegation, or in the case of Type 2 amendments where a Public Hearing is held, by speaking at the Public Hearing. Comments received on the proposed amendment will be provided to the Metro Vancouver Board prior to its consideration of whether or not to adopt the amendment bylaw.

For all Type 1 amendments, notification will also be sent to the Regional Growth Strategy Intergovernmental Advisory Committee, in accordance with Section 867 of the *Local Government Act*.

3. *Metro 2040* Amendments and Consequential Amendments to Regional Context Statements

Most municipal requests for *Metro 2040* amendments also involve amending a municipality's Regional Context Statement (i.e. land use designation changes). The amendment(s) may be necessary to ensure general consistency between *Metro 2040* and the Regional Context Statement. Any amendment to a Regional Context Statement must be accepted by Metro Vancouver as per *Local Government Act* Section 866(4).

As outlined in *Metro 2040* Section 6.2.4, Metro Vancouver will endeavour to accommodate the two processes concurrently. Metro Vancouver must respond to a submitted Regional Context Statement within 120 days of receipt as per *Local Government Act* Section 866(5). Some types of *Metro 2040* amendments may be difficult for Metro Vancouver to process within this 120 day window. As a result, it is recommended that a municipality *first* submit its request for a *Metro 2040* amendment by resolution, *and then* after the Metro Vancouver Board chooses to initiate the amendment, submit the associated, updated Regional Context Statement. This will ensure that both processes can be completed in a timely and efficient manner.

Figure 2 provides a summary of how Metro Vancouver endeavours to manage the processes for proposed *Metro 2040* amendments and consequential Regional Context Statement acceptance.

Figure 2: Process for Amending Regional Growth Strategy and Regional Context Statements

4. Avoiding "Two-Step" Minor Amendments

There is a possibility that a series of Type 3 amendments could be used to achieve what is intended to be a Type 2 amendment, in order to avoid the more stringent amendment procedures for the latter. For example, to change the regional land use designation of a site from Conservation and Recreation to Agricultural is a Type 3 amendment. To subsequently change the same site from Agricultural to Industrial is also a Type 3 amendment in circumstances where the site is contiguous with, or within, the Urban Containment Boundary and not within the Agricultural Land Reserve (*Metro 2040* Section 6.3.4 (f)). However, a direct change of regional land use designation from Conservation and Recreation or Agricultural to Industrial is a Type 2 amendment, with more stringent amendment procedures.

The Type 3 minor amendments outlined in *Metro 2040* Section 6.3.4 are not intended to be used sequentially to avoid a Type 2 amendment. In order to avoid this occurring, Metro Vancouver staff will always include the history of the regional land use designations for the subject property as part of the staff report.

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To: Regional Planning and Agriculture Committee

From: Terry Hoff, Senior Regional Planner
Planning, Policy and Environment Department

Date: May 22, 2014 Meeting Date: June 6, 2014

Subject: ***Metro Vancouver 2040: Shaping our Future* Annual Report - 2014**

RECOMMENDATION
That the Regional Planning and Agriculture Committee receive for information the report dated May 22, 2014, titled "*Metro Vancouver 2040: Shaping our Future* Annual Report - 2014".

PURPOSE
The purpose of this report is to provide the Regional Planning and Agriculture Committee with an update on the development of the *Metro Vancouver 2040: Shaping our Future* Annual Report – 2014.

BACKGROUND
Metro Vancouver 2040: Shaping our Future (Metro 2040) Section G Performance Measures, requires that Metro Vancouver prepare an annual report on progress in meeting the goals of the regional growth strategy.

The first two years after the adoption of a regional growth strategy constitute a unique period as it is during this time that municipalities develop new regional context statements (RCS). As a result, Metro Vancouver opted to develop the first annual report to monitor performance up to the end of 2013, during which time eleven RCSs were submitted and accepted, and the 2011 Census data was released (which occurred throughout 2012). This approach also facilitated establishing a 2011 baseline for a number of measures.

The *Metro Vancouver 2040: Shaping our Future* Annual Report – 2014 (*Metro 2040* Annual Report) is currently being developed. The Regional Planning Advisory Committee has reviewed technical data and is currently reviewing an early draft of portions of the report. Staff is presenting a progress update to the Committee on this report.

DISCUSSION
The draft *Metro 2040* Annual Report assesses and communicates progress on plan implementation from the July 2011 adoption to year-end 2013. The draft *Metro 2040* Annual Report is structured to include:

- an introductory section providing regional growth strategy context;
- a synopsis of implementation actions occurring over the first two years of the plan (such as completion of municipal Regional Context Statements);

- amendments to *Metro 2040* land use designations and provisions, as well as a listing of completed *Metro 2040* implementation guidelines and implementation projects; and
- a profile of the 55 *Metro 2040* performance measures, including a 2011 baseline and monitoring to year-end 2013.

Staff will provide a presentation to the Committee at the June 6th, 2014 meeting to demonstrate the proposed structure and layout of the *Metro 2040* Annual Report, to provide a preliminary review of some sample performance measures, and to outline next steps. The completed draft report will be provided to the Committee in July for review; staff suggest that in order to allow for a fulsome discussion that a workshop session be incorporated into the regular Committee meeting. A separate report on the financial aspects of *Metro 2040* implementation as per the requirements of the Regional Growth Strategy Procedures Bylaw No. 1148, 2011 is being prepared and will be provided in conjunction with the final *Metro 2040* Annual Report.

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

FINANCIAL IMPLICATIONS
There are no financial implications.

SUMMARY
Metro 2040 Section G - Performance Measures, requires Metro Vancouver to prepare a report on progress in meeting the goals of the regional growth strategy. A draft *Metro 2040* Annual Report – 2014 is in progress, and will be complete and ready for the Board's consideration of approval in early fall 2014. The *Metro Vancouver 2040: Shaping our Future* Annual Report – 2014 is a significant document that has been carefully structured to provide a wealth of data in a user-friendly way and to communicate progress to date in implementing the regional growth strategy.

9496958

To: Regional Planning and Agriculture Committee

From: Tom Pearce, Regional Planner
Planning, Policy and Environment Department

Date: May 1, 2014 Meeting Date: June 6, 2014

Subject: **Property Taxation of Medical Marihuana Production Facilities**

RECOMMENDATION
That the Regional Planning and Agriculture Committee receive for information the report dated May 1, 2014, titled "Property Taxation of Medical Marihuana Production Facilities".

PURPOSE
The purpose of this report is to respond to a Regional Planning and Agriculture Committee request to provide information on the property tax implications of commercial medical marihuana production facilities. Specifically, the assessment property class implications of growing and processing facilities located in industrial, commercial or agricultural designated areas are provided.

BACKGROUND
At its March 7, 2014 meeting, the Regional Planning and Agriculture Committee considered the report titled "Property Tax Scenario Analysis for Agricultural and Industrial Lands". Members expressed concerns about tax status for commercial marihuana operations arising from new Health Canada regulations. Pursuant to the BC Assessment Authority, sites used for medical marihuana production may qualify for farm class status. As such, some properties may be subject to significantly lower property taxes. The Committee subsequently recommended that staff investigate and report back on the issue of medical marijuana production facilities in Metro Vancouver communities in the context of property tax scenarios. On March 28, 2014, GVRD Board passed the following resolution:

> *That the GVRD Board direct staff to investigate the taxation issue pertaining to growing of medical marihuana in Metro Vancouver communities.*

DISCUSSION
In June 2013, Health Canada's new Marihuana for Medical Purposes Regulations (MMPR) were enacted and took effect April 1, 2014, to replace the former Marihuana Medical Access Regulations (MMAR). Health Canada is currently transitioning from the old MMAR into the new MMPR. The old MMAR provisions were granted an injunction on March 21, 2014 permitting medical marihuana to continue to be grown in a private residence until the case can be heard before the federal court.

Health Canada has issued 13 licenses under the new regulations and is reviewing applications across Canada from proponents applying to become a licensed producer of medical marihuana. The new MMPR will result in the creation of new commercial facilities that will produce, process, and distribute medical marihuana.

Highlights of Health Canada's new MMPR program include:

- Production in residential dwellings will no longer be permitted.
- All aspects of medical marihuana growth, cultivation, processing, storage, research and development, shipping/distribution and administrative functions are to be centralized and contained in a secured facility.
- A licensed producer will have the ability to conduct research and development, test and produce a wide-variety of strains.
- Storefronts and retail outlets including compassion clubs will not be permitted.
- All medical marihuana distribution will be by a secured courier to a registered client.
- Key facility personnel must hold a valid security clearance to be reviewed and confirmed by Health Canada.
- The Health Canada license application process will ensure that a facility meets security, safety, quality control, record keeping, inventory and monitoring requirements to avoid product theft.
- Applicants for a Health Canada production license must notify local government staff, fire and police authorities of their intention to apply.

Further, the Agricultural Land Commission has stated that licensed medical marihuana can be grown on farmland in the Agricultural Land Reserve (ALR). As with other agricultural commodities, processing is permissible within the ALR when greater than 50% of the product is grown or raised on the same farm operation.

Taxation Implications

Various local governments in BC are looking at their zoning bylaws to determine where these larger scale commercial production facilities should be directed. A number of local governments are considering industrial, commercial and agricultural zones, within purpose built structures and with siting regulations from property lines and residential uses. Others are looking to restrict this land use or to direct it to particular areas of their community.

Concern was raised by the Metro Vancouver Regional Planning and Agriculture Committee about the potential property tax shifting impacts of industrial or commercial properties used for licensed marihuana production and whether farm class status applies. Municipalities will need to carefully take into account the tax impacts from commercial marihuana facilities when considering such uses through their Official Community Plan and Zoning bylaws. The Assessment Authority notes that the property classification for farmland is based on the use of the property, and those portions of the site used for medical marihuana may qualify for farm class status provided it meets all the legislated requirements. A building with more than one use may be split into more than one assessment property class. Note that the classification of property is set out in the Prescribed Classes of Property Regulation under the *Assessment Act.*

The following table provides a property tax scenario for a hypothetical property in an industrial business park in the City of Richmond, with and without farm class status.

Table 1: Example Property Taxation Impacts

	Industrial Business Park Property 25,000 square foot warehouse 1 acre site in Richmond Market value is $2,150,000	**Total Property Taxes**
Without Farm Class	Class 6 – Business and Other – with a $10,000 exemption*	$33,500
With Farm Class status	Class 9 Farm Class Rate – Farm Land Class 1 Residential Rate – Buildings with 87.5% exemption**	$395
N/A	Approximate Property Tax Difference	**$33,100**

Notes: * Class, 4, 5 & 6 properties (Major Industry, Light Industry and Business) receive an exemption up to $10,000 of the assessed value of improvements.
** Farm buildings (other than farmers' dwellings) receive an exemption of 87.5% of the total assessed improvement value.

The difference in the property taxation for this example property would be $33,100, or a drop of 99% for all property taxes. There is a significant difference in property taxes depending on whether the owner applies for and receives farm class status. There would be no additional taxation impacts from a marihuana facility locating on a property which is already used for agricultural purposes and has farm class status. This comparison does not consider the impacts, if any, of a change in property classes on municipal utility charges.

Note the following:

- Farm class status is voluntary: the property owner and any subsequent owners must apply.
- The applicant must provide proof they are licensed under the Marihuana for Medical Purposes Regulations.
- Once licensed by Health Canada, application for BC Assessment farm class status cannot be denied.
- Lands used as a licensed medical marihuana production facility are treated like any other farm in terms of assessment.
- The land does not need to be within the Agricultural Land Reserve in order to qualify for farm class status.

The following land uses qualify for Class 9 – Farm Land:

- Qualifying Agricultural Use: land used for production buildings including laboratory, offices.
- Land that contributes to production, for example access/egress and parking, setbacks as required by Health Canada or local government bylaw.

The following improvements qualify as farm buildings (Class 1 – Residential with farm building exemptions):

- Production buildings including laboratory, offices, packing, storage.
- Security and fencing as required by Health Canada.

Local zoning bylaws may have an impact on the ability to achieve farm class status. However, zoning does not supersede the *Classification of Land as a Farm Regulation* (BC Reg. 411/95). Although BC Assessment asserts that farm class may be applied to land if it meets the legislated requirements under the *Classification of Land as a Farm Regulation* irrespective of zoning, a municipality may still have recourse if the farm use is not consistent with the permitted uses in an industrial or commercial zone. The issue may be whether the permitted uses could be construed to permit the production and processing of marihuana in industrial or commercial zones. Independent legal advice should be sought to provide an opinion on the specifics of each zoning bylaw.

ALTERNATIVES
This is an information report. As such, no alternatives are presented.

FINANCIAL IMPLICATIONS
The financial implications on Metro Vancouver's and municipal property taxes will depend on the number of approved Medical Marihuana licensees, and whether these licensees apply for farm class status on properties which are currently assessed and taxed as industrial or commercial. Potential property taxation implications could be significant.

OTHER IMPLICATIONS
Further analysis and legal review is required by municipalities seeking prohibitions within the Agricultural Land Reserve or across a whole municipality.

SUMMARY / CONCLUSION
This report responds to the request for information on the property tax issues pertaining to medical marihuana facilities. Municipalities will need to carefully take into account the property tax benefits impacts from commercial marihuana facilities when considering such uses through their Official Community Plan and Zoning bylaws. There is a significant difference in property taxation depending on whether the owner applies for and receives farm class status compared to existing commercial or industrial taxes. Independent legal advice should be sought to provide an opinion on the specifics of each zoning bylaw.

Attachment:
BC Assessment Fact Sheet Attachment: November 2013 (Doc. #9437846).

References:
1. Agricultural Land Commission Information Bulletin: Medical Marihuana Production in the ALR, updated January 2014:
http://www.alc.gov.bc.ca/publications/ALC_Info_Bulletin_Marijuana_Amended_Jan_2014.pdf
2. UBCM Medical Marihuana Bulletin: February 5, 2014:
http://www.ubcm.ca/EN/meta/news/news-archive/2014-archive/tax-status-for-commercial-marihuana-operations.html?utm_source=The+Compass+-+February+5&utm_campaign=Blocked+Jan+29&utm_medium=email
3. *Assessment Act - Prescribed Classes of Property Regulation:*
http://www.bclaws.ca/civix/document/id/complete/statreg/438_81

9438615

fact sheet

Medical Marihuana & Property Class

Did you know?

As of April 1, 2014, authorized users of 'medical marihuana' must purchase it from a licensed producer. A licensed producer may possess, sell, provide, ship, deliver, transport, destroy, produce, export and/or import marihuana for medical purposes. The medical marihuana program is overseen by the Federal Government and specific details may be found under the *Marihuana for Medical Purposes Regulation*.

What is medical marihuana production?

The Federal Government stipulates that medical marihuana can only be grown and sold by "licensed producers", production must be indoors, and it is subject to strict personal and physical security requirements. Production may involve packaging, labeling and shipping. More information regarding the Federal Government's medical marihuana program may be found at: http://www.hc-sc.gc.ca/ahc-asc/media/nr-cp/ 2013/2013-79bk-eng.php

Does medical marihuana production qualify for farm class?

Under the current *Classification of Land as a Farm Regulation* (BC Reg. 411/95), medical marihuana production can qualify for farm classification as "medicinal plant culture" which is a qualifying agricultural use. Land used for medical marihuana production may qualify for farm class if all the other legislated requirements under that Regulation are met, including a written application, evidence in support of that application, evidence of income and proof of sales, and verification that a producer is properly licensed in accordance with Federal Government regulations. The *General Application for Farm Classification* may be found at www.bcassessment.ca on the Forms page under "Farm Forms".

Property Classification of Land?

Property classification for farm land is based on the "use" of the property. Those portions of a site used for medical marihuana production meeting the requirements for farm classification will be granted farm class. Any portions of a site not meeting the farm requirements and having an alternate use will be classified in accordance with the *Prescribed Classes of Property Regulation* (BC Reg. 438/81).

Property Classification of Improvements?

Buildings on a property used for medical marihuana production will be classified as Class 1 – Residential or Class 6 – Business & Other, depending on their use. Note that a building having more than one use may be split into more than one property class.

What do you need to know?

BC Assessment will consider each farm application for medical marihuana production in terms of the requirements of the *Classification of Land as a Farm Regulation.* The *General Application for Farm Classification* must be submitted to the local assessment office by October 31 for consideration in the next taxation year.

What does Local Government need to know?

Local zoning bylaws may have an impact on the land classification. However, zoning does not supersede the *Classification of Land as a Farm Regulation*. If farm use is not consistent with permitted uses under the zoning, farm class may nonetheless be applied to land if it meets the legislated requirements under the *Classification of Land as a Farm Regulation.*

General information about farm classification is available at www.bcassessment.ca under Factsheets. If you have any questions or concerns about medical marihuana production and farm classification please contact BC Assessment at:

Tel: 1-866-valueBC (1-866-825-8322). Email: bcacustomer.services@bcassessment.ca
Website: www.bcassessment.ca

November, 2013

9437846

To: Regional Planning and Agriculture Committee

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

Date: May 26, 2014 Meeting Date: June 6, 2014

Subject: **Metro Vancouver Review of Municipal Comment Submissions on Port Metro Vancouver's Draft Land Use Plan**

RECOMMENDATION
That the Regional Planning and Agriculture Committee receive for information the report dated May 26, 2014, titled "Metro Vancouver Review of Municipal Comment Submissions on Port Metro Vancouver's Draft Land Use Plan".

PURPOSE
The report responds to the May 2, 2014, GVRD Board request of staff to review the municipal comment submissions on Port Metro Vancouver's Draft Land Use Plan and to report back to the Regional Planning and Agriculture Committee with respect to any inconsistencies with *Metro 2040*.

BACKGROUND
Metro Vancouver staff prepared comments relating to Port Metro Vancouver's Draft Land Use Plan as part of the consultation process. This submission represented Metro Vancouver's complete comments under its mandates of regional land use planning (*Metro 2040*), as well as regional parks, environment and air quality. Along with the submissions from member municipalities, these comments illustrate support for the planning objectives outlined in *Metro 2040* and a desire by local governments to work with Port Metro Vancouver to develop a Port Land Use Plan that is consistent with the established vision for the region.

At its April 9, 2014, meeting, the Transportation Committee recommended that the GVRD Board:

a) *endorse the comments on Port Metro Vancouver's Draft Land Use Plan as contained in the report titled, "Metro Vancouver Comments (2014) on Port Metro Vancouver's Draft Land Use Plan", dated February 24, 2014; and*
b) *reiterate the Board's objection to the use of agricultural land for port purposes; and*
c) *request that Port Metro Vancouver respond to the issues identified in the report prior to finalizing the Draft Land Use Plan.*

These recommendations were passed by the Board on May 2, 2014, which also resolved:

> *That the GVRD Board direct staff to compile comments on the Port Metro Vancouver land use plan, that had been submitted by all affected local governments directly to Port Metro Vancouver, and to re-submit them to Port Metro Vancouver as a separate package.*

Further, the Board also made the following request of staff:

> *Staff was requested to review the municipal submissions on the Port Metro Vancouver's Draft Land Use Plan and report back to the Regional Planning and Agriculture Committee on any inconsistencies with* Metro 2040*.*

DISCUSSION

The Metro Vancouver comments on Port Metro Vancouver's Draft Land Use Plan were sent to Robin Silvester, President & CEO of Port Metro Vancouver, on May 2, 2014 (Attachment 1). The Port responded with a letter dated May 5 (Attachment 2), stating that over the next few months the Port will release a consultation summary report and a Consideration Memo to respond to public comments, and will also respond separately to each agency's respective formal submission.

With regards to the municipal comments, a total of 13 submissions were compiled (Attachment 3) by Metro Vancouver and will be resubmitted to Port Metro Vancouver as a separate package to highlight the importance of local government interests when developing plans affecting the entire region and to demonstrate alignment amongst the municipalities and region in meeting the objectives agreed to in *Metro Vancouver 2040: Shaping our Future*.

Metro Vancouver Review of Municipal Submissions

Metro Vancouver staff has reviewed the municipal submissions on Port Metro Vancouver's Draft Land Use Plan to identify any inconsistencies with *Metro 2040*. The municipal comments are generally consistent with the regional growth strategy.

The great majority of comments from the 13 municipalities were supportive of, and consistent with, the vision and objectives of *Metro 2040*. The identified inconsistencies between the municipal comments on Port Metro Vancouver's Draft Land Use Plan and *Metro 2040* are relatively minor. Pending the outcome of further planning work by these municipalities and the Port, the regional land use designations for these small areas may be reconciled.

It is important to note that the municipal comments are from the perspective of the municipality in the context of their long-term plans for these lands. In certain cases, further planning work is required before the appropriate designations can be applied, including possible regional land use designation amendments.

One challenge is that Port Metro Vancouver is designating water in front of land with both OCP and *Metro 2040* designations. The mapping and linework for where the land ends and water begins is sometimes unclear, leading to a few locations where discrepancies between the OCP and *Metro 2040* are noted. For example:

<u>District of North Vancouver: Area immediately east of Fiberco site along Pemberton Avenue</u>

- Draft Port Plan Water Designation: Industrial
- *Metro 2040* Upland Designation: Industrial
- Municipal OCP Designation: Parks, Open Space, and Natural Area. "Areas designated for parks, open space and natural areas are intended for a range of public and private uses focused principally on the protection and reservation of ecologically important habitat areas, the

regional drinking water supply, or the provision of diverse parks, outdoor recreational, or tourism opportunities."

- Municipal Request: That the Port re-designate the surrounding water from 'Industrial' to 'Conservation' to be consistent with intended use of this area.
- Metro Vancouver Comment: The municipal request and current upland *Metro 2040* designation are not fully consistent, but do not present a significant issue.

District of North Vancouver: Area immediately east of Canexus land

- Draft Port Plan Designation: Port Terminal
- *Metro 2040* Designation: Industrial
- Municipal OCP Designation: Parks, Open Space, and Natural Area. "Areas designated for parks, open space and natural areas are intended for a range of public and private uses focused principally on the protection and reservation of ecologically important habitat areas, the regional drinking water supply, or the provision of diverse parks, outdoor recreational, or tourism opportunities."
- Municipal Request: That the Port re-designate this area from 'Port Terminal' to 'Conservation' given the proximity to Maplewoods Mudflats to protect this ecologically sensitive area and to acknowledge that it is not intended to be used for industrial purposes.
- Metro Vancouver Comment: The municipal request and current upland *Metro 2040* designation are not fully consistent, but do not present a significant issue.

City of Port Moody: Mill and Timber site with existing saw mill facilities

- Draft Port Plan Water Designation: Port Terminal
- *Metro 2040* Upland Designation: Industrial
- Municipal OCP Upland Designation:
  - Current: General Industrial.
  - Proposed: The city's new proposed OCP (which received 3rd Reading on April 22, 2014) re-designates the site from 'General Industrial' to 'Oceanfront District'. "The Oceanfront District designation applies to the development of a mix of residential, commercial, marina, light industrial, institutional and public open space uses on the existing Mill and Timber sawmill site".
- Municipal Request: That the Port re-designate the surrounding water from 'Port Terminal' to 'Port Water' to align with the expected future upland land use.
- Metro Vancouver Comment: The municipal request and current *Metro 2040* designation are not consistent. It is important to note that changes to the municipal designation for the Mill & Timber site have only recently been proposed, and this application is currently being processed as an amendment to *Metro 2040*. Further, the site is identified in *Metro 2040* as Special Study Area.

City of Port Moody: Eastern Part of Ioco Lands

- Draft Port Plan Water Designation: Port Terminal
- *Metro 2040* Upland Designation: Industrial (western), and General Urban (eastern)
- Municipal OCP Upland Designation:
  - Current: General Industrial (western) and Commercial - Mixed Use (eastern).
  - Proposed: The city's new proposed OCP (which received 3rd Reading on April 22, 2014) re-designates the eastern part of the site from 'Commercial - Mixed Use' to 'Mixed Use - Marina'. "The Mixed Use – Marina designation applies to areas intended for the

development of a variety of retail, service, office and stand-alone commercial activities including marina related uses. Multi-family residential uses will also be permitted in association with commercial uses with heights not to exceed four storeys".

- Municipal Request: That the Port re-designate the surrounding water from 'Port Terminal' to 'Port Water' in recognition of the foreshore use and existing marina and correspond with the upland future land use and zoning.
- Metro Vancouver Comment: The municipal request and current *Metro 2040* designation are not completely consistent. Part of the municipal upland designation on the eastern portion of the site (Commercial – Mixed use) overlaps with land designated *Metro 2040* Industrial. It is important to note that changes to the municipal designation for the eastern Ioco land has only recently been proposed. Further, the site is identified in *Metro 2040* as Special Study Area.

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

FINANCIAL IMPLICATIONS
There are no financial implications associated with this report.

OTHER IMPLICATIONS
The outcomes of further planning work by municipalities and Port Metro Vancouver for these areas may lead to proposed amendments to *Metro 2040*. These can be processed and considered as appropriate when received.

SUMMARY / CONCLUSION
Metro Vancouver staff have compiled and revised municipal comments on the Port Metro Vancouver's Draft Land Use Plan and resubmitted these to the Port as a separate package to demonstrate how municipalities are working together to meet the objectives of the regional growth strategy. The great majority of comments from the 13 municipalities were supportive of, and consistent with, *Metro 2040*'s vision and objectives.

Metro Vancouver will continue to work closely with Port Metro Vancouver, member municipalities and other agencies, to advance land use and transportation plans in the region which support the objectives of *Metro 2040*.

Attachments (Doc. #9505408)**:**
1. Letter to Robin Silvester, President and Chief Executive Officer, Port Metro Vancouver, from Greg Moore, Chair, Metro Vancouver Board, titled: 'Metro Vancouver Board Comments on Port Metro Vancouver's Draft Land Use Plan', dated May 2, 2014.
2. Letter to Metro Vancouver Transportation Committee, from Robin Silvester, President and Chief Executive Officer, Port Metro Vancouver, titled: 'Clarification of Items from Port Metro Vancouver Land Use Plan Discussion', dated May 5, 2014.
3. Package of member municipal comments on Port Metro Vancouver's Draft Land Use Plan.

References:
Port Metro Vancouver – Land Use Plan Update Website:
www.portmetrovancouver.com/projects/LandUsePlan.aspx

9504164

Office of the Commissioner/Chief Administrative Officer
Tel. 604 432-6210 Fax 604 451-6614

MAY 0 2 2014

File: CP-07-01-016

Mr. Robin Silvester, President and CEO
Port Metro Vancouver
100 The Pointe, 999 Canada Place
Vancouver, BC V6C 3T4

Dear ~~Mr. Silvester~~: ROBIN

Re: Metro Vancouver Board Comments on Port Metro Vancouver's Draft Land Use Plan

Thank you for providing Metro Vancouver with the opportunity to participate in the consultation on the Port's draft Land Use Plan. We appreciate the Port extending their comment period to accommodate Metro Vancouver Board comments. The Port Land Use Plan is an important policy document for the region that will have significant implications for the successful implementation of *Metro Vancouver 2040: Shaping our Future*, the *Integrated Air Quality and Greenhouse Gas Management Plan*, and other established policies of the Metro Vancouver Board.

On May 2, 2014, the Metro Vancouver Board considered a staff report with comments on the Port's Draft Land Use Plan and passed the following resolution:

> *"That the GVRD Board:*
> *a) endorse the comments on Port Metro Vancouver's Draft Land Use Plan as contained in the report titled, "Metro Vancouver Comments (2014) on Port Metro Vancouver's Draft Land Use Plan", dated February 24, 2014; and*
> *b) reiterate the Board's objection to the use of agricultural land for port purposes; and*
> *c) request that Port Metro Vancouver respond to the issues raised in the report prior to finalizing the plan."*

The Board report and comments are attached. The Board expressed concern that past Metro Vancouver comments have not been responded to by the Port, nor incorporated into the draft Land Use Plan. As a result, the final resolution was added, both to underscore the importance of collaboration to ensure solid alignment between the Port's draft plans and established regional land use and transportation plans, and to request specifically that the Port respond to these comments prior to finalizing the Port Land Use Plan. In addition, the Board requested that all municipal comments on the draft Plan be consolidated by Metro Vancouver and submitted as a package to the Port for similar consideration with the intent of demonstrating how municipalities are working together to meet the objectives of the regional growth strategy *and* the *Integrated Air Quality and Greenhouse Gas Management Plan*.

Once again, we value the opportunity to provide comments on Port Metro Vancouver's draft Land Use Plan. If you have any questions, and to arrange a meeting, please contact Elisa Campbell, Director of Regional and Strategic Planning, at 604-451-6556 or Elisa.Campbell@metrovancouver.org.

Yours truly,

Greg Moore, Chair
Metro Vancouver Board

GM/EC/ms

cc: Mr. Greg Yeomans, Manager of Planning, Port Metro Vancouver

Attachment: Metro Vancouver Board Report, dated February 24, 2014, "Metro Vancouver Comments on Port Metro Vancouver's Draft Land Use Plan", as amended by the Transportation Committee on April 9, 2014, and resolved by the Board on May 2, 2014.

9337616

To: GVRD Board of Directors

From: Transportation Committee

Date: April 10, 2014 Meeting Date: May 2, 2014

Subject: **Metro Vancouver Comments on Port Metro Vancouver's Draft Land Use Plan**

TRANSPORTATION COMMITTEE RECOMMENDATION

That the GVRD Board:

a) endorse the comments on Port Metro Vancouver's Draft Land Use Plan as contained in the report titled, "Metro Vancouver Comments (2014) on Port Metro Vancouver's Draft Land Use Plan", dated February 24, 2014; and
b) reiterate the Board's objection to the use of agricultural land for port purposes; <u>and</u>
c) <u>request that Port Metro Vancouver respond to the issues identified in the report prior to finalizing the Draft Land Use Plan</u>.

At its April 9, 2014 meeting, the Transportation Committee considered the attached report titled "Metro Vancouver Comments on Port Metro Vancouver's Draft Land Use Plan", dated, February 24, 2014. The Committee subsequently amended the recommendation as presented above in underline style.

Attachment:
"Metro Vancouver Comments on Port Metro Vancouver's Draft Land Use Plan", dated, February 24, 2014

9305405

metrovancouver
SERVICES AND SOLUTIONS FOR A LIVABLE REGION

To: Transportation Committee

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

Date: February 24, 2014 Meeting Date: March 12, 2014

Subject: **Metro Vancouver Comments on Port Metro Vancouver's Draft Land Use Plan**

RECOMMENDATION
That the GVRD Board:
a) endorse the comments on Port Metro Vancouver's Draft Land Use Plan as contained in the attachment titled, "Metro Vancouver Comments (2014) on Port Metro Vancouver's Draft Land Use Plan", dated February 24, 2014; and
b) reiterate the Board's objection to the use of agricultural land for port purposes.

PURPOSE
This report provides the GVRD Board with staff comments related to Port Metro Vancouver's current draft Port Land Use Plan (see References).

BACKGROUND
The Port Metro Vancouver Land Use Plan (Port Land Use Plan) update process has extended over four phases between 2012 and 2014, starting with background research, developing goals, objectives and policy directions, and leading to the preparation of the draft Port Land Use Plan. Each phase has included extensive consultation. Metro Vancouver staff have attended Port sessions throughout the consultation phases, and to date have provided staff comment on the first three phases of the Port Land Use Plan process, specifically the:

- Draft Goals, Objectives, and Policy Directions (November 2012 and August 2013);
- Port Existing Land and Marine Designations mapping (May 2013); and
- Proposed Port Designations (August 2013).

Port Metro Vancouver ('the Port') is currently consulting with stakeholders as part of Phase 4 (the final phase) of the Port Land Use Plan development. As the deadline for stakeholder comment on the draft Port Land Use Plan is April 13, 2014, staff is seeking Board endorsement of comments (Attachment 1) to submit to Port Metro Vancouver.

DISCUSSION

Port Land Use Plan Purpose and Process
Port Metro Vancouver's current Land Use Plan is a compilation of three separate plans from each of the region's former port authorities that amalgamated in 2008 to form Port Metro Vancouver. The *Canada Marine Act* requires every Canadian port authority to have a land use plan that contains objectives and policies for the physical development of the property it manages. In January 2012,

Port Metro Vancouver began a process to update their Land Use Plan to provide a framework with updated land use designations and consistent policies to guide the physical development of Port Metro Vancouver's lands and waters over the next 15 to 20 years.

The Port Land Use Plan update process has extended over four phases between 2012 and 2014, starting from background research and concept development and leading to the preparation of the Plan, along with extensive consultation:

- Phase 1 - Gathering Inputs and Setting the Context (Jan – July 2012): Phase 1 focused on data collection, background research into port planning best practices, and issue identification. This established the baseline for the Land Use Plan.
- Phase 2 - Developing Goals, Objectives and Policy Directions (Aug – Nov 2012): Phase 2 focused on developing draft goals, objectives, and policy directions. These guiding principles articulate Port Metro Vancouver's vision for managing growth and the development of port lands and waters over the decades to come.
- Phase 3 - Refining Plan Policies and Updating Land Use Designations (Dec 2012 – Dec 2013): Phase 3 was implemented in several stages and provided the opportunity to: review and update the draft goals, objectives and policy directions; update the land use designations and associated mapping; seek stakeholder feedback; and develop proposed implementation measures. This material formed the basis for development of the draft Land Use Plan.
- Phase 4 - Finalizing the Plan (Jan 2014 – Completion): Phase 4 involves finalizing the proposed Land Use Plan, and meeting the consultation requirements of the *Canada Marine Act* prior to its adoption by the Port Metro Vancouver Board of Directors.

Port Metro Vancouver's Draft Land Use Plan

Port Metro Vancouver has developed goals, objectives and policy directions to provide the policy framework for future growth and development. These form the basis for the draft Port Land Use Plan. The five goals of the draft Port Land Use Plan are:

1. Port Metro Vancouver manages port growth and activity in support of Canada's trade while preparing for anticipated transitions in the global economy;
2. Port Metro Vancouver is a leader in ensuring the safe and efficient movement of port-related cargo, traffic and passengers throughout the region;
3. Port Metro Vancouver is a global leader among ports in the environmental stewardship of the lands and waters it manages;
4. Port activity and development is a positive contributor to local communities and First Nations; and
5. Port Metro Vancouver is a leader in communication and engagement in support of the use and development of port lands and waters.

Port Metro Vancouver's draft Land Use Plan includes eight land and marine designations to provide for the orderly development and management of lands and waters within the Port's jurisdiction, and to provide clarity on long-term development. The land use designations have been updated based on current uses and development patterns, expected growth, and input provided in earlier phases of consultation. Each designation has a specific intent and list of associated and accessory uses, summarized as follows:

- **Port Terminal** – deep-sea and marine terminals
- **Industrial** – industrial activities in support of port operations

- **Commercial** – commercial activities related to port / marine services
- **Log Storage and Barge Moorage** – log storage, barges and related activities
- **Recreation** – public recreation use such as parks and viewing areas
- **Conservation** – habitat conservation, enhancement and restoration
- **Port Water** – open water and foreshore adjacent to Port and non-Port lands
- **Special Study Area** – areas that require additional study, consultation and planning.

Lands and waters under Port Metro Vancouver's jurisdiction are also organized into seven distinct planning areas based on geography and port-related activities.

Port Plan Implementation
Port Metro Vancouver is primarily responsible for implementing the Port Land Use Plan's policy directions and initiatives, although in many cases implementation will happen in conjunction with other agencies. The draft plan notes key partners and their roles, and also a m onitoring and reporting process.

Implementation measures have been identified for each goal, and the associated timing (Short Term 2014-16; Medium Term 2016-18; Long Term 2018+; Ongoing). Additional implementation measures will be developed in the years to come and reported on, as appropriate, in Port Metro Vancouver's annual Sustainability Report. The Port's Project Review and Environmental Assessment Process is the key mechanism for evaluating proposed developments within the Port's jurisdiction.

Key implementation measures / actions which relate to Metro Vancouver include:

- Explore initiatives to protect the region's industrial land base and identify opportunities to expand the industrial land base (including consideration of an Industrial Land Reserve or similar approach);
- Undertake a comprehensive review of each site designated as Special Study Areas in the Land Use Plan to determine their need and suitability for long term Port use;
- Collaborate with agencies on development of a r egional flood management plan and sea level rise research;
- Participate in the preparation of a R egional Goods Movement Strategy, and improve the efficiency of port-related truck traffic; and
- Pursue strategies and initiatives that aim to reduce greenhouse gas intensity and diesel particulate matter emissions as a result of port operations.

Metro Vancouver 2013 Comments on the draft Port Land Use Plan
On July 26, 2013, the GVRD Board received a report from staff with comments on the draft elements for the Port Land Use Plan. At that time, the Board also passed the following resolutions:

1. *Reiterate its strong objection to the use of agricultural land for port purposes, and insist that the Port Metro Vancouver Land Use Plan confirm that agricultural land will not be used for Port Metro Vancouver's current needs nor expansion;*
2. *Recommend that Port Metro Vancouver expansion in the region will take place on industrially zoned properties; and*
3. *Write a letter to Port Metro Vancouver, the Ministry of Transport Canada, the BC Ministry of Agriculture and the Agricultural Land Commission advising of the Board's position.*

In July/August 2013, Metro Vancouver submitted its comments on the June 2013 version of the Port Land Use Plan's goals, objectives and policy directions and proposed designations to the Port.

Metro Vancouver 2014 Comments on the draft Port Land Use Plan

There are elements of the draft Port Land Use Plan that are consistent with *Metro 2040*, the regional growth strategy, and other areas where some work needs to be done to ensure closer alignment. Building to accommodate future expansion of goods shipped through the ports and region is essential, but also challenging in a region where political leadership is committed to building a compact metropolitan region where agricultural, industrial and conservation and recreation lands are maintained to support the quality of life this region is known for.

As well, it appears that many of the 2013 comments provided by Metro Vancouver were not incorporated into the draft Port Land Use Plan, and as a result, Metro Vancouver comments reiterate a number of previous comments, along with requests that that these be considered for incorporation into the final Port Land Use Plan.

Detailed Metro Vancouver staff comments are attached to this report (Attachment 1). In particular, staff recommend improvements in the following areas to achieve better alignment between the Port Land Use Plan and *Metro Vancouver 2040: Shaping our Future* and TransLink's Regional Transportation Strategy:

- encourage the use of Port lands for industrial activities and discourage non-port related commercial development on port lands;
- only consider expansion of Port operations on *Metro 2040* Industrial and Mixed Employment lands;
- confirm that the Port will not permit non-agricultural uses on Agricultural Land Reserve or *Metro 2040* Agricultural lands;
- continue to work closely with other agencies to support a coordinated and efficient goods and service movement network for the region;
- continue to work at reducing emissions related to the movement of people and goods as the Port has an important role to play in reducing energy use in its operations even as Port activity increases;
- work closely with municipalities and other agencies prior to acquiring new lands to work towards consistency with *Metro 2040* and other land use plans; and
  recognizing that much work has been done to consolidate and align Port Land Use Plan mapping designations, provide greater clarity as to definition of the shoreline, coordinate marine and land use designations, and clearly articulate the land use planning rationale for the six special study areas in the draft plan and how they help achieve the regional objectives laid out in *Metro 2040.*

ALTERNATIVES

1. That the GVRD Board:
   a) endorse the comments on Port Metro Vancouver's Draft Land Use Plan as contained in the attachment titled, "Metro Vancouver Comments (2014) on Port Metro Vancouver's Draft Land Use Plan", dated February 24, 2014; and

b) reiterate the Board's objection to the use of agricultural land for port purposes.

2. That the GVRD Board provide additional or alternate comments.

FINANCIAL IMPLICATIONS

There are no financial implications to this report.

SUMMARY / CONCLUSION

The Port Metro Vancouver Land Use Plan is an important policy document that will have significant implications for the successful implementation of the *Metro Vancouver 2040*, the Integrated Air Quality and Greenhouse Gas Management Plan, and other established policies of the Metro Vancouver Board.

In January 2012, Port Metro Vancouver began a process to update its Land Use Plan to provide a framework with updated land use designations and consistent policies to guide the physical development of Port Metro Vancouver's lands and waters over the next 15 to 20 years. Port Metro Vancouver is currently consulting with stakeholders as part of Phase 4 (the final phase) of the Port Land Use Plan development. This report seeks GVRD Board endorsement of Metro Vancouver comments on Port Metro Vancouver's draft Land Use Plan in advance of the April 13, 2014 deadline for stakeholder comment.

There are elements of the draft Port Land Use Plan that are consistent with *Metro 2040*, the regional growth strategy, and other areas where some work needs to be done to ensure closer alignment. Metro Vancouver staff recommend improvements in a range of areas (Attachment 1) to achieve better alignment between the Port Land Use Plan and both *Metro Vancouver 2040: Shaping our Future* and TransLink's Regional Transportation Strategy. As well, it appears that many of the 2013 comments previously provided by Metro Vancouver to Port Metro Vancouver were not incorporated into the draft Port Land Use Plan. As a result, a number of the current Metro Vancouver comments reiterate previous comments, along with requests that these be considered for incorporation into the final Port Land Use Plan.

Staff recommend Alternative 1.

Attachments (Doc. #8715059)**:**

1. Metro Vancouver Comments (2014) on Port Metro Vancouver's Draft Land Use Plan
2. Metro Vancouver Mapping Comments on Port Land Use Plan.
3. Port Metro Vancouver Phase 4 Land Use Plan Review – Metro Vancouver Mapping Comments.

References:

- Port Land Use Plan Website: www.portmetrovancouver.com/en/projects/LandUsePlan.aspx
- Port Land Use Plan - Draft December 2013: http://porttalk.ca/document/show/456
- Port Land Use Plan Update - Discussion Guide: http://porttalk.ca/document/show/469

8615318 / 9134409

Metro Vancouver Comments (2014) on Port Metro Vancouver's Draft Land Use Plan

1.0 Background

The Port Metro Vancouver Land Use Plan is an important policy document that will have significant implications for the successful implementation of the *Metro Vancouver 2040: Shaping our Future (the region's regional growth strategy)*, the Integrated Air Quality and Greenhouse Gas Management Plan, and other established policies of the Metro Vancouver Board.

Metro Vancouver staff have attended stakeholder sessions throughout Port Metro Vancouver consultation phases, and to date have provided staff comment on the first three phases of the Port Land Use Plan process, specifically the:

- Draft Goals, Objectives, and Policy Directions (November 2012 and August 2013);
- Port Existing Land and Marine Designations mapping (May 2013); and
- Proposed Port Designations (August 2013).

In July/August 2013, Metro Vancouver provided comments on the June 2013 version of the Port Land Use Plan's goals, objectives and policy directions as well as proposed land use designations. In July 2013, the Metro Vancouver Board passed a resolution reiterating its strong objection to the use of agricultural land for Port purposes.

2.0 General Comments

- It appears that a significant proportion of the 2013 Metro Vancouver staff comments previously submitted to the Port were <u>not</u> incorporated into the revised draft Port Land Use Plan released in February 2014 (dated December 2013). Metro Vancouver reiterates its comments previously provided (as compiled in a package dated August 8, 2013 to Robin Silvester, President and CEO, Port Metro Vancouver) and requests that comments be again considered for incorporation into the final Port Land Use Plan.

- The Port Land Use Plan does not acknowledge the important regional roles of Metro Vancouver and TransLink in land use and transportation planning. *Metro Vancouver 2040: Shaping our Future* (*Metro 2040*) is the regional growth strategy which was endorsed by 22 local governments as well as adjacent regional districts. However, *Metro 2040* is not mentioned to any great extent in the draft Port Land Use Plan. Given that the various authorities responsible for land planning and management in the region are interdependent with one another, Metro Vancouver believes that their respective plans will benefit from being coordinated. As such, it is recommended that the Port Land Use Plan should contemplate all lan d uses, including commercial, industrial, residential, as well as agricultural, recreation and conservation. As well, Metro Vancouver requests that recognition of *Metro 2040* and TransLink's Regional Transportation Strategy be incorporated into the Port Land Use Plan. This is particularly relevant with regards to protecting agricultural lands from potential port-related development, and encouraging port intensification on existing industrial lands.

- The draft Port Land Use Plan states the need to have adequate industrial lands available in the region, which are critical to a strong economy. Reflecting a past declining stock of industrial lands in the region, the Port Land Use Plan recognizes the importance of protecting industrial

lands, and also supports intensification through investments in equipment and operating procedures that increase efficiency and capacity. Metro Vancouver concurs with the Port about the importance of preserving adequate lands for industrial uses, and through *Metro 2040* also seeks to protect the region's supply of industrial land and its efficient use.

At the same time, however, *Metro 2040* also seeks to protect the supply of agricultural lands in the region and to promote agricultural viability. The draft Port Land Use Plan identifies Special Study Areas, "areas that require additional study, consultation and planning to determine their future use through a Land Use Plan amendment." Currently, four of these Special Study Areas are located on lands designated as Agricultural in *Metro 2040*. As a result, Metro Vancouver has concerns about the possibility that the current agricultural designation of these lands may be amended for the Port's purposes, and requests that the Port Land Use Plan confirm that agricultural land will not be used for the Port's current needs nor for expansion. The Port Land Use Plan should not include any designation that would allow non-agricultural uses on Agricultural Land Reserve lands and regionally-designated Agricultural lands. The provisions and intentions of the *Agricultural Land Reserve Act* should be reinforced by the Port Land Use Plan.

- Additional and enhanced implementation measures should be developed to help advance and determine success of implementing the Port Land Use Plan. These measures should include the following:
    - The availability of an adequate supply of industrial lands in the region for port and port-related uses;
    - The overall ecological health of the region, including human health;
    - Creation of a Public Recreational Port Park, Public Access, and Trail Network Plan to integrate recreational lands and initiatives in the region; and
    - Establishing a new interagency partnership to coordinate environmental management, review and communications to achieve significant outcomes for sustainability.

3.0 Review of Port Land Use Plan by Goal

3.1 Port Plan Goal 1 - *Port Metro Vancouver manages port growth and activity in support of Canada's trade while preparing for anticipated transitions in the global economy.*

The goal looks ahead 15-20 years, and notes the challenge of ensuring sufficient land to support anticipated growth. The objectives for this goal address the need to protect port jurisdiction lands for port activities, and to ensure collaboration with other authorities to protect the region's industrial land base, which is consistent with *Metro 2040*. Further, the goal supports the intensification of port lands to achieve the highest feasible operational capacity within the existing land base, again consistent with *Metro 2040*. The Port Plan policy 1.3.1 considers acquisition of sites to protect their availability for future port use, noting priority for sites with ready access to shipping / transportation networks and existing port lands. However, *Metro 2040* action 2.1.7 requests that the Port encourage the use of port lands for industrial activities, and discourage non-port related commercial development on port lands. Further, it requests that the Port not expand beyond the Industrial and Mixed Employment areas specified in the *Metro 2040* land use designation map.

As previously requested, Metro Vancouver requests that the goal should limit Port land acquisition to *Metro 2040* Industrial lands or lands within the Urban Containment Boundary, and not allow for Port acquisition of ALR and/ or Metro 2040 Agricultural lands.

3.2 Port Plan Goal 2 - *Port Metro Vancouver is a leader in ensuring the safe and efficient movement of port-related cargo, traffic and passengers throughout the region.*

The goal supports improving operational efficiencies through various means, including improving transportation corridors and infrastructure critical to a complete transportation network supporting goods movement for the Port. Specifically, this involves working closely with rail companies, port users, and industry, relating to all modes of transportation including transit. The goal addresses the need to minimize and mitigate potential impacts from port-related activities on other lands, which is consistent with *Metro 2040*. Additionally, *Metro 2040* action 2.1.5 requests that agencies develop and operate transportation infrastructure that supports *Metro 2040*, and particularly for Industrial and Mixed Employment areas and port lands, while Strategy 5.2 advocates for active management of the existing and planned capacity of the road network and the demands put on it, specifically requesting that TransLink and agencies with transportation authority collaborate to support the safe and efficient movement of goods in the region. *Metro 2040* action 5.2.8 requests agencies to protect rail rights-of-way and access points to navigable waterways. *Metro 2040* actions 3.4.6 & 3.4.7 request collaboration with all levels of governments to address climate change and natural hazard risks.

As previously requested, Metro Vancouver requests that the goal should specify that the Port will work with other agencies to support a coordinated and efficient transportation system for the region consistent with *Metro 2040* and TransLink's Regional Transportation Strategy. Further, the Port Land Use Plan should expand the references to safety and security and also address preparedness responses relating to climate change and natural disasters.

3.3 Port Plan Goal 3 - *Port Metro Vancouver is a global leader among ports in the environmental stewardship of the lands and waters it manages.*

The goal seeks to establish a high standard for the environmental management of port lands and waters. The goal calls for working closely with other agencies, developing best practices and programs, and other means to support natural ecosystems, minimize adverse environmental impacts, and create or restore habitat as appropriate, as well as manage contaminated sites. Sustainable corporate practices are also promoted for the Port and its customers. The plan also references the need to reduce air emissions, including GHG intensity, and to promote energy conservation, which is also supported by the *Metro 2040* and the *Integrated Air Quality and Greenhouse Gas Management Plan*. *Metro 2040* action 3.3.8 requests that agencies maximize reductions in energy consumption and GHG emissions and improve air quality in the transportation sector.

As previously requested, Metro Vancouver requests that the port impacts included for consideration should cover not just environmental, but also human health impacts, and should target absolute reductions in air emission, GHG production, and energy use, not just intensity per

unit reductions, which is directly relevant to proposed major projects such as Roberts Bank Terminal 2.

3.4 Port Plan Goal 4 - *Port activity and development is a positive contributor to local communities and First Nations.*

This goal endeavors to balance national and local interests and to support positive economic impacts of the Port on local communities and First Nations. Specifically, the goal supports business activities relating to the Port and associated employment opportunities, provides waterfront access opportunities where appropriate, and minimizes the impacts from port operations and developments on local communities by engaging with land use authorities. This should include a formalized process for referral of local plans in support of consistency between plans, which is supported by Metro Vancouver. Additionally, *Metro 2040* action 3.2.5 supports development of a connected Regional Recreational Greenway Network, and action 2.1.8 supports collaboration on a regional economic development strategy.

As previously suggested, Metro Vancouver believes this goal is an opportunity to recognize "Experience the Fraser" in the Port's Land Use Plan, supporting efforts to seek opportunities to integrate, interpret and communicate the environmental, heritage and industrial importance of the Fraser as a working river through secured public and recreational access along the Lower Fraser River. Further, the goal and objective could reinforce full integration among all relevant agencies to support overall ecological health and an enhanced ecosystem.

3.5 Port Plan Goal 5 - *Port Metro Vancouver is a leader in communication and engagement in support of the use and development of port lands and waters.*

This goal supports engagement with the local community through a range of opportunities for consultation. Specifically this includes sharing information and consulting with stakeholders relating to port lands and waters.

As previously requested, Metro Vancouver requests that the Port commit to consulting with local governments prior to acquiring new lands in order to ensure consistency with *Metro 2040,* municipal Official Community Plans and other land use plans.

4.0 Additional Policy Comments

Additional comments relating to draft Port Land Use Plan policies are as follows:

- Cruise Ship Terminal: Port Plan policy 5.4.5 addresses cruise ships, and references Ballantyne Pier as being proposed for closure and re-purposing to other uses. This future alternative use could be better explained.
- Coal Transportation: Port Plan policy 5.5.2 references anticipated increases in coal exports. From an ecological health perspective, Metro Vancouver has concerns about the increase of coal exports in terms of the air pollution that occurs from coal dust. The Metro Vancouver Board on June 14, 2013, requested detailed information about coal handling infrastructure, support for the inclusion of health impact assessment for coal infrastructure, and expressed opposition to coal shipments from Fraser River Estuary other than the existing Roberts Bank coal port.

- Petroleum: Port Plan policy 5.5.5 references cursorily petroleum product demand and anticipated significant growth. A major concern with regards to petroleum is the associated significant increase of tanker traffic through Burrard Inlet, and potential impacts and risks. This should be more fully addressed in the Port Land Use Plan.
- FREMP Coding Map: The Fraser River Estuary Management Program (FREMP) established habitat coding for shorelines last updated in 2005. The Port Figure 19 Habitat Coding map identifies a number of areas as red coded habitat, yet these areas are designated on the Port Land Use Plan as Port Terminal, Log Storage and Barge Moorage, which are not apparently compatible.
- Habitat Compensation Sites: Habitat compensation sites are not necessarily appropriate for inclusion in such a land use plan. It is not clear if they are located exclusively on lands within the Port's jurisdiction, and further, such habitat compensation programs require collaboration among different authorities and landowners. Further, the Port Figure 20 Habitat Compensation Sites map is not clear as to if these are sites that have already received habitat compensation or enhancements, or are proposed for future potential inclusion in such a program.
- Public Recreational Opportunities and Waterfront Access: There is an important need to clarify how the Port will deliver Objective 4.2 and provide integrated planning and the delivery of public recreation and waterfront access. It is recommended that Objective 4.2 be amended to read: "Ensure public recreational opportunities and waterfront access are provided within the Port in a manner compatible and integrated with local government initiatives and Port activities while contributing to the overall ecological health of the region."

5.0 Port Land Use Plan Mapping Comments

It is critical that the proposed Port designations be in line and integrated with *Metro 2040*. Detailed mapping comments were provided in 2013. Rather than re-stating all these points, Metro Vancouver reiterates comments previously provided, and requests that these be again considered for incorporation into the final Port Land Use Plan. Particularly, please note the following items with regards to land use mapping:

- Define the Shoreline: There exist numerous instances where the Port marine designation encroaches on the foreshore and *Metro 2040* land designations, and vice-versa. Having a consistent shoreline boundary which is updated from time to time will be beneficial to Port Metro Vancouver, Metro Vancouver, municipalities, and other parties so that designations and land and marine uses can be referenced from a common base. As part of the update to the Port's designations, we suggest that the Port prepare an updated shoreline boundary pertaining to its jurisdiction, and ideally for the entire Metro Vancouver region, to resolve these mapping discrepancies.
- Coordinate Marine and Land Use Designations: Coordinate port marine and land use designations to complement upland designations with waterfront uses.
- Regional Parks: Identify and label all Regional Parks and Greenways on the Port Land Use Plan for reference and to assist with coordinating land uses, particularly for upland areas which inform the adjacent water lot designations.
- Detailed Parkland Designations: See Attachments 1 & 2 for detailed designation comments.

- Log Storage and Barge Moorage Designation: Where such log storage and barge moorage activities occur on waters adjacent to lands, the amount of associated lands designated as such should be limited and not extend significantly upland.
- Annacis Island Site: On the north-eastern part of Annacis Island on the west side of Derwent Way, there appears to be a site approximately 4 acres in size which is designated in *Metro 2040* as 'Industrial', however identified in the Port Land Use Plan as 'Commercial'. Industrial designated lands do not allow for such forms of non-accessory commercial type uses.
- Special Study Areas: The Port should articulate the regional land use planning rationale for designating the six special study areas as such (i.e., four sites in Richmond with a RGS Agricultural designation, one site in Vancouver RGS General Urban, and one site in Pitt Meadows RGS Agricultural). The Port should also specify the process to identify and consult on any proposals to re-designate these sites.

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Metro Vancouver Mapping Comments of Port Land Use Plan

Municipality	Regional Park or Greenway of Interest	Notes and Comments
Anmore and Belcarra	Belcarra Regional Park	• Entire park shoreline to be designated recreation, especially the west side of Bedwell Bay and waterfront at the picnic grounds.
District of North Vancouver and Provincial Land	Thwaytes Landing Regional Park	• Waters in bay fronting the landing at Thwaytes (caretaker and wharf facilities) to be designated recreation.
Langley Township	Derby Reach Regional Park	• Include Conservation designation on section of western waterfront parklands. • Include Recreation designation along waterfront adjacent to the campground facilities. • Include Conservation designation along entire eastern park waterfront portion to park boundary (to PMV jurisdictional boundary).
New Westminster	Brunette Fraser Regional Greenway	• Extend the Conservation designation along park frontage on Fraser River at Cumberland Point.
Maple Ridge	Kanaka Creek Regional Park	• Area along waterfront of Kanaka Creek Regional Park to be Conservation designation.
North Vancouver District	Seymour River Regional Greenway	• Change the designation on the land immediately on the east side of Seymour River estuary which is currently designated Industrial to a Recreation designation.
Pitt Meadows	Pitt River Regional Greenway	• Change waterfront along the greenway on the east side of the Pitt River be designated as Conservation to be continuous (save for a few industrial exceptions) through to Pitt Lake as the working boundary of the greenway extends to connect with the Provincial lands at Pitt Lake. • Note: Metro Vancouver has specifically acquired lands outside of the dike for conservation purposes.
Electoral Area A	Barnston Island Regional Park	• Ensure that there is a Recreation Designation at Mann Point which provides +/-200m wide clear route for recreational craft access to park (funnel shape). • Due to shallow water the area east of Mann Point is not suitable for log storage. • Label west end of Barnston Island as Robert Point (NOT a regional park).

Port Metro Vancouver Phase 4 Land Use Plan Update Review

Submitted Comments from Metro Vancouver for Regional Parks

SEYMOUR RIVER REGIONAL GREENWAY (PLANNED)
(Map 1 of 6)

LEGEND

- Regional Park

Regional Greenways:
- Operational
- Planned

Port Metro Vancouver Designations (as of Feb 2014):
- Recreation
- Conservation
- All other categories

Suggested Revisions to Designations by Metro Vancouver:
- Suggested Recreation
- Suggested Conservation

0 2.5 5 10 15 Km
Projection: UTM Zone 10 NAD 1983
N
1: 15,000

KEY MAP

Produced by:
Metro Vancouver
Planning, Policy & Environment
February 20, 2014

Port Metro Vancouver Phase 4 Land Use Plan Update Review

Submitted Comments from Metro Vancouver for Regional Parks

BELCARRA REGIONAL PARK

(Map 2 of 6)

LEGEND

Regional Park

Regional Greenways:

- Operational
- Planned

Port Metro Vancouver Designations (as of Feb 2014):

- Recreation
- Conservation
- All other categories

Suggested Revisions to Designations by Metro Vancouver:

- Suggested Recreation
- Suggested Conservation

0 0.1750.35 0.7 1.05 Km

N

Projection: UTM Zone 10 NAD 1983

1: 25,000

KEY MAP

metro vancouver

Produced by:
Metro Vancouver
Planning, Policy & Environment
February 20, 2014

Port Metro Vancouver Phase 4 Land Use Plan Update Review

Submitted Comments from Metro Vancouver for Regional Parks

THWAYTES LANDING REGIONAL PARK

(Map 3 of 6)

LEGEND

Regional Park

Regional Greenways:

Operational

Planned

Port Metro Vancouver Designations (as of Feb 2014):

Recreation

Conservation

All other categories

Suggested Revisions to Designations by Metro Vancouver:

Suggested Recreation

Suggested Conservation

0 2.5 5 10 15 Km

Projection: UTM Zone 10 NAD 1983

N

1: 5,000

KEY MAP

Produced by:
Metro Vancouver
Planning, Policy & Environment
February 20, 2014

Port Metro Vancouver Phase 4 Land Use Plan Update Review

Submitted Comments from Metro Vancouver for Regional Parks

PITT RIVER REGIONAL GREENWAY

(Map 4a of 6)

LEGEND

- Regional Park

Regional Greenways:

- Operational
- Planned

Port Metro Vancouver Designations (as of Feb 2014):

- Recreation
- Conservation
- All other categories

Suggested Revisions to Designations by Metro Vancouver:

- Suggested Recreation
- Suggested Conservation

0 0.25 0.5 1 1.5 Km

N

Projection: UTM Zone 10 NAD 1983

1: 37,000

KEY MAP

metro vancouver

Produced by:
Metro Vancouver
Planning, Policy & Environment
February 20, 2014

Port Metro Vancouver Phase 4 Land Use Plan Update Review

Submitted Comments from Metro Vancouver for Regional Parks

PITT RIVER REGIONAL GREENWAY (PLANNED)

(Map 4b of 6)

LEGEND

Regional Park

Regional Greenways:

- Operational
- Planned

Port Metro Vancouver Designations (as of Feb 2014):

- Recreation
- Conservation
- All other categories

Suggested Revisions to Designations by Metro Vancouver:

- Suggested Recreation
- Suggested Conservation

0 0.25 0.5 1 1.5 Km

N

Projection: UTM Zone 10 NAD 1983

1: 37,000

KEY MAP

Produced by:
Metro Vancouver
Planning, Policy & Environment
February 20, 2014

Port Metro Vancouver Phase 4 Land Use Plan Update Review

Submitted Comments from Metro Vancouver for Regional Parks

BARNSTON ISLAND REGIONAL PARK

(Map 5 of 6)

LEGEND

- Regional Park

Regional Greenways:

- Operational
- Planned

Port Metro Vancouver Designations (as of Feb 2014):

- Recreation
- Conservation
- All other categories

Suggested Revisions to Designations by Metro Vancouver:

- Suggested Recreation
- Suggested Conservation

0 2.5 5 10 15 Km

Projection: UTM Zone 10 NAD 1983

N

1: 18,000

KEY MAP

Produced by:
Metro Vancouver
Planning, Policy & Environment
February 20, 2014

Port Metro Vancouver Phase 4 Land Use Plan Update Review

Submitted Comments from Metro Vancouver for Regional Parks

DERBY REACH REGIONAL PARK and KANAKA CREEK REGIONAL PARK

(Map 6 of 6)

LEGEND

- Regional Park

Regional Greenways:

- Operational
- Planned

Port Metro Vancouver Designations (as of Feb 2014):

- Recreation
- Conservation
- All other categories

Suggested Revisions to Designations by Metro Vancouver:

- Suggested Recreation
- Suggested Conservation

0 0.075 0.15 0.3 0.45 Km

N

Projection: UTM Zone 10 NAD 1983

1: 14,000

KEY MAP

Produced by:
Metro Vancouver
Planning, Policy & Environment
February 20, 2014

8715059 / 9134415

PORT METRO
vancouver

May 5, 2014

Metro Vancouver Transportation Committee
Metro Vancouver
4330 Kingsway
Burnaby, BC V5H 4G8

Dear Members of the Transportation Committee:

Re: Clarification of Items from Port Metro Vancouver Land Use Plan Discussion

I am writing in response to the Transportation Committee's recent discussion resulting from Port Metro Vancouver's Land Use Plan item at the last committee meeting on Thursday April 10, 2014. Although we will be sending a detailed response to the official Metro Vancouver comments once we have reviewed all of the consultation input, I would like to clarify a few points which were raised during the Committee's discussion.

First of all, we appreciate the Committee taking the time to review Port Metro Vancouver's draft Land Use Plan as part of the formal consultation process. Metro Vancouver staff have been engaged in the Land Use Plan update process since we began our first phase of consultation in 2012. This is the final phase of consultation on the draft Plan, and we are now beginning the process of analyzing all the input received and considering which changes could be made to the draft as a result of the consultation. Metro Vancouver's comments will be considered as part of this process. Over the next few months, we will release a consultation summary report and a Consideration Memo to respond to public comments. In addition, we will respond separately to each agency's formal submission. We expect to submit the final Plan to Port Metro Vancouver's Board for approval in the fall.

In regards to your comments about the special study area designation, there are six parcels of land designated as special study areas in the draft Plan. This includes the referenced sites in Richmond as well as other sites along the Dollarton Highway, at Roberts Bank and in downtown Vancouver. The designation of "special study area" means that the associated sites require additional study, planning and consultation to determine their future use through a Land Use Plan amendment. Until that process is completed, the current uses remain unchanged.

Secondly, I would like to provide more information about short-sea shipping, which is already being used across the Port's jurisdiction where feasible. In fact, DP World in the Burrard Inlet currently uses short-sea shipping in its operations. Short-sea shipping is market-driven, and the challenge is that it is difficult to make a strong business case for it in our region.

Finally, I would like to respond to a concern raised about the Board of Port Metro Vancouver. As a non-shareholder, financially self-sufficient corporation established under *Canada Marine Act (CMA)* legislative authority, Port Metro Vancouver's Board of Directors is appointed by the

.../2

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Minister of Transportation to provide strategic and policy direction. The Board does not make individual permitting decisions. The Board delegates authority for individual permitting decisions to Port Metro Vancouver senior management, which are guided by, and fully compliant with the *Canadian Environmental Assessment Act* and the *Canada Marine Act*.

The *Canada Marine Act* also requires Board Members to be independent of the Port Authority, meaning that they cannot be "users of the port" or associated with a terminal – rather, they must be free from any relationship that might interfere with the exercise of their independent judgement as a director.

On an annual basis, the Board of Directors and Executives acknowledge in writing that they have read and understood the organization's Code of Conduct (Schedule "E") of Vancouver Fraser Port Authority's (VFPA's) Letters Patent. This Code establishes clear conflict of interest rules and Board Members must disclose any potential or real conflicts of interest.

I would like to once again thank Metro Vancouver for their input on the Land Use Plan update process. We welcome opportunities to continue working closely with you on areas of shared interest. Please feel free to contact me if you have any further questions about any port-related matters.

Yours truly,

PORT METRO VANCOUVER

Robin Silvester
President and Chief Executive Officer

cc: Mayor Greg Moore, Metro Vancouver Chair

VILLAGE OF BELCARRA

"Between Forest and Sea"

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March 17, 2014 File: 0430-01

Robin Silvester
President and Chief Executive Officer
Port Metro Vancouver
100 The Pointe
999 Canada Place Way
Vancouver, BC V6C 3T4

Dear Robin Silvester,

Re: Final Consultation for Port Metro Vancouver's Draft Land Use Plan

At its Regular meeting of March 10, 2014, Belcarra Council passed a resolution to request that Port Metro Vancouver amend its Draft Land Use Plan by:

1. including reference to the "Village of Belcarra" in the area identified as Planning Area 3 (Indian Arm); and
2. adding under Goal 3 "Objective 3.4 - Protect the sensitive marine and estuarine environments by ensuring that effective protective emergency response plans (ERPs) are established, managed, and maintained."

If you have any questions or concerns about the foregoing, please feel free to contact me at (604) 937-4101 or lfloyd@belcarra.ca.

Sincerely,

Lynda Floyd
Chief Administrative Officer

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COUNCIL REPORT

File:

Date: March 6, 2014

From: Lynda Floyd, Chief Administrative Officer

Subject: **Port Metro Vancouver Land Use Plan Consultation**

Recommendation for Consideration:

That Port Metro Vancouver be requested to amend its Land Use Plan by:

1. including reference to the "Village of Belcarra" in the area identified as Planning Area 3 (Indian Arm); and
2. adding under Goal 3 "Objective 3.4 - Protect the sensitive marine and estuarine environments by ensuring that effective protective emergency response plans (ERPs) are established and managed."

Purpose:

To seek Council's concurrence on proposed amendments to the Port Metro Vancouver Land Use Plan.

Background:

Council received a copy of Port Metro Vancouver's draft Land Use Plan document at its February 17, 2014 meeting. Port Metro Vancouver is conducting public consultation on the document February 10 through to April 13, 2014.

Upon reviewing the draft plan, the commentary for Planning Area 3 (Indian Arm) references the District of North Vancouver, Electoral Area 'A', and Tsleil-Waututh Nation reserve lands, and does not reference the Village of Belcarra.

With respect to GOAL 3: "*Port Metro Vancouver* is a global leader among ports in the environmental stewardship of the lands and waters it manages", it is suggested that Belcarra propose an additional objective under Goal 3:

"Objective 3.4 – Protect the sensitive marine and estuarine environments by ensuring that effective protective emergency response plans (ERPs) are established and managed."

Alternatives:

None suggested.

BOWEN ISLAND MUNICIPALITY

May 9, 2014

Sent via email to: Greg.Yeomans@portmetrovancouver.com

Greg Yeomans
Acting Director, Planning and Development
Port Metro Vancouver
100 The Pointe
999 Canada Place
Vancouver, BC, V6C 3T4

Dear Mr. Yeomans:

Subject: Port Metro Vancouver Draft Land Use Plan

We have taken the opportunity to review the Port Metro Vancouver Draft Land Use Plan to Bowen Island Municipality. In reviewing the draft Plan, there do not appear to be any issues of concern to Bowen Island Municipality.

We do note with interest, Port Metro Vancouver's involvement in the Fraser River Improvement Initiative. We appreciate and support any assistance that Port Metro Vancouver can provide to Bowen Island Municipality in addressing derelict and problem vessels and structures. Over the past two years Bowen Island Municipality has focused efforts towards addressing the issue of problem vessels and structures within our area of Howe Sound. Through this initiative we have compiled information and strategies that are enabling us to address these issues. Extensive inventories have been conducted which included GIS data collection and photographic evidence of all problem vessel and floating structures. We are willing to discuss our findings in order to assist in positive results related to the Fraser River Improvement Initiative.

We look forward to hearing from you and sharing information with the Fraser River Improvement Initiative.

Sincerely,

Kathy Lalonde
Chief Administrative Officer
Bowen Island Municipality

♦ 981 Artisan Lane, Bowen Island, BC, V0N 1G2 ♦ TEL: 604-947-4255 ♦ FAX: 604-947-0193 ♦
♦ e-mail: bim@bimbc.ca ♦ website: www.bimbc.ca ♦

cc: *Froser River Improvement Initiative, Port Metro Vancouver*
Eric Aderneck, Senior Regional Planner, Metro Vancouver
Judy McLeod, Bowen Island Municipality Contract Planner
Annie Dempster, Bowen Island Municipality Island Community Planner
Bonny Brokenshire, Bowen Islond Municipality Senior Bylaw Services Officer

♦ 981 Artisan Lane, Bowen Island, BC, V0N 1G2 ♦ TEL: 604-947-4255 ♦ FAX: 604-947-0193 ♦
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CITY OF BURNABY
OFFICE OF THE MAYOR
DEREK R. CORRIGAN
MAYOR

2014 April 29 FILE: 90500-01

Chair and Members
Port Metro Vancouver
100 The Pointe,
999 Canada Place
Vancouver, BC V6C 3T4

Dear Chair and Members:

Subject: **Port Metro Vancouver Land Use Plan Update**
(Item No. 01, Manager's Reports, Council 2014 April 28)

Burnaby City Council, at the Open Council meeting held on 2014 April 28, received a report in response to your draft Land Use Plan and adopted the following recommendations contained therein:

1. "THAT Council request that Port Metro Vancouver amend the land use designations shown for Burnaby, in the Port's draft *Land Use Plan*, to the designations presented in this report which reflect existing City and Metro Vancouver land and water use designations and community planning directions.

2. THAT a copy of this report be sent to:
   - Port Metro Vancouver;
   - Burnaby's MLA's and MP's;
   - The Honourable Lisa Raitt, Federal Minister of Transport; and
   - Metro Vancouver Board of Directors

3. THAT this report be forwarded to the Community Development Committee, Environment Committee and Parks, Recreation and Culture Commission for information purposes."

In accordance with recommendation No. 2, a copy of the report is *enclosed*.

Your consideration of our request is important and appreciated.

Yours truly,

Derek R. Corrigan
MAYOR

4949 Canada Way, Burnaby, British Columbia V5G 1M2 Phone 604-294-7310 Fax 604-294-7724 mayor.corrigan@burnaby.ca

City of Burnaby

Item	01
Meeting	2014 Apr 28

COUNCIL REPORT

TO:	CITY MANAGER	**DATE:**	2014 April 22
FROM:	DIRECTOR PLANNING AND BUILDING	**FILE:**	90500 20
		Reference:	*Port Metro Vancouver*

SUBJECT: PORT METRO VANCOUVER LAND USE PLAN UPDATE

PURPOSE: To present recommendations regarding Port Metro Vancouver's draft *Land Use Plan*.

RECOMMENDATIONS:

1. **THAT** Council request that Port Metro Vancouver amend the land use designations shown for Burnaby, in the Port's draft *Land Use Plan*, to the designations presented in this report which reflect existing City and Metro Vancouver land and water use designations and community planning directions.

2. **THAT** a copy of this report be sent to:

   - Port Metro Vancouver;
   - Burnaby's MLA's and MP's;
   - The Honourable Lisa Raitt, Federal Minister of Transport; and
   - Metro Vancouver Board of Directors.

3. **THAT** this report be forwarded to the Community Development Committee, Environment Committee and Parks, Recreation and Culture Commission for information purposes.

REPORT

1.0 BACKGROUND

In January 2012, Port Metro Vancouver (PMV) began a public process to update its *Land Use Plan*, which for the first time, would represent an integrated land use plan for the region's former individual ports managed under the Federal Government's *Canada Marine Act*. This planning process includes Burnaby's portion of the Burrard Inlet waterfront and harbour, formerly managed by the Vancouver Port Authority; and the City's riverfront on the North Arm of the Fraser River, formerly managed by the North Fraser Port Authority. Following two years of consultation with stakeholders, including local municipalities, PMV has prepared a draft *Land Use Plan* (www.porttalk.ca/document/show/495). The intent of this phase of work, concluding in April 2014, is to seek feedback from the public and stakeholders on the draft *Plan*, which

includes goals, objectives, policy directions, implementation items, and land use designations for each of the Port's seven planning areas. It is anticipated that the *Plan* may be adopted in late 2014.

The following report reviews the proposed *Land Use Plan* designations within the context of the City's Community Plan land use designations, and in some instances, in the context of regional land use designations as set out in Metro Vancouver's Regional Growth Strategy (RGS), as well as to related Burnaby Official Community Plan (OCP) policies for Burrard Inlet and the Fraser River.

2.0 PORT METRO VANCOUVER LAND USE PLAN CONSULTATION PROCESS

The *Canada Marine Act* requires every Canadian port authority to adopt a comprehensive port land use plan including land use objectives and policy directions for the physical development of the property it manages. Port Metro Vancouver's draft *Land Use Plan* is intended to fulfill this requirement and will replace their existing *Consolidated Land Use Plan* (2008). PMV's current *Consolidated Land Use Plan* is a compilation of three separate plans from each of the region's former port authorities (Fraser River, North Fraser and Vancouver) that amalgamated in 2008 to form Port Metro Vancouver. A primary objective of the plan update is to consolidate and rationalize the former plans into a single plan with clear and consistent policies and designations across the Port's jurisdiction.

2.1 Consultation Process

In January 2012, Port Metro Vancouver began a two-year, four-phase process to update its *Land Use Plan*. Port Metro Vancouver has developed goals, objectives and policy directions to provide the policy framework for future port growth and development. These form the basis for the draft Port *Land Use Plan*. The five goals of the draft Port *Land Use Plan* are:

1. Port Metro Vancouver manages port growth and activity in support of Canada's trade while preparing for anticipated transitions in the global economy;
2. Port Metro Vancouver is a leader in ensuring the safe and efficient movement of port-related cargo, traffic and passengers throughout the region;
3. Port Metro Vancouver is a global leader among ports in the environmental stewardship of the lands and waters it manages;
4. Port activity and development is a positive contributor to local communities and First Nations; and
5. Port Metro Vancouver is a leader in communication and engagement in support of the use and development of port lands and waters.

The *Canada Marine Act* requires Port Metro Vancouver to consult with the communities in which it operates and serves. PMV has developed a four phase process to engage with the general community, First Nations, and stakeholders including local municipalities. In Phase 1 (January to June 2012), PMV shared information with the public and stakeholders in order to identify topics and critical issues related to port planning which established the baseline for the

Land Use Plan. Phase 2 (August to November 2012) advanced these issues to develop broad-based draft goals, objectives and policy directions to guide the development of the Port.

Phase 3 (December 2012 – December 2013) was implemented in several stages, and included the process to develop detailed land use designations guided by a technical review with municipalities, First Nations and key provincial and federal agencies. The process included the reconciliation of land use designations from previous Port *Land Use Plans* into a single common and consistent designation for land and water use within the Port's jurisdiction. The resulting draft Port *Land Use Plan* is now being advanced for final consultation in this last phase to all stakeholders and the public for input, followed by approval of the finalized plan in late 2014 by the Port Metro Vancouver Board of Directors.

2.2 City Review

PMV has developed its own land and water use designations for both land and water lots to reflect current and future development of the areas under its jurisdiction. The City has maintained in previous port land use plan reviews that these generalized designations need to conform and relate to the needs and objectives of the City and the region's land use and planning context. To this end, the City reviewed PMV's land use maps and provided detailed recommendations for land and water use designations as proposed in the draft *Plan.* These recommendations aimed to address and correct specific inconsistent land use designations and issues of importance to the City arising from past land use plans adopted by the Vancouver Port Authority (2004) and the North Fraser Harbour Authority (2000). Those plans were advanced and approved by the Federal Minister responsible for the *Canada Marine Act*, without Council's specific support or endorsement.

However, it appears that many of the 2013 comments provided by the City were not fully incorporated into the draft Port *Land Use Plan* (as summarized in ***Attachment 1***), and as a result the City's comments in this report reiterate a number of previous comments, along with requests that these be considered for incorporation into the final Port *Land Use Plan.*

The City has always maintained that the Port's land and water use designations, established under any Port land use plan should be generally consistent and compatible with the City's Zoning Bylaw, Official Community Plan (OCP) and regional land use designations. The current process of reconciling the land and water use designations to a common and coherent system of designations, coupled with a systematic application of designations to reflect current land and water use patterns, indicates PMV's move towards a consistent application of principles of integrated community planning. However, a number of specific site designations and important issues remain outstanding, and PMV is requested to amend the draft *Land Use Plan* to reflect the City of Burnaby's position regarding the future use of lands on Burnaby's waterfronts.

2.3 City Response

It is proposed that the City's policy directions regarding land/water designations, community planning and environmental protection, as outlined in this report, be advanced to the Port as the

City's formal position on the draft *Land Use Plan.* The intent of the submission would be to request that land use designations and other information in the PMV *Land Use Plan* be fully consistent with the City's land use designations, policies and plans and in some instances with the land use designations of Metro Vancouver's Regional Growth Strategy. Consistent representation of the City's adopted land uses, policies, and initiatives would reflect Council's and Burnaby citizens' long-standing commitment and objectives for waterfront lands and use of the harbour, as represented in the City's adopted Official Community Plan, zoning, and also in Metro Vancouver's Regional Growth Strategy land use designations.

3.0 DRAFT PORT METRO VANCOUVER LAND USE PLAN

The stated intent of the *Plan* is to provide "*a framework for the growth and development of port lands and waters over the next 15 to 20 years*...[by articulating] *the types of uses appropriate on land and waters across the Port's jurisdiction while maintaining the flexibility to respond to business needs, market trends and emerging issues.*"

The draft *Plan* includes goals, objectives and policy directions to provide the policy framework for future port growth and development, and organizes lands and waters within PMV's jurisdiction into seven distinct planning areas based on geography and port-related activities. Burnaby's waterfronts are identified as follows:

- Burrard Inlet waterfront: Planning Area 1 - Burrard Inlet – South Shore; and
- Fraser River waterfront: Planning Area 7 Fraser River – North, South and Middle Arm and Planning Area 5: Fraser River – Central.

Port land use and jurisdiction in Planning Area 7 will change as a result of the end of the Head Lease with the Province of British Columbia in December 2014, where responsibility of these areas reverts to the Province. Hence, only properties under federal jurisdiction (which the Port will continue to maintain) are designated in the *Plan.*

3.1 Legacy Issues Remaining from Previous Port Plans

In 2004, the Vancouver Port Authority developed a land use plan entitled *Port Plan* which included Burnaby's Burrard Inlet Waterfront. At the time of the *Port Plan*'s development, the City raised a number of issues with regard to the plan's land use designations and proposed initiatives that were being advanced by the Vancouver Port Corporation. The City's concerns were only partially identified and addressed in the final *Port Plan* document, which was accepted by the Minister responsible for the Canada Marine Act, and now forms the basis of Port Metro Vancouver's Consolidated Plan. This resulted in inconsistencies with some of the plan's specific land use designations and the City's policies, such as Burnaby's Zoning Bylaw, OCP, and the Park Acquisition Plan.

It is staff's view that the correction of outstanding issues and inconsistent land use designations arising from previous *Plans* should be addressed as part of the current consultation process. In Phase 2 of the current process, the City advanced these concerns and issues in its formal

submission to PMV. While some of the issues have been addressed as part of the draft *Land Use Plan* now under consideration, several issues remain and should be addressed prior to finalizing the *Plan*.

3.2 Port Use Designations

The draft *Land Use Plan* applies specific designations to all private, public and PMV owned land and water lots within the Burrard Inlet (located between the shoreline and harbour headline) and Fraser River under various "Land Use Plan Designations". These port land use and water designations guide PMV decisions regarding the orderly development and management of lands subject to their authority as permitted under the *Canada Marine Act*. The updated *Plan* provides for primary uses as well as ancillary uses that may be considered as appropriate on individual sites to support primary uses, and may include such uses as parking, ancillary offices and commercial use, storage areas, caretaker facilities, utilities, and other uses. There is an inherent tension in that the Port controls areas up to the harbor headline, however the City retains upland control, which includes utility and transportation infrastructure as well as land access. As such, a collaborative approach to planning and management of these areas is requisite for their orderly growth and operation.

In the past, the PMV's land and water use designations were general and open-ended and did not recognize or acknowledge Burnaby's existing zoning districts and land use plans. However, the proposed eight designations in the draft *Plan* provide more clarity on intended uses as well as specific types of developments that Port Metro Vancouver would consider on a primary, ancillary or conditional basis for individual sites. The rationalization of the PMV land and water use designations into articulated categories that generally align and reconcile with the City's OCP directions better facilitates integration of the Port's plans with City objectives. The proposed designations include:

- *Port Terminal* – primarily designated for deep-sea and marine terminals which handle various commodities;
- *Industrial* – designated for industrial activities in support of port operations and marine support services;
- *Commercial* – designated for commercial activities related to port or marine support services, tourism related businesses, transportation of passengers and the handling and storage of goods;
- *Log Storage and Barge Moorage* for areas designated for log storage, barge moorage and associated activities;
- *Recreation* for areas designated for public recreational use;
- *Conservation* for habitat conservation, enhancement, and restoration, that may be publically accessible;
- *Port Water* for open water and foreshore areas generally intended for shipping, navigation and anchorages; and
- *Special Study Area* for locations that require additional study and consultation to determine their future use through a *Plan* amendment.

Amendments to the *Plan*, including changes to land use designations, can be initiated by Port Metro Vancouver, consistent with applicable provisions of the *Canada Marine Act.* The *Plan* notes two types of amendments: Administrative or Substantive. The *Plan* considers Administrative amendments as minor working adjustments, and not having substantive impact on the policies or directions of the *Land Use Plan.* Therefore, opportunity for consultation on Administrative amendments would not be provided, but would be included for information on the portmetrovancouver.com version of the *Land Use Plan*. For the latter, or Substantive amendments, the *Canada Marine Act* sets out procedural requirements for notice and adoption by the Board of PMV. As such, Port Metro Vancouver has committed to undertaking a consultation process to solicit input from interested parties for all proposed Substantive amendments of the *Land Use Plan*, such as land use designation changes.

3.3 Port Land Use Designations within Burnaby

The following eleven areas encompass Burnaby's waterfronts – ten are on the Burrard Inlet and one on the Fraser River. The City's specific land use designation recommendations and issues that should be reflected in the adopted *Land Use Plan* are presented in association with the land parcels and water lots (illustrated in ***Attachment 2)***. It is noted that the water area beyond the harbour headline is designated in the plan as "Port Water", accommodating shipping, navigation and anchorage, and it is recommended that the PMV Land Use Plan maintain this general designation.

<u>Burrard Inlet Waterfront</u>

3.3.1 Area 1 - Second Narrows Park
PMV Land Use Plan – "Port Water"
Burnaby Zoning Bylaw – Park and Public Use (P3)

The City's Second Narrows Park and adjoining water lot is zoned under the Park and Public Use District (P3), recognizing the conservation of the forested bluff, passive recreational trail use of the uplands, and its location for major Metro Vancouver water supply infrastructure connected with North Shore reservoirs. The use of the waterfront is limited to the Canadian Pacific Railway right of way with no foreshore lands being available for park, recreation or industrial development. The draft PMV *Land Use Plan* designates the waterfront for "Port Water" use, consistent with the City's zoning designation.

3.3.2 Area 2 - Chevron Refinery - Site 1 (Stanovan Terminal)
PMV Land Use Plan – "Port Terminal"
Burnaby Zoning Bylaw – Heavy Industrial (M3)

The Chevron Refinery - Site 1 is fully developed adjacent to a PMV water lot that serves as its main Marine Terminal known as Stanovan, which is zoned under the M3 Heavy Industrial District and designated for continued industrial use. The draft *Land Use Plan* designates both the water lot and land portion as "Port Terminal" which is generally consistent with the City's zoning.

3.3.3 Area 3 - Confederation Park
PMV Land Use Plan – "Recreation"
Burnaby Zoning Bylaw – Park and Public Use (P3)

Burnaby's Confederation Park serves as the major waterfront park and waterfront access for north-west Burnaby under the City's community plans. The PMV owned water lot is zoned as P3 Park and Public Use District. The draft *Land Use Plan* designates this water lot as "Recreation" which is generally consistent with the City's zoning and civic objectives.

3.3.4 Area 4 - Chevron Refinery - Site 2
PMV Land Use Plan – "Port Water"
Burnaby Zoning Bylaw – Heavy Industrial (M3)

The Chevron Refinery – Site 2 is located on the western section of Berry Point. The Chevron site is zoned and designated under the M3 Heavy Industrial District. The shoreline is currently vacant and designated in the draft *Land Use Plan* as "Port Water", which is consistent with the City's zoning.

3.3.5 Area 5 - Berry Point
PMV Land Use Plan – "Port Terminal"
Burnaby Zoning Bylaw – Heavy Industrial (M3)

The current PMV *Land Use Plan* designated the PMV-owned water lot at the eastern side of Berry Point (formerly known as the Goodwin-Johnson site) entirely for long-term "Port and Marine Use". Between 1997 and 2001, the City sought to negotiate with the Vancouver Port Corporation (VPC) for the purchase of Berry Point for park use. However, no agreement could be reached. As a result, Council advanced a proposal regarding the future use of this site and specifically requested VPC to participate in a joint study of the lands.

Council agreed that a detailed land use plan should be completed, and noted in its 2004 submission to the VPC that it must be a collaborative effort, in order to accommodate both Port and City needs. The water lot is now owned by PMV and is currently leased for boat and barge maintenance. The City owns a small titled parcel designated for park and conservation use adjacent to the PMV water lot.

In past communications with PMV, the City has stated that the development of a plan for the Berry Point lands must also consider needed public access, park space, environmental enhancement, transportation and noise considerations. The draft *Land Use Plan* designates this area for "Port Terminal" uses which is inconsistent with its earlier commitment to a collaborative planning process. A more appropriate designation would be "Special Study Area", as this area requires additional study, consultation and planning.

It is recommended that the PMV *Land Use Plan* maintain its earlier commitment to a cooperative review process, and:

- change the existing designation of this land and water lot area to "Special Study Area", as an interim designation; and
- propose the participation of the Port in a future planning study, consistent with the City's OCP designation for this site.

3.3.6 Area 6 - Shellburn Lands
PMV Land Use Plan – "Port Terminal"
Burnaby Zoning Bylaw – Heavy Industrial (M3)

The current port designation for the waterfront of this large site provides for the continued industrial use of the property as a major terminal location. The City's OCP contains a long-term vision for the Shellburn lands comprised of the former Shell Oil Refinery, for transition from an industrial use to a new community that incorporates residential/community uses, to be developed as part of a comprehensive community plan through a public consultation process. Consistent with this OCP direction, the site was designated for "General Urban" use in the Regional Growth Strategy in 2011.

The draft *Land Use Plan* designates the area for "Port Terminal" use which is inconsistent with City policy and Metro Vancouver's land use designation. It is therefore recommended that the PMV *Land Use Plan*:

- change the proposed designation of this land and water lot area to "Special Study Area", as an interim designation; and
- propose the participation of the Port in a future planning study, consistent with the City's OCP policy direction for this site.

3.3.7 Area 7 - Burrard Inlet Conservation Area
PMV Land Use Plan – "Port Terminal"
Burnaby Zoning Bylaw – Heavy Industrial (M3)

The draft *Land Use Plan* identifies a water lot area and City-owned waterfront lot, adjoining the upland Burrard Inlet Conservation Area, for "Port Terminal" use. This is contrary to the City's park and conservation designation. In 1992, Council included the future acquisition of this water lot (through long-term lease) in the Park Acquisition Program for ongoing development of public use and access to the waterfront.

It is recommended that the PMV *Land Use Plan*:

- designate this water lot area as "Recreation" with an ancillary designation of "Conservation" consistent with the City's OCP.

3.3.8 Area 8 – Westridge Marine Terminal
PMV Land Use Plan – "Port Terminal"
Burnaby Zoning Bylaw – Heavy Industrial (M3)

The Westridge Marine Terminal is developed adjacent to a PMV water lot that serves as its main marine terminal, which is zoned under the M3 Heavy Industrial District and designated in the OCP for industrial use. The draft *Land Use Plan* designates the water lot and adjacent land portion as "Port Terminal". Council, on behalf of the public, has expressed opposition regarding any future expansion and use of this site for increased petroleum exports. Retention of the current Port terminal land and water designation and the constructed marine terminal is supported, subject to maintaining the current capacity for bulk shipments.

It is recommended that the PMV *Land Use Plan*:

- limit the current designation of "Port Terminal" to the current capacity for bulk shipments.

Expansion of Petroleum Exports

The draft *Land Use Plan* identifies continued growth of port related uses in all commodity sectors in Planning Area 1 (Burrard Inlet/South Shore) including bulk activities such as which occur at the Westridge Marine Terminal. At the time of the preparation of the existing Port *Plan* in 2004, the City expressed its opposition to any expansion plans for petroleum terminals, given the impact of this heavy industrial use within the City's highly urbanized context and the potential safety and environmental risks. At the time of the creation of the current Port *Plan*, there was no specific knowledge of any proposal to expand crude oil exports through Burnaby utilizing Kinder Morgan's Westridge Marine Terminal. The proposal recently being considered for advancement to the National Energy Board by Kinder Morgan, to twin its pipeline and expand both storage and shipping of crude oil through its Burnaby terminal, has been opposed by Council given its context and the risks to the City and region's citizens and its valued ecosystems.

While the historic presence and operation of petroleum processing, storage and shipping facilities has been generally accepted as part of Burnaby's geography, the proposed expansion is of significant concern to the City and its businesses and citizens, as it would intensify the risks to and impacts on Burnaby and the broader Metro Vancouver area. Specifically, the proposed expansion of the Westridge Marine Terminal and allocation of larger volumes of shipment through the harbour via the Second Narrows could impact local marine ecosystems in the event of spill(s) from vessels carrying petroleum products; marine traffic along the Burrard Inlet corridor; and uses along the shoreline which include commercial, residential, port-industrial and park and conservation opportunities. The proposal, as presented, also provides limited potential for offsetting net benefits at a local, regional or provincial level.

As such, Council has taken the position of expressing its opposition to the proposal and would also vigorously oppose any new Port *Plan* advanced by Port Metro Vancouver that does not

specifically consider these implications and articulate the stated opposition of this community respecting the expansion of petroleum storage and exports. From this basis, Council has stated that there is a need to establish a Provincial and National strategy and position on this issue with a view to establishing a framework for consideration of the appropriate type, scale, nature, location and role of oil export facilities to be developed in the Province and country. Similarly PMV through its proposed *Land Use Plan* should reflect the desire of this community to protect its citizens and the ecosystems of Metro Vancouver from any expansion proposal related to petroleum exports.

It is recommended that the *Land Use Plan* be revised to include the following text:

- "Port Metro Vancouver will seek the agreement of municipalities located on Burrard Inlet on any proposal to expand storage, refining or shipping facilities related to petroleum processing and exports in order to fully reflect the concerns and views of communities that would be subject to potential impacts on the community and the environment, as a prerequisite condition to the granting of future development approvals by PMV".

3.3.9 Area 9 - Barnet Marine Park
PMV Land Use Plan – "Port Terminal"
Burnaby Zoning Bylaw – Park and Public Use (P3) and Marine (P9)

Barnet Marine Park is defined by a Community Plan adopted by Council in 1975, and described in this report in the following three separate sections based on its current use and development:

Area 9a - Barnet Marine Park Western Sector

The western sector of the park is comprised of PMV land and water lots that are currently leased by the City and developed as "Drummond's Walk", a passive recreational trail with adjoining conservation and enhancement areas for marine habitat. The area is zoned under the P3 Park and Public Use District and the draft Port *Land Use Plan* designated this water lot as "Recreation", which is generally consistent with the City's designations.

Area 9b - Barnet Marine Park Central Sector

The central sector of Barnet Marine Park has been fully developed for public use on the City owned land and water lots for park and recreation purposes. This area provides major public access for citizens of Burnaby to the Burrard Inlet. The draft *Land Use Plan* provides no PMV designation for these areas recognizing the City's ownership and zoning of this titled property for park and public use (P3 Park and Public Use District).

Area 9c - Barnet Marine Park Eastern Sector

The adopted Community Plan provides for this area to be developed for park, conservation and future public marina uses. Council included these lands and water lots in the 1976 Barnet Marine Park Community Plan, which provides for their future civic acquisition through the Parkland

Acquisition Program. Council also completed the rezoning of the public lands to the P3 Park and Public Use District and a portion of the water lot area to the P9 Marine District which would provide for future marina development. It is also noted that the area was designated as part of the regional "Green Zone", and as such, the area has been designated "Conservation and Recreation" in the Regional Growth Strategy.

Advancement of further public use of this area is pending completion of the City's acquisition of two waterfront lots including: 550 Cariboo Road North (owned by General Chemical Performance Products Ltd.) and 9070 Burrard Inlet (a Federal Crown property managed by PMV). The current Port *Plan* designates these two waterfront properties and adjoining water lots for "Port Terminal" use contrary to City and Metro Vancouver land use designations.

It is recommended that the PMV *Land Use Plan*:

- change the designation of the land and water lot areas to "Recreation" consistent with the City's and Metro Vancouver's land use designations; and
- propose a future study of the area for park and marina development in cooperation with the City of Burnaby, in line with the Barnet Marine Park Community Plan.

3.3.10 Area 10 – Suncor Refinery (Petro Canada)
PMV Land Use Plan – "Port Terminal"
Burnaby Zoning Bylaw – Heavy Industrial (M3)

The Petro Canada Refinery is developed adjacent to a PMV water lot that serves as its main Marine Terminal, which is zoned under the M3 Industrial District and designated for industrial use in the OCP. The draft *Land Use Plan* designates this site and adjoining water lot as "Port Terminal" which is generally consistent with the City's designation.

Fraser River Waterfront

The harbour of the North Arm of the Fraser River was formerly administered by the North Fraser Port Authority until it was amalgamated into the Vancouver Fraser Port Authority in 2008. The North, part of the South and the Middle Arms of the Fraser River (referred to as Planning Area 7 in the draft *Land Use Plan)* were included within a Head Lease with the Province of British Columbia which conveys authority over the use of water and foreshore lands associated with the provincial bed of the Fraser River. The Head Lease is set to end in December 2014, at which point the Province will resume responsibility for managing these areas of the River. Consequently, Port land use and jurisdiction in Planning Area 7 will change to include only properties under federal jurisdiction which the Port will continue to maintain, and are thus designated in the draft *Land Use Plan.*

The existing land and water lot designations for Burnaby's Fraser River generally conform to the City's Community Plan and zoning district boundaries. PMV is the owner of all the water lots in the North Arm of the Fraser. PMV does not own any titled land parcels in Burnaby's Big Bend.

3.3.11 Area 11 – Industrial Area (Wiggins Street to City Boundary)
PMV Land Use Plan – "Industrial"
Burnaby Zoning Bylaw – Heavy Industrial (M3/3a)

The industrial sites at this location are fully developed in line with the adopted community plan provisions for industrial uses zoned under the Comprehensive Development District and the M3/M3a Heavy Industrial Districts. The City seeks to ensure that the provision of waterfront access for any needed shipping or transport of goods is retained and integrated into site planning. The City has also implemented and achieved public access to the waterfront for the development of the public greenway linking with Burnaby Fraser Foreshore Park, dyke and extensive habitat compensation areas adjacent to the shoreline with the previous approval of PMV. Future opportunities remain to utilize City-owned road ends and dyke easements for the continued development of the public trail. The designation of water lots at this location are proposed as "Industrial" in the draft *Plan*.

It is recommended that the PMV *Land Use Plan*:

- maintain the current water lots' designation as "Industrial"; and
- add the designation of "Recreation" and "Conservation" to be generally consistent with the City's designation.

4.0 ADVOCACY

The City of Burnaby has advocated for the correction of specific inconsistencies in land use destinations and issues of concern and importance to the City arising from the process and resulting Port *Land Use Plans* over many years. It is staff's view that the correction of these outstanding issues and inconsistent land use designations arising from legacy *Plans* should be addressed as part of the current consultation process. In Phase 2 of the current process, the City advanced these concerns and issues in its formal submission to PMV. However, it appears that many of the 2013 comments provided by the City were not incorporated into the draft Port *Land Use Plan* and as a result the City's comments reiterate a number of previous comments, along with requests that these be considered for incorporation into the final Port *Land Use Plan*.

The current process highlights an ongoing City concern with the level of cooperation by PMV in the planning and management of lands within the City of Burnaby. The City has consistently provided information and articulated real concerns with environmental, access and geotechnical considerations particularly in the areas of the Burrard Inlet which have not been incorporated in the draft *Land Use Plan*.

It is recommended that a copy of this report be sent to:

- Port Metro Vancouver;
- Burnaby's MLA's and MP's;
- The Honourable Lisa Raitt, Federal Minister of Transport; and

- Metro Vancouver Board of Directors.

It is also recommended that a copy of this report be forwarded to the Community Development Committee, Environment Committee, and Parks and Recreation and Culture Commission for information purposes.

5.0 CONCLUSION

Port Metro Vancouver is a significant part of the regional, provincial and national economy. Burnaby has developed strong community plans and policies to provide for the successful operation of the Port within an increasingly urbanized setting, while balancing the competing needs and visions for the use and access of Burrard Inlet and the Fraser River by the public and to protect the natural environment. Metro Vancouver has adopted a Regional Growth Strategy that also sets out policies and land use designations for port-related lands.

PMV has developed a draft *Land Use Plan* with technical assistance by local municipalities, and is seeking feedback from the public and stakeholders. This report seeks to formally convey to PMV detailed land use information reflecting Burnaby's adopted land use designations of its port lands in order to provide clarity and definition of the City's long term vision for these lands. Reflecting these local plans and land uses would assist Port Metro Vancouver in the development of a more accurate and consistent Port *Land Use Plan* document.

City staff will continue to work with Port Metro Vancouver through the Port planning process, to promote compatible uses of the waterfront consistent with Council's policy directions and plans for lands along the Burrard Inlet and Fraser Foreshore.

Lou Pelletier, Director
PLANNING AND BUILDING

LL:sla:sa
Attachments
cc: Deputy City Managers
Director Engineering
Director Parks, Recreation and Cultural Services
Deputy City Clerk

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ATTACHMENT 1

Comparison of the Draft Port Metro Vancouver Land Use Designation in Phase 3, City of Burnaby Comments, and PMV Designations in Phase 4 Draft

Area		Proposed PMV Land Use Designations (2013)*	City of Burnaby Comments to Phase 3 Draft PMV Land Use Designations**	PMV Land Use Designation (Draft Land Use Plan) Phase 4***
Burrard Inlet Areas				
Area 1	Second Narrows Park	Port Marine Water/Port Water	Consistent	Port Water - Consistent
Area 2	Chevron Refinery Site 1	Port Marine Water/Port Water/Port Marine Land	Consistent	Port Terminal - Consistent
Area 3	Confederation Park	Park Area Land/Park Area Water	Consistent	Recreation - Consistent
Area 4	Chevron Refinery Site 2	Port Water	Consistent	Port Water - Consistent
Area 5	Berry Point	Port Marine Land/Port Marine Water/Port Water	Not Consistent - "Under Review" requested	Port Terminal - Not Consistent - Special Study Area requested
Area 6	Shellburn Lands	Port Marine Water/Port Water	Not Consistent - "Under Review" requested	Port Terminal - Not Consistent - Special Study Area requested
Area 7	Burrard Inlet Conservation Area	Port Marine Water/Port Water	Not Consistent - "Park Area Land/Water" or "Conservation" requested	Port Terminal - Not Consistent - "Recreation" or "Conservation" requested
Area 8	Kinder Morgan Terminal	Port Marine Water/Port Water/Port Marine Land	Consistent but limit to existing capacity	Port Terminal - Consistent but limit to existing capacity
Area 9a	Barnet Marine Park Western Sector	Park Area Land/Park Area Water/Port Water	Consistent	Recreation - Consistent
Area 9b	Barnet Marine Park Central Sector	Port Water	N/A**	None shown - Consistent
Area 9c	Barnet Marine Park Eastern Sector	Port Marine Water/Port Water/Port Marine Land	Not Consistent - Park Area Land/Water requested	Port Terminal - Not Consistent - "Recreation" requested
Area 10	Petro Canada Refinery	Port Marine Water/Port Marine Land/Port Water	Consistent	Port Terminal - Consistent

Fraser River Port Areas				
Area 1	Fraser Foreshore Park Western Sector	Conservation/Log Storage and Moorage	Conservation/Log Storage Moorage/Recreation/Park	No designation - In Head Lease area****
Area 2	Fraser Foreshore Park Central Sector	Recreation/Park	Recreation/Park	No designation - In Head Lease area****
Area 3	Fraser Foreshore Park Eastern Sector	Recreation/Park/Conservation/Log Storage and Moorage	Conservation/Log Storage Moorage/Recreation/Park	No designation - In Head Lease area****
Area 4	Industrial Site (Norampac)	Conservation/Industrial	Industrial/Conservation/ Recreation/Park	No designation - In Head Lease area****
Area 5	Industria Area (Wiggins St to City Boundary)	Industrial/Conservation	Industrial/Conservation/ Recreation/Park	Industrial - Consistent plus request addition of "Recreation" and "Conservation" where appropriate

Notes

*Port Metro Vancouver draft Land Use Plan, Phase 3.
**City of Burnaby recommended land and water use designations (2013 May 21).
***draft Land Use Plan circulated 2014 Feb as part of final phase of consultation.
****Head Lease with Province of BC expires end of Dec 2014, when managing these areas becomes responsibility of the Province.
Head lease conveys authority over the use of water and foreshore lands associated with the provincial bed of the Fraser River.

Area 1	Area 2	Area 3	Area 4	Area 5	Area 6	Area 7
Second Narrows Park	Chevron Refinery Site 1	Confederation Park	Chevron Refinery Site 2	Berry Point *Recommendation: Special Study Area*	Shellburn Lands *Recommendation: Special Study Area*	Burrard Inlet Conservation Area *Recommendation: Recreation*

City of Burnaby

Burnaby Planning Department

PORT METRO VANCOUVER - LAND USE DESIGNATIONS AND RECOMMENDATIONS

(Proposed Draft Land and Marine Designations for Burrard Inlet)

Marine Terminal
VFPA Boundary
Recreation
Conservation
Port Terminal
Commercial
Log Storage/ Moorage
Industrial
Port Water
Special Study Area

N

0 300 600
Meters

1:20,000

Printed April 07, 2014

Printed April 07, 2014

North Arm Provincial Head Lease Area

Area 11

Industrial Area
(Wiggins Street to City Boundary)
Recommendation: Add Recreation and Conservation

City of Burnaby

Burnaby Planning Department

PORT METRO VANCOUVER - LAND USE DESIGNATIONS AND RECOMMENDATIONS

(Proposed Draft Land and Marine Designations for Fraser River)

- Marine Terminal
- VFPA Boundary
- Recreation
- Conservation
- Port Terminal
- Commercial
- Log Storage/ Moorage
- Industrial
- Port Water
- Special Study Area

N

0 295 590
Meters

1:21,000

Printed April 22, 2014

Coquitlam

April 15, 2014
Our File: 01-0470-20/C33/2014-1
Doc #: 1678950.v1

Greg Yeomans
Manager of Planning
Port Metro Vancouver
100 The Pointe, 999 Canada Place
Vancouver BC V6C 3T4

Dear Mr. Yeomans:

RE: Official City Comments on the Port Metro Vancouver Land Use Plan

On April 14, 2014 Coquitlam Council reviewed the PMV Land Use Plan and adopted the following resolution as official City input into the PMV Land Use Plan process:

> *"That Council:*
> 1. *Request that Port Metro Vancouver recognize adjacent non-Port Metro Vancouver land uses and land use plans in Coquitlam, and designate appropriate and compatible uses in the final version of its Land Use Plan;*
> 2. *Request that Port Metro Vancouver amend the draft Land Use Plan to designate the use on the water in front of Fraser Mills as 'Commercial' rather than 'Industrial' to ensure compatibility with the City's approved Waterfront Village Centre Neighbourhood Plan; and*
> 3. *Inform Port Metro Vancouver of the City's concerns that some of the proposed designations in its draft Land Use Plan could compromise key environmental and recreational corridors/areas along the Fraser and Pitt Rivers."*

Attached is a copy of the April 14, 2014 Report to Council, which includes these resolutions along with a detailed description of the City's concerns and comments on the Land Use Plan.

In the course of Council discussion on this matter, the following concerns were raised by Council members, and are to be included as City input into the draft plan process:

- that any proposed changes in Port Metro Vancouver's draft Land Use Plan with the potential to negatively impact and compromise environmental and recreational corridors/areas along the Fraser and Pitt Rivers cannot be supported, with particular emphasis on the DeBoville Slough area and the Fraser River Greenway;
- the lack of coordination between Port Metro Vancouver's land use plan, Coquitlam's Official Community Plan, and Metro Vancouver's Regional Growth Strategy as it pertains to the Fraser Mills site and the Waterfront Village Centre Neighbourhood Plan; and
- the need for assurances and documentation supporting the environmental benefits of log storage on marine habitat.

City of Coquitlam
3000 Guildford Way, Coquitlam, BC V3B 7N2
Office: 604. 927. 3000
www.coquitlam.ca

City staff also request information and responses from PMV staff regarding the City's concerns based on the attached report and associated e-mails and correspondences. It is also requested from Port Metro Vancouver to provide us with clarification and responses to our concerns and questions, as noted in the attached report prior to finalization of the Land Use Plan, that would be much appreciated.

Should you have any questions or would like to discuss this further, please contact me at 604-927-3401.

Yours truly,

J.L. McIntyre, MCIP, RPP
General Manager Planning and Development

Attach.

c - Coquitlam Mayor and Council
Peter Steblin, City Manager
John DuMont, Deputy City Manager
James Gilbert, City Clerk

5

Coquitlam

For Council

April 8, 2014
Our File: 01-0470-20/C33/2014-1
Doc #: 1667104.v3

To: City Manager
From: General Manager Planning and Development

Subject: **Update – Port Metro Vancouver Land Use Plan**

For: **Council**

Recommendation:

That Council:

1. Request that Port Metro Vancouver recognize adjacent non-Port Metro Vancouver land uses and land use plans in Coquitlam, and designate appropriate and compatible uses in the final version of its Land Use Plan;
2. Request that Port Metro Vancouver amend the draft Land Use Plan to designate the use on the water in front of Fraser Mills as 'Commercial' rather than 'Industrial' to ensure compatibility with the City's approved Waterfront Village Centre Neighbourhood Plan; and
3. Inform Port Metro Vancouver of the City's concerns that some of the proposed designations in its draft Land Use Plan could compromise key environmental and recreational corridors/areas along the Fraser and Pitt Rivers.

Report Purpose:

This report updates Council on Port Metro Vancouver's proposed draft Land Use Plan and the City's role-to-date in the review process.

Strategic Goal:

Ensuring compatibility between land use plans from other jurisdictions within the Metro Vancouver region is consistent with the corporate objective of supporting neighbourhoods.

Executive Summary:

Port Metro Vancouver (PMV) has drafted an updated Land Use Plan (LUP) to guide land use and development for areas within PMV's jurisdiction. This includes areas along the Fraser and Pitt Rivers adjacent to Coquitlam.

City staff have reviewed PMV's draft LUP in relation to the Citywide Official Community Plan (OCP) and have identified a conflict between PMV's proposed 'Industrial' land use designation for the stretch of the Fraser River in front of Fraser Mills and the mixed land uses including residential, as approved by the City for Fraser Mills in the Waterfront Village Centre Neighbourhood Plan.

City staff have expressed concerns to PMV staff on this issue in correspondence going as far back as May 23, 2013. Following recent discussions with PMV staff, they have now indicated that PMV will consider instead applying a 'Commercial' designation to the water area in front of Fraser Mills instead of the currently proposed 'Industrial' designation.

RJS

Executive Summary cont'd/

City staff believe that 'Commercial' is a more appropriate designation because it leaves open the possibility of a future marina at Fraser Mills, as noted in the Waterfront Village Centre Neighbourhood Plan. The 'Commercial' designation also allows the planned pier and small boat float at Fraser Mills, which might someday include passenger ferry service to other points along the Fraser River. PMV staff have indicated that the proposed change from 'Industrial' to 'Commercial' in the LUP will require the approval of the PMV Board.

City staff also note that PMV's draft LUP could compromise the City's vision for a Fraser River Greenway, create boating safety concerns at Maquabeak Park, and negatively impact trail user experiences along the Pitt River. Proposed PMV designation changes along the Fraser and Pitt Rivers could also negatively impact ecological habitat, and staff are seeking further clarification from PMV staff on this proposed change from 'Conservation' to 'Log Storage and Barge Moorage'.

Background:

Port Metro Vancouver: Organization Background

Port Metro Vancouver (PMV) was created in 2008 through an amalgamation of the former Fraser Port Authority, North Fraser Port Authority and the Vancouver Port Authority, and in accordance with the *Canada Marine Act*. PMV is accountable to the Federal Minister of Transport and PMV's jurisdiction is a mix of navigational authority and proprietary jurisdiction over waters, river/sea beds, and lands under its control along Burrard Inlet and the Fraser and Pitt Rivers.

This jurisdiction covers hundreds of kilometers of shoreline bordering 16 municipalities and one treaty First Nation in Metro Vancouver, and is located within the asserted traditional territories of several First Nations. In Coquitlam PMV has jurisdiction over the Fraser and Pitt River riverbeds, navigable waters and foreshore areas (defined by PMV as areas below the legal high water mark).

PMV Land Use Plan

The *Canada Marine Act* requires that port authorities have a detailed land use plan to direct future growth for areas within their jurisdiction. Based on this, PMV began a planning process in January 2012 to update their current Land Use Plan (LUP), involving four phases:

Phase 1 (Jan–Jul 2012): Gather input and set the context;
Phase 2 (Aug–Nov 2012): Develop Goals, Objectives and Policy Directions;
Phase 3 (Dec 2012 – 2013): Refine Policy and Update Land Use Designations;
Phase 4 (Jan 2014 – Fall 2014): Finalizing the Plan.

PMV's current LUP is a compilation of three land use plans carried over from the amalgamation of the region's former port authorities, as well as the Fraser River Estuary Management Program (FREMP) area designations. The LUP update also proposes to reduce current PMV and FREMP designations from fifteen to eight.

Background: cont'd/

PMV Land Use Plan Designations

As noted above, PMV's updated draft LUP contains eight 'land and water' designations (also referred to as 'land use designations' by PMV)[1]. These designations guide the management of land and waters within PMV's jurisdiction (ie. navigable waters, PMV-owned lands and foreshore areas), as well as the long-term development potential on their lands and waters.

Generally these designations show the intended use, or 'primary use' of specific sites and waters, and in many cases, the PMV designations in the draft LUP align with on-shore municipal land uses. For example, in Vancouver's Burrard Inlet, PMV waters surrounding container and bulk ports are designated 'Port Terminal', which supports the existing deep-sea shipping terminals in this area.

Recognizing that PMV's jurisdiction includes numerous other uses and environments, such as water-front parks, sensitive wildlife habitats and the historical use of river waters for log storage, each PMV designation also allows a set of 'conditional uses'. These are different but compatible with the designation's primary use and subject to PMV regulations/policies and/or permitted on a temporary basis. For example, a 'Commercial' PMV designation allows 'commercial activities related to tourism, transportation of passengers and the handling and storage of goods' (ie. piers, marinas and ferry terminals), as a primary use, but also allows 'recreation', 'conservation' and 'log storage and barge moorage' as conditional uses. See pages 60 to 64 of the PMV draft LUP for additional details on PMV designations, and related primary and secondary uses.

Consultation Process

PMV's consultation process has engaged municipalities, federal, provincial, and regional agencies. City staff have participated in PMV workshops and also reviewed PMV's draft land use plan in relation to the City's OCP. Through this process, staff have identified conflicts between PMV's proposed LUP and the City's OCP land uses (and the regional land uses in the Metro Vancouver Regional Growth Strategy as well).

PMV has made three requests for feedback during their planning process, and City staff forwarded specific concerns, regarding these land use conflicts in letters dated:

- May 23, 2013: Identification of issues and inaccuracies including the conflict between PMV's 'Industrial' designation and the City's designated Fraser Mills waterfront residential and recreation designations;
- August 12, 2013: Feedback on draft land use designations;
- February 28, 2014: Feedback on the draft LUP.

PMV has circulated its final draft LUP (Attachment 1) dated December, 2013 for review and comment, with a comment deadline of April 13, 2014. The City has been granted an extension to provide comments on April 15, 2014.

The remainder of this report details City staff's concerns with PMV's draft LUP, with a focus on PMV's proposed land uses on the water area adjacent to Fraser Mills, and the proposed change from 'Conservation' to 'Log Storage and Barge

[1] The eight land use designations are: Port Terminal, Industrial, Commercial, Log Storage and Barge Moorage, Recreation, Conservation, Port Water and Special Study Area.

Background: cont'd/

Consultation Process cont'd/

Moorage' for areas along the Fraser River and Pitt River. These concerns are being brought to Council for consideration and feedback that can be communicated back to PMV as official City comments. Staff also propose specific recommendations regarding PMV's proposed LUP.

Discussion/Analysis:

Fraser Mills and Proposed PMV Industrial Designation

The draft LUP identifies the water area adjacent to Fraser Mills as 'Industrial' (Attachment 2). The primary uses of PMV's 'Industrial' designation include shipping, handling, transportation and manufacturing of goods. According to PMV staff, this 'Industrial' designation also permits 'commercial' and 'recreation' as conditional uses.

Despite this, the 'Industrial' designation directly conflicts with the approved land uses for the Fraser Mills site, as set out in the Council-approved Waterfront Village Centre Neighbourhood Plan, and Metro Vancouver's Regional Growth Strategy 'General Urban' designation that applies to Fraser Mills.

More specifically and relevant to the draft LUP, Fraser Mills contains a waterfront park, public pier and small boat float, a bicycle and trail system along the Fraser River shoreline, and a possible marina at some point in the future. This neighbourhood is also planned to have 3,700 residential units and local commercial and institutional uses in close proximity to the waterfront, as well as business park and light industrial uses located away from the waterfront (see Attachment 3 for details).

PMV Land Uses for Fraser Mills and Adjacent Properties

City staff recently met with PMV staff, along with a representative from Beedie Development, to discuss the City's and the land owner's concerns over PMV's 'Industrial' designation adjacent to the Fraser Mills site. City staff clarified that Fraser Mills is an approved mixed-use neighbourhood and in response PMV staff noted they will consider the City's preference for an alternate and more appropriate land use for Fraser Mills, specifically a 'Commercial' PMV designation.

City staff note that a PMV 'Commercial' land use is more compatible with Fraser Mills, which under certain circumstances allows for public piers, docks and marinas that charge for docking/moorage. However, PMV staff also noted that they cannot commit to specific changes until all stakeholder feedback has been received, and any alternate land use will need to be considered and approved by PMV Board and then included in the final LUP.

PMV Commercial Use: Conditional Use Considerations

The PMV 'Commercial' designation includes 'Log Storage and Barge Moorage', 'Recreation', and 'Conservation' as conditional uses, which are generally compatible with the Fraser Mills plan. More specifically, the 'Recreation' conditional use is consistent with the Fraser Mills waterfront park and pier.

Discussion/Analysis: cont'd/

Fraser Mills and Proposed PMV Industrial Designation cont'd/

It is also important to note that Beedie Development holds the water lot lease for 2/3 of the Fraser Mills waterfront, with Kiewit currently holding the remaining area for the duration of their lease period. According to Beedie Development, they intend to control the sub-leases (and by extension the conditional uses permitted by the 'Commercial' designation, including log storage), during the Fraser Mills build-out to ensure the uses are compatible with future development.

Recommendation Regarding Fraser Mills

City staff support an alternate designation for Fraser Mills, specifically a 'Commercial' PMV land use designation, as it is more consistent with the Fraser Mills neighbourhood. Staff also recommends that Council approve a resolution that communicates this to PMV, as official City input into the PMV draft LUP.

Change from 'Conservation' to 'Log Storage and Barge Moorage'

Environment

The draft LUP proposes a land use change from 'Conservation' to 'Log Storage and Barge Moorage' for waterfront areas along the Fraser and Pitt River (Attachments 4 and 5), and staff raised concerns with PMV that it could negatively impact habitat values. According to PMV staff, this change has been done to reduce the number of designations with the current plan, and note that the 'Conservation' designation is now included as a conditional use under the 'Log Storage and Barge Moorage' designation.

PMV staff note that their environmental team conducted significant ecological assessments of these areas to ensure that the proposed changes will not negatively impact habitat values in these areas, and also note that log storage has the potential to improve habitat values in some areas. To relieve concerns, staff are requesting that PMV provide further detail regarding the environmental assessment that supports the designation change, and identify the specific habitat benefits related to log storage areas. As well, staff are seeking clarity on how 'Conservation' will be applied as a conditional use in areas where the primary use of 'Log Storage and Barge Moorage' is proposed.

Parks and Recreation

Maquabeak Park

PMV proposes a designation change from 'Conservation' to 'Log Storage and Barge Moorage' for the area directly west of Maquabeak Park, and raises recreational and safety concerns for the City (Attachment 4). The Maquabeak Park boat launch provides the City's only public access to the Fraser River and staff are concerned that this change may result in an increase in log storage activity, impede access to the Fraser River, and create boat safety concerns. The City is seeking assurance from PMV that the designation change to 'Log Storage and Barge Moorage' will not impede the public's access to the Fraser River at Maquabeak Park.

Discussion/Analysis: cont'd/

Change from 'Conservation' to 'Log Storage and Barge Moorage' cont'd/

Fraser River Greenway

The City's Master Trail Plan (Attachment 6) envisions a waterfront trail, as a part of the City's Fraser River Greenway that connects Fraser Mills with Don Roberts Park, Maquabeak Park and regional trail networks. Staff are concerned that PMV's draft LUP, which proposes log storage along this shoreline, may compromise this trail vision (which also ties into the regional Experience the Fraser initiative), and seek clarification from PMV on how the LUP will affect the ability to develop this key piece of recreational infrastructure.

DeBoville Slough

The proposed PMV land use change from 'Conservation' to 'Log Storage and Barge Moorage' raises concerns for the DeBoville Slough recreation area (Attachment 5). Staff are concerned that this could result in increased log storage activity that could negatively impact the experience of park and trail users. Staff are seeking clarification from PMV to understand if the change from 'Conservation' to 'Log Storage and Barge Moorage' is intended to result in an increase in log storage activity, which could impact recreational trail users experience along the waterfront.

Recommendation Regarding Proposed Log Storage

Staff are concerned that the proposed redesignation from a 'Conservation' to a 'Log Storage and Barge Moorage' will negatively impact habitat values and the experience of park and trail users, and recommend that Council approve a resolution that communicates this to PMV. Staff also requests that PMV staff provide a response to these concerns prior to the finalization of the LUP.

Other Land Use Designation Changes

Change From Water Oriented Residential/Commercial' to 'Port Water'

The draft LUP proposes to change the land use designation from 'Water Oriented Residential/Commercial' to 'Port Water' adjacent to residential properties located at the end of Quarry Road and fronting the Pitt River (Attachment 5).

Many of these properties have recreational docks and City staff have asked PMV staff for assurances that these recreational docks will not be inhibited by the 'Port Water' designation as the proposed designation is primarily intended for shipping terminals. Through further discussion PMV staff clarified that the LUP allows recreational docks in 'Port Water', where associated with a residential upland use (see PMV Draft LUP page 64), and does not represent a significant change to PMV's existing LUP.

Based on this, staff do not have comments on these draft LUP changes.

Removal of existing 'Log Storage' Designation

Siwash Island and surrounding area are now designated 'Conservation' (Attachment 5). This area previously had an additional designation of 'Log Storage', which has been removed, and does not conflict with the City's OCP. However, 'Log Storage and Boat Moorage' is a conditional use of the 'Conservation' designation and the proposed land use does not represent a significant change to PMV's existing LUP.

Discussion/Analysis: cont'd/

Other Land Use Designation Changes cont'd/

Based on this, staff do not have comments on these draft LUP changes.

Fraser River Estuary Management Program (FREMP)

PMV is consolidating the Fraser River Estuary Management Program (FREMP) designations into a single 'Conservation' designation, as a part of the LUP update. FREMP designations identify habitat compensation areas (compensation, creation, restoration) along the Fraser and Pitt River and shoreline coding (low, moderate, high) that identify the productivity of foreshore habitat (and noted in the City's OCP). In March 2013 the FREMP office closed due to Federal budget cuts, and the "single-window" external project environmental review is now undergoing a transition.

PMV has taken a lead role in coordinating project review applications during this transition, and continues to apply the FREMP habitat colour coding system (see PMV Draft LUP: Appendix A) as part of its development review process.

Sustainability Gateway Initiative

In 2013 PMV launched the Sustainability Gateway Initiative (SGI) to define how the Port can sustainably achieve economic prosperity through trade while maintaining a healthy environment, and positive relations with the region's communities. This initiative builds on the Port 2050 scenario planning, and aligns with the LUP update. Staff will inform Council if concerns arise from the SGI initiative, and monitor this process in relation to the City's interests.

PMV's LUP and Other Land Use Jurisdictions

Based on the above context, analysis and recommendations, staff note that the conflicts between the PMV LUP update, Coquitlam's OCP and strategies, and Metro Vancouver's regional designations and related initiatives indicates a land use 'disconnect'.

Staff also note that PMV's LUP covers a large area with numerous stakeholders and many local and regional land use details, which is a challenging context in terms of being able to comprehensively recognize all local land use issues. Despite this, staff recommend that Council communicate to PMV the importance of recognizing non-Port Metro Vancouver land uses, and related LUPs and strategies administered by other jurisdictions, and refine the PMV LUP with appropriate and compatible uses.

Next Steps:

PMV are currently receiving feedback from their consultation process, and refining the LUP based on this feedback. A final draft plan will be completed in June/July and will require approval from the Board Directors and Executives (July/August), before being made public in September. In the meantime City staff will continue to communicate our concerns directly to PMV and seek feedback and updates from PMV staff.

Financial Implications:

There are no direct financial implications to the City associated with this report.

Conclusion:

The *Canada Marine Act* requires that port authorities have a detailed LUP to direct future growth for areas within their jurisdiction, and based on this, PMV is in the process of updating their current LUP. Staff have reviewed the draft LUP update, in relation to Coquitlam's OCP, and identified land use changes that raise concerns for the City. The LUP proposes an incompatible 'Industrial' designation adjacent to Fraser Mills, and through consultation with PMV staff it is noted they will consider an alternate land use, specifically a 'Commercial' designation.

The LUP also proposes to redesignate areas along the Fraser and Pitt River shorelines from 'Conservation' to 'Log Storage and Barge Moorage', and staff have concerns that the redesignation of these areas could negatively impact ecological habitat and the recreational experience of park and trail users.

Staff also note the PMV draft LUP presents a disconnect between LUPs from differing jurisdictions and staff recommend that the City requests PMV to designate appropriate and compatible uses in the final PMV LUP.

Staff recommends that Council approve the resolutions noted in the report, to communicate the City's concerns to PMV, as official City input into the PMV LUP.

J.L. McIntyre, MCIP, RPP

AJ/ms/lmc

Attachments:

1. PMV Draft LUP (available at http://porttalk.ca/document/show/495)
2. Fraser Mills Location Map
3. Fraser Mills Illustrative Concept Plan
4. Fraser River PMV Land Use Designation Changes
5. Pitt River - PMV Land Use Designation Changes
6. Fraser River Greenway (Master Trail Plan 2013)

This report was prepared by Aubrey Jensen, Planner I and reviewed by Carl Johannsen, Manager Community Planning, and Development Planning, Parks Recreation and Culture, and Environmental Services staff.

Fraser Mills Location Map

Current Draft:
INDUSTRIAL
(alternate Commercial land use being considered)

Port Metro Vancouver

Land Use Designations

- Port Terminal
- Industrial
- Commercial
- Log Storage and Barge Moorage
- Recreation
- Conservation
- Port Water
- Special Study Area

Coquitlam

Land Use Designations

- Industrial
- Waterfront Village Centre (Fraser Mills) (mixed-use residential/commercial/waterfront recreation)
- Natural Areas

Attachment 2

Schedule C

Waterfront Village Centre Neighbourhood Plan

Illustrative Concept Plan

LEGEND

- Proposed Neighbourhood Boundary
- Current Site Boundary
- Parcel Boundary
- 6 Parcel Numbers
- 10 Building Height (Storeys)
- Regional Commercial/Business Park (mixed use commercial with office above)
- Main Retail Street/Waterfront Centre Commercial/Residential (mixed-use commercial with residential above)
- Residential (Townhouses and apartments)
- Residential (apartments)
- Light Industry/Business Park
- Light Industry/Business Park (High Density)
- Private Recreation
- School/Commercial/Parks and Open Space (Proposed School Building)
- Neighbourhood Amenity Space (Public)
- Destination Commercial (restaurant/retail)
- Institutional (Post Secondary)
- Public Washrooms
- Proposed Pump Station

Adoption Date: November 3, 2008
Last Amended: N/A
Last Issued: November 18, 2008
Prepared By: Coquitlam Planning & Developm
Source: City of Coquitlam, Planning & Develop

Coquitlam

Attachment 3

Fraser River - Port Metro Vancouver Land Use Designation Changes

Port Metro Vancouver

Land Use Designations

- Port Terminal
- Industrial
- Commercial
- Log Storage and Barge Moorage
- Recreation
- Conservation
- Port Water
- Special Study Area

Coquitlam

Land Use Designations

- Industrial
- Agricultural
- Natural Areas

Attachment 4

Pitt River - Port Metro Vancouver Land Use Designation Changes
Coquitlam
Land Use Designations
Rural Resource and Residential
Parks and Recreation
Environmentally Sensitive Areas
Agricultural
Proposed Change:
Removes
LOG STORAGE
Siwash Island
Proposed Change:
WATER ORIENTED
RESIDENTIAL/COMMERCIAL
to
PORT WATER
Port Metro Vancouver
Land Use Designations
Port Terminal
Industrial
Commercial
Log Storage and Barge Moorage
Recreation
Conservation
Port Water
Special Study Area
Quarry Road
Pitt River
Pitt Meadows
Northeast Coquitlam
Proposed Change:
CONSERVATION
to
LOG STORAGE AND
BARGE MOORAGE
DeBoville Slough
Coast Meridian Road
Victoria Drive
Port Coquitlam

1. Fraser River Major Greenway

Development of this major recreational multi-use greenway along the Fraser River will provide both a recreational foreshore experience and a citywide greenway for pedestrians and cyclists as identified in the City's Strategic Transportation Plan. This greenway will connect Colony Farm Regional Park to the Central Valley Greenway and New Westminster. Portions of the greenway are currently in place with the remaining sections to be secured and developed as opportunities arise through redevelopment processes or other means.

The Fraser River is a key feature in the history of Coquitlam. Fraser Mills was the driving force in the development of Coquitlam in the early 1900's. The natural and cultural heritage of the Fraser Mills site is a unique and valuable asset. This greenway along the river has the potential to be a heritage walk, with interpretive displays and public art at various sites.

There are a number of parks that will be connected by this greenway including Maquabeak Park, Don Roberts Park, Colony Farm Regional Park and the proposed Waterfront Village with foreshore park and promenade. Development will include a multi-use path, trailheads, viewing structures, boardwalks, shoreline rehabilitation and outdoor recreational amenities. There is ample opportunity to develop interpretive and educational components at a number of locations.

5. Report of General Manager Planning and Development - Update - Port Metro Vancouver Land Use Plan

MOVED BY COUNCILLOR ASMUNDSON
AND SECONDED

215 That Council:

1. Request that Port Metro Vancouver recognize adjacent non-Port Metro Vancouver land uses and land use plans in Coquitlam, and designate appropriate and compatible uses in the final version of its Land Use Plan;
2. Request that Port Metro Vancouver amend the draft Land Use Plan to designate the use on the water in front of Fraser Mills as 'Commercial' rather than 'Industrial' to ensure compatibility with the City's approved Waterfront Village Centre Neighbourhood Plan; and
3. Inform Port Metro Vancouver ofthe City's concerns that some ofthe proposed designations in its draft Land Use Plan could compromise key environmental and recreational corridors/areas along the Fraser and Pitt Rivers.

CARRIED UNANIMOUSLY

THE CORPORATION OF DELTA

From the office of:

The Mayor,
Lois E. Jackson

April 15, 2014

Robin Silvester, President and CEO
Port Metro Vancouver
100 The Pointe, 999 Canada Place
Vancouver BC V6C 3T4

Robin

Dear Mr. Silvester,

Re: Land Use Plan Update

At the April 14, 2014 Regular Meeting, Delta Council considered a report on Port Metro Vancouver's Land Use Plan update (copy enclosed) and endorsed the following comments:

- The Corporation of Delta does not support the handling of bulk liquid products at the Roberts Bank Terminal, as allowed in the 'Port Terminal' designation.
- The Roberts Bank planning area should correspond more closely with areas of port activity.
- The 'Conservation' designation should extend to both sides of Purfleet Point Park Reserve on Annacis Island.
- The Land Use Plan should include a commitment to no expansion of port activities on agricultural land.
- With regard to local transportation impacts, there should be an emphasis on greater collaboration between transportation agencies.
- With regard to the Project Review Process, there should be a further commitment to ongoing monitoring of project impacts after completion.

Thank you for the opportunity to provide input to this very important process.

Yours truly,

Lois E. Jackson
Mayor

4500 Clarence Taylor Crescent, Delta, British Columbia, Canada V4K 3E2
Tel: 604 946-3210 Fax: 604 946-6055 E-mail: mayor@delta.ca

Enclosure
cc: Greg Yeomans, Manager of Planning, Port Metro Vancouver
Delta Council
George V. Harvie, Chief Administrative Officer
Sean McGill, Director of Human Resources & Corporate Planning

The Corporation of Delta
COUNCIL REPORT
Regular Meeting

F.10

To: **Mayor and Council**

From: **Human Resources and Corporate Planning Department**

Date: **March 31, 2014**

Port Metro Vancouver
Land Use Plan Update

The following report has been reviewed and endorsed by the Chief Administrative Officer.

- **RECOMMENDATION:**

THAT the Mayor sends a letter regarding Port Metro Vancouver's draft land use plan, including the following comments:

- The Corporation of Delta does not support the handling of bulk liquid products at the Roberts Bank terminal, as allowed in the 'Port Terminal' designation.
- The Roberts Bank planning area should correspond more closely with areas of port activity.
- The 'Conservation' designation should extend to both sides of Purfleet Point Park Reserve on Annacis Island.
- The Land Use Plan should include a commitment to no expansion of port activities on agricultural land.
- With regard to local transportation impacts, there should be an emphasis on greater collaboration between transportation agencies.
- With regard to the Project Review Process, there should be a further commitment to ongoing monitoring of project impacts after completion.

- **PURPOSE:**

The purpose of this report is to provide an update regarding Port Metro Vancouver's land use planning process and to provide comments on the proposed changes to land use designations in Delta.

- **BACKGROUND:**

In January 2012, Port Metro Vancouver began a two-year process to consolidate and update its Land Use Plan. Staff have been involved throughout this process and have provided comments, endorsed by Council, on the various draft documents. This is the final phase of consultation on the plan and Port Metro Vancouver is accepting comments until April 13, 2014, with the expectation of presenting the final document to their Board for approval in the fall of this year.

Consultation Materials and Interactive Map:

The draft Land Use Plan is available on Port Metro Vancouver's website at: http://porttalk.ca/document/index/3 In addition, there is an interactive map available at https://portmetro.ourcommunitymap.ca/porttalk# which allows users to add comments directly on the map and also to view comments made by other users.

- **DISCUSSION:**

Delta staff met most recently with Port Metro Vancouver staff in early March to discuss the draft land use plan and to consider the implications of Port Metro Vancouver's decision to allow the head lease with the Province to lapse at the end of 2014. For the first time, the maps in the draft land use plan reflect the upcoming change in jurisdiction which, for Delta, means that there is significantly less land under PMV's jurisdiction than previously. The only areas which remain under Port Metro Vancouver jurisdiction in Delta are:

- Planning Area 6 - **Roberts Bank** (Attachment 'A'); and
- Planning Area 5 – **Fraser River Central** (Attachment 'B') which includes Annacis Island, and waterlot properties west of 120th Street to approximately 80th Street.

As discussed in previous Council reports, the port has defined 8 land use categories which are intended to be quite broad and to provide greater flexibility than municipal zoning designations. The following issues have been identified for further comment:

Roberts Bank has two designations:

a) 'Port Terminal' – this designation applies to deep-sea and marine terminals which handle a variety of commodities, including autos, break bulk, dry bulk, liquid bulk and containers, as well as cruise passengers. Terminals are not defined by product carried; therefore, even though the 'Port Terminal' designation contemplates liquid bulk, it does not mean that a specific terminal will handle that product.

   Delta has previously expressed concerns regarding the potential management of bulk liquids at the proposed Terminal 2, therefore, it is recommended that Port Metro Vancouver be reminded that Delta Council is opposed to any liquid bulk management at any Roberts Bank terminal, existing or proposed.

b) 'Special Study Area' – this designation applies to two areas located on both sides of the causeway extending to the foreshore. The current designation is Port Marine Land and Port Water. Under the proposed designation, these areas will require additional study, consultation and planning to determine their future land use. Until this additional work is done, the current use remains unchanged. Port Metro Vancouver is in discussions with Tsawwassen First Nation regarding future uses of this area.

   The outline of the area designated around Roberts Bank exceeds the actual activity area and Delta had previously requested that the area be amended to more closely correspond with areas of activity. This request will be reiterated.

Fraser River Central:

The 'Conservation' designation at the west end of Annacis Island around Purfleet Point Park Reserve applies only to the northern side of the point while the 'Log Storage' designation applies to the southern side of the point. A 'Conservation' designation on both sides of the point would align more closely with Delta's Environmentally Sensitive Area designation of these lands.

Land Use Policies:

a) Objective 1.3, Policy 1.3.1 continues to advocate for the "acquisition of sites to protect availability for future port use" without addressing Delta's and other stakeholders' concerns over the use of agricultural land for port expansion. A policy should be added which commits to no expansion of port activity on agricultural land.

b) Goal Statement 2 and associated policies regarding transportation should include the need to minimize and mitigate impact of port activities on local transportation systems. Delta previously commented that policy statements in this section should emphasize greater collaboration among transportation agencies. Policy statements have not changed since the Phase 3 Plan.

c) Objective 4.3, Goal 4.3.1 notes that potential project impacts are to be minimized and mitigated through a Project Review Process. Delta previously requested that Port Metro Vancouver's policies take this one step further with commitment to ongoing monitoring of project impacts after completion. There have been no amendments or additions to the policies to address this request.

Implications:
Financial Implications – there are no financial implications.

- **CONCLUSION:**

Staff comments on the final draft of Port Metro Vancouver's new Land Use Plan are provided for Council's endorsement.

Sean McGill
Director of Human Resources & Corporate Planning
Department submission prepared by: Bernita Iversen, Senior Policy Analyst
F:\Bernita\Port Metro Vancouver\Land Use Plan\Mar14CouncilReport.dotx

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

Concurring Departments		
Department	Name	Signature
Community Planning & Development	Jeff Day	
Climate Action & Environment	Mike Brotherston	

ATTACHMENTS:

A. Planning Area 6 – Roberts Bank
B. Planning Area 5 – Fraser River Central

Figure 16: Planning Area 6

First Nation Reserves

Land Use Designations

- Port Terminal
- Industrial
- Commercial
- Log Storage and Barge Moorage
- Recreation
- Conservation
- Port Water
- Special Study Area

Attachment A
Page 1 of 2

Attachment A
Page 2 of 2

THE MUNICIPALITY OF THE VILLAGE OF LIONS BAY

Mr. Eric Aderneck
Senior Regional Planner
Metro Vancouver Head Office
4330 Kingsway
Burnaby, BC V5H 4G8

Via email: eric.aderneck@metrovancouver.org

May 8, 2014

Dear Mr. Aderneck,

Re: Port Metro Vancouver Draft Land Use Plan – Metro Vancouver and Municipal Comments

The Village of Lions Bay Council discussed this item at its May 6, 2014 Regular Council meeting and are submitting this written feedback.

We would like to express concern regarding freighter speed in Howe Sound along with concerns regarding the proposed LNG tanker transport route. Both safety and speed are a concern to our community with respect to emissions and the potential for the formation of rogue waves which could pose a risk to boaters, kayakers, paddle boarders and shore side pedestrian traffic, including small children at the beach shore being swept in the case of rogue waves, as occurred in Steveston when a 3 year old was swept into the water by a rogue wave created by a tanker speeding in the area.

During this same time a tanker speeding in Howe Sound near Lions Bay was reported to Port Metro, as the rogue wave that it caused on a calm Sunday evening, put two boaters at risk with families on board. These boats were 20' and about 25 to 30' in length, thus one of the Sewell rental boats, which are about 16' in length, would surely have been swamped and placed the people on board at serious risk.

Also, emphasized by Council was the displacement of water that will occur by the sheer size of the LNG tankers, and any subsequent damage to shore side Municipal Parks, Marina or residential properties.

We thank you for passing our concerns along to Port Metro Vancouver.

Please confirm that they will be included.

Sincerely,
VILLAGE OF LIONS BAY

Brenda Broughton
Mayor

Wayne Wright
Mayor

April 15, 2014

Robin Silvester
President and CEO
Port Metro Vancouver
100 The Pointe, 999 Canada Place
Vancouver, BC V6C 3T4

Dear Mr. Silvester,

Re: Review of Port Metro Vancouver's Draft Land Use Plan

At a meeting on Monday, April 7, 2014, New Westminster City Council reviewed a staff report containing feedback on Port Metro Vancouver's Draft Land Use Plan. Council approved a motion to summarize the feedback in a letter to Port Metro Vancouver. The following provides the summary.

Goal 1. The City supports optimizing the use of existing Port lands and waters, particularly the intensification of uses to increase employment density, but urges caution with respect to expanding the Port's land base to accommodate future growth. Policy direction should specifically exclude the acquisition of agricultural or conservation/recreation sites.

Goal 2. The City suggests that Port interests in transportation infrastructure improvements should be expanded to include funding. This should include the funding of major capital projects and the additional maintenance required to accommodate Port-related goods movement and to mitigate impacts of goods movement on communities. In other words, if the Port's expansion will cause significant increases to the number of trips by trucks in the region, the Port, rather than local governments, should financially support the additional infrastructure and mitigation measures needed to accommodate these traffic levels and mitigate the impacts on neighbourhoods.

The City supports the implementation measure in the Plan that states the Port is to participate in TransLink's initiative to prepare a Regional Goods Movement Strategy. The City recommends adding an additional policy direction regarding the development of a comprehensive freight management plan with input from customers, stakeholders, local governments and other agencies.

Goal 3: The City is interested in collaborating with the Port and other stakeholders to identify and mitigate environmental issues. The City is also supportive of the objectives under this goal,

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including those that address overall ecological health, air emissions, energy conservation, and land and water quality. The City suggests the language in the policies in this section could be strengthened further (e.g. changing "manage" to "mitigate and where possible remediate"). This would better communicate the Port's commitment to achieving this goal.

Goal 4: With respect to park and recreation uses, the City is highly supportive of the Port's policy directions related to improving waterfront access. However, the City urges the Port to strengthen the language of the policy direction (e.g. facilitate opportunities rather than explore opportunities). The City also suggests that the wording "waterfront access and views" be expanded to include waterfront trails. This is particularly important where there are discontinuities in linear parks and greenways along the waterfront. More effort should be made to provide waterfront trials when Port land is leased long-term to tenants that do not require water access. The City fully recognizes the challenges of accommodating such recreational uses while addressing the operational efficiency and safety needs of the Port and/or tenant businesses, but believe that all parties must do their utmost to achieve this vital waterfront amenity to improve regional livability.

The City also notes that there is no policy direction related to the creation and application of design guidelines for Port facilities. Most other types of development proposals in the region, including industrial projects, are required to consider design features and the interface with nearby land uses. The City feels that Port lands should not be an exception to this rule. Design guidelines should address building design, buffers and setbacks, landscaping, mitigation of impacts.

Finally, the City suggests that explicit language that encourages and facilitates the use of short-sea shipping for goods movement. Utilizing the Fraser River as a transportation corridor creates a preferable alternative to the transportation of goods by truck.

Thank you for your consideration of these comments. Please contact Beverly Grieve, Director of Development Services at 504-527-4698 if you require further information.

Yours truly,

Wayne Wright
MAYOR

Cc: Lisa Spitale, Chief Administrative Officer, City of New Westminster
Dean Gibson, Director of Parks, Culture and Recreation, City of New Westminster
Jim Lowrie, Director of Engineering Services, City of New Westminster
Greg Yeomans, Manager of Planning, Port Metro Vancouver
Cari St. Pierre, Planner, Port Metro Vancouver

NEW WESTMINSTER
Development Services

April 14, 2014

File: 01.0160.20
Doc # 543804

Mr. Greg Yeomans
Manager of Planning
Port Metro Vancouver
100 The Pointe, 999 Canada Place
Vancouver, BC V6C 3T4

Dear Mr. ~~Yeomans~~: Greg

Re: Land Use Plan Update – Land Use Designation Feedback

Thank you for the opportunity to comment on the draft Land Use Plan. City staff presented a report to New Westminster City Council at its April 7, 2014 meeting (see Attachment A). Council approved a motion to summarize the feedback in a letter to Port Metro Vancouver which has been sent separately.

We have reviewed the Land Use Designation Map for Planning Area 5 and would like to highlight key points of interest to the City.

1. 805 Boyd Street (Queensborough Landing) – A portion of the Port's lands/waters adjacent to this site is designated Industrial. We recommend designating this portion of the site Log Storage (to match the remainder of the designation adjacent to the site).
2. 41 and 175 Duncan Street – A rezoning application has been received for these sites. If the rezoning is granted the site could be developed as medium density residential. A condition of development is the construction of an extension to the Queensborough Perimeter Trail along the site frontage. As a result, we feel that the lands/waters under Port jurisdiction adjacent to these properties should be designated Recreation.
3. 131 Pembina Street – This site is broken into two parcels that are hooked over Derwent Way. We support an Industrial designation on the east portion of the property (east of Derwent); however, we do not support an Industrial destination on the west portion of the property. This area is surrounded by residential development and can only be accessed by local roads. Since the Port does not have a residential designation, we recommend a Recreation designation.

Development Services Department - Planning
Corporation of the City of New Westminster
511 Royal Avenue, New Westminster, BC V3L 1H9
T 604.527.4532 F 604.527.4511 E plnpost@newwestcity.ca
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4. 660 Quayside Drive – The City is currently working with the owner of this site to create a master plan that would guide the future development of this site. We support the current Commercial designation on the water adjacent to this parcel.
5. 1 Sixth Street (Westminster Pier Park) – We would like the waters adjacent to the City's park to be designated Commercial.
6. 100 East Columbia Street – This parcel could be developed as a park by Metro Vancouver in the future. We recommend designating the adjacent Port lands/waters as Recreation.

In the future, we would be interested in meeting with staff to discuss the area between Westminster Pier Park and Sapperton Landing Park. The land designated Industrial in the draft Land Use Plan is zoned Industrial, but there is a regional objective to connect the two parks, completing a key section of a regional greenway.

Thank you for your consideration of these comments. If you have any questions on any the points raised above, please contact Lynn Roxburgh at 604-515-3805 or lroxburgh@newwestcity.ca. We look forward to seeing the revised Land Use Designation Map.

Yours truly,

Beverly Grieve
Director of Development Services

cc. Dean Gibson, Director of Parks, Culture and Recreation, City of New Westminster
Jim Lowrie, Director of Engineering Services, City of New Westminster
Lisa Spitale, Chief Administrative Officer, City of New Westminster
Cari St. Pierre, Planner, Port Metro Vancouver

Appendix A

Report to Council – April 7, 2014

REPORT

DEVELOPMENT SERVICES DEPARTMENT

To:	Mayor W. Wright and Members of Council in Committee of the Whole	Date:	April 7, 2014
From:	Beverly Grieve, Director of Development Services	File:	13.2500.01-2014 Doc# 536369

Subject: Review of the Port Metro Vancouver's Draft Land Use Plan.

RECOMMENDATION

***THAT** Council send a letter to Port Metro Vancouver that summarizes the feedback contained within this report on their draft Land Use Plan.*

PURPOSE

This report provides information to Council regarding Port Metro Vancouver's Draft Land Use Plan.

BACKGROUND

For the last two years Port Metro Vancouver (the Port) has been working to create an updated Land Use Plan with a vision to 2050. This Land Use Plan will be the first to cover jurisdiction that until 2008 was made up of three different port authorities: Fraser River Port Authority, North Fraser Port Authority and Vancouver Port Authority. This jurisdiction covers 16 municipalities and one treaty First Nation.

The Port's objectives for the Land Use Plan are to:

- Guide the physical development of the Port.
- Provide direction to Port staff when reviewing development proposals.
- Assist Port tenants in identifying areas to locate or expand their operations and investments.
- Facilitate coordination of land use and transportation planning with external agencies.
- Provide neighbouring residents with greater clarity about activities and uses that may occur on Port lands.
- Communicate the Port's intentions of growing in an environmentally, economically and socially responsible manner.

The update of the Land Use Plan began in January 2012. City staff have been involved and have provided feedback during each phase of the process. This has included providing detailed feedback on the goals, objective and policy directions, the land use designation definitions and the land use designation map. The Land Use Plan update process is now in the fourth and final phase, which is the finalizing of the Plan. A draft Land Use Plan has been created and the Port is accepting feedback until April 13, 2014. This is the last opportunity to provide feedback before the Land Use Plan is finalized.

DISCUSSION

Land Use Plan Goals

The Land Use Plan is structured around five goals, each of which is supported by objectives and policy directions. These elements of the plan provide a policy framework for future growth and development. The Plan also includes implementation measures, which will continue to be developed after the adoption of the Plan. The implementation measures already identified are intended to show the Port's commitment to the realization of the goals in the Plan. The goals and how they impact New Westminster are described below.

Goal 1. Port Metro Vancouver manages port growth and activity in support of Canada's trade while preparing for anticipated transitions in the global economy.

An important priority of this goal is ensuring that there is a sufficient amount of industrial land to support the growth of the Port into the future. This means the Port has to be prepared to purchase land to protect its availability for future port use. Another policy direction is for the Port to consider the creation of new land (e.g. in the Fraser River). In previous rounds of feedback the City expressed its concern that the land acquired should not be land that is designated in Metro Vancouver's Regional Growth Strategy as Agriculture or Conservation and Recreation. Environmental review is a significant theme in the Land Use Plan; however, staff also expressed the importance of rigorous environmental review before the Port decided to create new land. Staff recommend that Council continue to reiterate to the Port the importance of only purchasing land that is appropriate for port use.

Objectives and policy directions in this goal recognize the importance of collaborating with local governments to identify and improve the compatibility of port and adjacent land uses. This includes creating synergies with adjacent land uses. Land use planning policies created by the City will need to consider what synergies are possible (e.g.

container storage and low employment generating uses, or intensive high employment generating uses), and how best to plan for them.

Thinking about long term intensification and potential expansion of industrial land in the region also means anticipating and responding to infrastructure impacts, such as those associated with climate change (e.g. the risk of more frequent flood events due to sea level rise). An implementation measure included in the plan is to work with governments and other agencies to develop a Regional Flood Management Plan. Staff support the creation of a Regional Flood Management Plan and will participate in this process.

Goal 2. Port Metro Vancouver is a leader in ensuring the safe and efficient movement of port-related cargo, traffic and passengers throughout the region.

An efficient and reliable transportation network, including rail, marine and road routes, is critical to the function of the port. The objectives under this goal discuss the need to improve operational efficiencies and transportation infrastructure. City staff will work with the Port and other agencies to identify operational changes and infrastructure improvements. However, as a result of the economic activities of Port Metro Vancouver, staff requested that the language in the Plan be expanded to include the appropriate level of funding of major capital projects and the additional maintenance required to accommodate port-related goods movement and to mitigate impacts of goods movement on communities. Staff recommend that Council make the same request to the Port regarding financing projects.

Staff also recommend to the Port that they consider operational efficiencies for the storage and movement of containers within the region, including best practices of other major ports. The movement and realignment of empty and full containers within the region does not appear to be subject to central organization, resulting in unnecessary traffic using the goods movement system, particularly roads.

An implementation measure in the Plan is to participate in TransLink's initiative to prepare a Regional Goods Movement Strategy. Staff recommended adding a stronger policy direction regarding the development of a freight management plan with input from customers, stakeholders, local governments and other agencies.

A policy direction in the Plan which staff have supported throughout the review process is to work with stakeholders, including local governments, to minimize and mitigate potential noise, congestion, air emissions and other impacts arising for port-related activities.

Goal 3. Port Metro Vancouver is a global leader among ports in the environmental stewardship of the lands and waters it manages.

The Plan identifies the need to collaborate with stakeholders such as local government to identify and mitigate environmental issues. The objectives under this goal address overall ecological health, air emissions, energy conservation, and land and water quality. It also addresses sustainable practice in design, construction and operation of facilities. Through the review of the Land Use Plan staff have expressed to the Port the need to strengthen language throughout the policies in this section (e.g. changing "manage" to "mitigate and where possible remediate").

All activities within the Port jurisdiction must undergo an environmental review. This review is done by the Port to ensure that the proposed development meets the Port's Environment Policy the requirements of the *Canadian Environmental Assessment Act*. Environmental initiatives cover air quality, energy, site remediation, habitat offsetting, and flood management.

In the past, the coordination of environmental review of projects within the Port's jurisdiction was coordinated by the Fraser River Estuary Management Program (FREMP) and the Burrard Inlet Environmental Action Program (BIEAP). Despite the BIEAP-FREMP offices closing in 2013, the Port still applies the FREMP habitat coding. The Port supports the development of a new review mechanism.

Goal 4. Port activity and development is a positive contributor to local communities and First Nations.

The Plan includes policy direction to explore new opportunities for public recreation and waterfront access. New opportunities will only be considered when they not do not adversely impact port development and operations, introduce safety hazards, or negatively impact fish and wildlife. Throughout the Land Use Plan review process staff have urged the Port to strengthen this language (e.g. facilitate opportunities rather than explore opportunities). Staff also suggested that the wording "waterfront access and views" should be expanded to include waterfront trails. This is particularly true where there are discontinuities in linear parks and greenways along the waterfront. More effort should be made to provide waterfront trials when Port land is leased long-term to tenants that do not require water access. Staff fully recognize the challenges of accommodating such recreational uses while addressing the operational efficiency and safety needs of the Port and/or tenant businesses, but believe that all parties must do their utmost to achieve this vital waterfront amenity to improve regional livability. Staff recommend that Council reiterates to the Port the importance of improved waterfront access, including trails.

Another key objective under this goal is to minimize impacts from port operation on local communities. To achieve this, new or expanded projects within the Port's jurisdiction will be required to complete a comprehensive Project Review Process which will ensure that impacts such as noise, dust, views lighting glare, emissions and traffic congestion are minimized. Staff have supported this objective and suggested that it could be strengthened by creating design guidelines for Port facilities. These design guidelines could address building design, buffers and setbacks, landscaping, mitigation of impacts (or the definition of performance standards for noise, vibration, light intrusion, traffic, etc.), and interfaces with natural areas and recreation facilities such as greenways and parks.

Goal 5. Port Metro Vancouver is a leader in communication and engagement in support of the use and development of port lands and waters.

The final goal emphasises the need for the Port to increase the range of communication and engagement related to development of port lands and waters. This includes making information on current applications accessible, consultation with neighbouring properties when new land is acquired by the Port, evaluating the Port's Project Review Process, and exploring opportunities to establish agreements with local governments to guide collaboration and engagement.

Land Use Designations

The consolidation of the three previous land use plans has required the Port to define new land use designations and closely examine the land use designations for the lands and waters the Port has jurisdiction over. The six designations below apply to lands and port waters within New Westminster, as shown on Map 1. Staff from the City and the Port continue to work closely to make modifications to the proposed Land Use Designation Map. City staff have emphasized the need to ensure that the Port's Land Use Designations are consistent with the existing up land uses and the City's land use designations, which indicate expected future land uses.

Industrial (orange) – "Industrial areas are primarily designated for industrial activities in support of port operations and marine support services. This includes uses that support shipping, transportation and the handling of goods, in some cases including the manufacturing of goods." (Port Metro Vancouver Land Use Plan).

Though there are still minor refinements to be made, the Port's Industrial designation generally abuts the City's industrial land (e.g. Kruger Products sites, Braid industrial area). This alignment of industrial designation is synergistic and would allow the City's

industrial business to access and utilize the river. Properties owned by the Port (e.g. 501 Boyd Street) are designated by the Port as Industrial.

Commercial (purple) – "Commercial areas are primarily designated for commercial activities related to port or marine support services, tourism related businesses, transportation of passengers, and the handling and storage of goods." (Port Metro Vancouver Land Use Plan).

The majority of land on the west side of the dyke along South Dyke Road and the land in front of the River Market and Fraser River Discovery Centre are designated Commercial by the Port, to reflect the marine and tourism related businesses that already exist in these areas. City and Port staff have had detailed discussions regarding the uses along South Dyke Road. Both groups are interested in having regular and clear communication about these uses in order to support the existing businesses and coordinate any enforcement necessary. 660 Quayside Drive is currently designated Commercial, but staff have requested that the designation change to Recreation, which would still allow all the uses proposed in the master plan for the proposed development, including boat moorage.

A policy direction in the Land Use Plan is that the Port should pursue the removal of derelict structures and vessels that pose a hazard to safety and/or the environment. Staff have identified existing sunken vessels that the Port should remove.

Log Storage and Barge Moorage (light purple) – "Log Storage and Barge Moorage areas are primarily designated for log storage, barge moorage and associated activities." (Port Metro Vancouver Land Use Plan).

The areas in New Westminster that have been identified for log storage are those where logs are already stored, but which have not otherwise been designated Industrial by the Port (e.g. the Sapperton bar, the area of the Annacis Chanel adjacent to Port Royal).

Recreation (green) – "Recreation areas are primarily designated for public recreational use such as parks and viewing areas. Examples include Crab Park at Portside, New Brighton Park, and the public viewing platforms on the south side of Queensborough." (Port Metro Vancouver Land Use Plan).

There are two areas designated Recreation in New Westminster, the area adjacent to Sapperton Landing Park and the area adjacent to Ryall Park. City staff have recommended that the lookout areas on the south side of Queensborough, outside of the Ryall Park area, also be designated Recreation. In addition, staff identified other areas in Queensborough where the City owns the land on the wet side of the dyke that should be

designated Recreation. Staff also recommended that the area owned by Metro Vancouver at the mouth of the Brunette River be designated Recreation.

Conservation (yellow) – "Conservation areas are primarily designated for habitat conservation, enhancement, restoration and similar uses, and may be publically accessible. These areas are generally not intended for development." (Port Metro Vancouver Land Use Plan).

Two areas in New Westminster are designated Conservation, the area around Poplar Island and the mouth of the Brunette River.

Port Water (light blue) – "The Port Water designation primarily applies to open water and foreshore areas adjacent to Port and non-Port lands, and are generally intended for shipping, navigation and anchorages." (Port Metro Vancouver Land Use Plan).

The Fraser River is designated Port Water. Additional areas where waterfront development is not possible (e.g. adjacent to the esplanade along the Quay) are also designated Port Water.

Map 1: Port Metro Vancouver's Land Use Designation Map (see Appendix B)

NEXT STEPS

Feedback on Port Metro Vancouver's Draft Land Use Plan must be submitted by April 13, 2014. City staff will continue to provide feedback to Port staff regarding the last land use destination changes that should be made. If Council chooses to pass the resolution in this report a formal letter would be sent to Port Metro Vancouver from Council, which summarizes the feedback on the draft Land Use Plan outlined in this report. This letter will include the following points:

- Land acquired by the Port should not be land that is designated Agricultural or Conservation and Recreation.
- Language should be included in the Plan that indicates the Port's commitment to financially contributing to the transportation infrastructure improvements identified.
- The Port should create a comprehensive Goods Movement Strategy in collaboration with municipalities, the Province and TransLink.
- Stronger language should be used in the Plan in regards to addressing environmental issues.
- Wording regarding waterfront access should be improved to specifically include waterfront trails. More effort should be made to provide waterfront trails.
- Design guidelines should be created for port lands that complement the Project Review Process.
- The Plan should contain explicit language to encourage and facilitate the use of short-sea shipping for goods movement.

INTERDEPARTMENTAL LIAISON

The Planning Division has discussed the review of the Land Use Plan with staff from the Licencing and Integrated Services Division, Office of the CAO, the Engineering Department and the Parks, Culture and Recreation Department.

OPTIONS

The following options are presented for Council's consideration:

1. That Council send a letter to Port Metro Vancouver that summarizes the feedback on the Land Use Plan contained within this report.

2. That Council provide staff with an alternative direction.

Staff recommends Option 1.

CONCLUSION

Port Metro Vancouver has created a draft Land Use Plan that provides a vision for the Port to 2050. This is the first Land Use Plan that will cover full jurisdiction of the Port, which until 2008 was divided into three port authorities. The draft Land Use Plan is the product of a two year planning process. City staff have been involved in each phase of the process and have provided feedback of the goals, objectives and policy directions. This report outlines the draft Land Use Plan for Council's information, which the Port will be collecting feedback on until April 13, 2014. Feedback in the draft Land Use Plan would be provided in two ways. A letter that outlines the feedback summarized in this report would be sent by Council. City staff will also continue to provide feedback directly to Port staff.

Report Author

Lynn Roxburgh,
Planning Analyst

Jackie Teed,
Manager of Planning

Approved for Presentation to Council

Beverly Grieve,
Director of Development Services

Lisa Spitale,
City Administrative Officer

Doc# 536369

APPENDIX A

Port Metro Vancouver's Draft Land Use Plan

PORT METRO vancouver

LAND USE PLAN

Draft December 2013

DRAFT

The City of North Vancouver
OFFICE OF MAYOR DARRELL MUSSATTO

May 7, 2014

Greg Yeomans, Manager of Planning
Port Metro Vancouver
100 The Pointe, 999 Canada Place
Vancouver, BC V6C 3T4

Dear Mr. Yeomans:

Re: Port Metro Vancouver Land Use Plan Update - Phase 2 Feedback

I am writing on behalf of the City of North Vancouver on the Final Phase Draft of the Port Land Use Plan. We have reviewed the materials distributed during this phase of the planning process, including the Draft Land Use Plan and the Discussion Guide that you have made available to the public. Thank you for the opportunity to provide feedback.

The Port is an important source of economic growth in the region, providing significant employment opportunities. The Draft Land Use Plan presents a positive vision for the future of Port lands and the City appreciates the effort that the Port has invested in this process. The City also recognizes that many of the concerns and suggestions provided by the City in Phase 2 of the plan update process have been addressed in this Final Phase Draft.

In the interest of continued collaboration and working towards ensuring that local impacts and concerns are addressed, the City would like to emphasize the following key concerns:

- The revised plan aims for the Port to evolve towards an enhanced process for land use and development approvals, but there does not appear to be a clear timeframe or detailed implementation strategy beyond review and outreach. It is recommended that more detailed implementation be included as a requirement of the Plan;

- Policy Direction 1.2.1: The addition of 'considering the impacts' of Port activities is a positive change; however, we are concerned that the 'mitigation' of any resulting impacts on the surrounding community is not included;

- Policy Direction 4.3.1: Expanding the list of potential impacts to include views is a positive change; however, we are concerned that impacts on use of public lands and streetscapes is not included;

- Port Lands Building Process: The City remains keenly interested in ensuring that construction on Port lands happens in a coordinated manner within our municipality. An interconnected (Port / Port Tenant / City) building review process is essential to achieving this. In the absence of the previously agreed to Memorandum of Understanding, a modified process needs to be formalized to ensure the safe and coordinated development of Port lands. This relates to the technical aspects of construction, servicing and emergency response, in addition to use approvals.

…Page 2

141 West 14th Street, North Vancouver, BC V7M 1H9 | Tel: 604-998-3280 | Fax: 604-990-4211 | www.cnv.org |

Moving forward, the City would like to emphasize our support for the goals, objectives, and policy directions detailed in the Draft Land Use Plan and re-emphasize the importance of implementation and commitment of resources to its success. Furthermore, the City hopes to partner with Port Metro Vancouver on the implementation of a Municipal Outreach Program and evaluation of the project review process.

Once again, thank you for the opportunity to provide feedback and for your attention to these concerns.

Yours sincerely,

Darrell Mussatto
Mayor

cc: North Vancouver City Council
Erik Aderneck, Senior Regional Planner, Metro Vancouver

355 West Queens Road
North Vancouver BC
V7N 4N5

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NORTH VANCOUVER
DISTRICT

Brian Bydwell, MAIBC CP
General Manager
Planning, Properties & Permits Division
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April 11, 2014

Greg Yeomans
Manager of Planning
Port Metro Vancouver
100 The Pointe, 999 Canada Place
Vancouver, BC
V6C 3T4

Dear Mr. Yeomans:

Re: Port Metro Vancouver's Draft Land Use Plan
Phase 4 Comments from District of North Vancouver

As per your request dated February 10, 2014 and in response to your Phase 4 Stakeholder Workshop held in Vancouver on March 4th, 2014 we are providing staff's comments from the District of North Vancouver on Port Metro Vancouver's Draft Land Use Plan, updated land and water designations and proposed implementation measures.

District staff have been participating and providing feedback throughout the planning process. Staff have reviewed the relevant information for planning Areas pertaining to Burrard Inlet/North Shore (Planning Area 2) and Indian Arm (Planning Area 3), the proposed land and water designations and implementation measures identified in the Draft Land Use Plan dated December 2013 as part of the Port's final phase of consultation.

Burrard Inlet/North Shore – Planning Area 2

Consistent with the District's Official Community Plan, areas designated Industrial in Lower Capilano, Lower Lynn and Maplewood play a vital role in achieving the District's vision of becoming a more complete and balanced community. The areas designated Industrial relate to port-oriented and major industrial type uses such as transportation, warehousing and manufacturing and the District anticipates continued industrial uses in these areas.

Given the proximity of Industrial uses to several communities within the District, early and ongoing consultation with local neighbourhoods on proposed changes on Port lands or waters is of vital importance from the District's perspective. Another major consideration is ongoing efforts and planning initiatives to improve transportation

infrastructure of the harbour and associated, road and rail to meet increasing demands and balancing the need for efficient goods movement while minimizing impacts on the local community.

Many areas along the foreshore, immediately adjacent to industrial-related activities, include environmentally sensitive lands that serve as connections or opportunities for restoration of ecologically important areas, natural features and urban habitat areas that form part of a comprehensive network of diverse habitats and wildlife corridors in the District. The Port Plan has acknowledged many of these areas of land and water by changing several previous land use designations to 'conservation'.

There are a few locations, still outstanding along the foreshore that District staff would like to see added to the conservation designation including:

South of Pemberton Avenue: The proposed designation of 'Industrial' to the east of Fibreco (south portion extending from Pemberton Avenue) is inconsistent with the intended use of this area. The District's OCP designates this area as Parks, Open Space and Natural Areas (POSNA).

PMV Draft Plan Designation: Industrial – request to designate park area 'conservation'

District of North Vancouver: OCP Designation (POSNA)

Canexus Site: The proposed foreshore designation for Canexus lands is 'Port Terminal'. However, a portion of the foreshore area of the Canexus site is designated Parks, Open Space and Natural Areas (POSNA) in the District's OCP. Given the proximity to Maplewood Mudflats this portion should be designated 'Conservation' to protect this ecologically sensitive area.

PMV Draft Plan Designation: Port Terminal – request to designate park area 'conservation'

District of North Vancouver: OCP Designation (POSNA)

The District's OCP designates both of these areas as Parks, Open Space and Natural Areas (POSNA). Under this designation areas are intended for a range of public and private uses focussed principally on the protection and preservation of ecologically important habitat areas, the regional drinking water supply, or the provision of diverse parks, outdoor recreational or tourism opportunities. Staff recommend that these areas be designated 'conservation' to acknowledge that they are not intended to be used for industrial purposes. Currently many of the Port's designations allow for conservation as a "conditional use" under the right circumstances but District staff feel this does not send a strong enough signal for the intended use of these environmentally sensitive portions of land unless designated 'conservation' in PMV's Land Use Plan.

The DNV is in favour of promoting estuarine restoration along the Philip Street bight (between Vancouver Wharves and Fibreco). Although this area is not designated Parks, Open Space and Natural Areas (POSNA) in the District's OCP, it is an ecologically sensitive area that would benefit from a 'conservation' designation.

Special Study Area – Lands North of Dollarton Highway

The lands on the north side of Dollarton Highway (known as Maplewood North) have been identified as a "Special Study Area" in the Plan. "Special Study Areas" require additional study, consultation and planning to determine their future use through a Land Use Plan amendment. Until further analysis is completed the Port has indicated that the current use will remain unchanged on this site.

The District's OCP designates this site as Light Industrial Commercial use recognizing existing zoning and the importance of employment lands proximate to the Maplewood Village area. This area is not envisaged to have significant residential use which would be focussed in the heart of Maplewood Village Centre. Any planning of this area by PMV should work closely with DNV. The District is also discussing planning of this area with Tsleil-Waututh Nation who should be engaged. Development permit areas to address the natural environment, streamside protection, natural hazards, form and character and energy and water conservation and greenhouse gas reduction apply to this site. This area is critically important hydraulically to the inter-tidal marsh area of the Maplewood mud flats and inappropriate or a failure to address the importance of the groundwater here could result in significant impacts to the Maplewood Conservation Area.

Information on the District's DPAs is available at http://www.dnv.org/article.asp?a=5621.

2801 – 2985 Dollarton Hwy.

The land tenure of these lots is unusual in that some of the private property lots extend well into the inter-tidal area of the mud flats. This has already led to confusion over the ability to regulate construction activity in the inter-tidal area on private property. Staff recommend that the inter-tidal portion of all lots in these two blocks be designated as Conservation Areas Water and a prohibition be put in place on residential moorage structures.

Former Dollarton Shipyard and McKenzie Barge Site

The District currently has an OCP Amendment, rezoning and development permit application in process to change the land use from Commercial Residential Mixed-Use Level 1 to Residential. A Public Hearing on this application was held on April 8, 2014. The applicant has proposed a public walkway along the south property line. The District understands the Port Metro designation for the foreshore is intended to be developed primarily as a habitat restoration area with an enhanced and softened shoreline including appropriate planting (subject to approval by Port Metro Vancouver). The proposed Port designation for this area is 'Commercial' (primarily designated for commercial activities related to port or marine support services, tourism-related businesses, transportation of passengers and the handling and storage of goods). Staff recommend that the proposed designation be consistent with the use and overall intent of the area, primarily as habitat restoration with future opportunities to permit a shared-dock on a portion provided that this can be supported from an environmental perspective.

Indian Arm – Planning Area 3

Existing uses in this area include residential moorage facilities, marinas and public wharves. The Port Plan identifies that future port-related uses will likely continue to be limited, mainly consisting of a mix of commercial, recreational and conservation uses.

The District's objective as part of our overall environmental management strategy is to protect and improve the ecological health of our natural systems, in particular the natural fjord of Indian Arm. An implementation measure identified in the District's OCP is to establish a new Marine Foreshore Development Permit Area to protect and improve the health of the marine foreshore. The OCP does not envision further intensification of use through subdivision or extension of services in the areas along Indian Arm located outside of the Urban Containment Boundary.

Land Use Plan: Overall Goals, Objectives and Implementation Measures
District staff recommend that:

- The ecological health goal in Port Metro's draft Plan be expanded to include a policy to address species at risk considerations and the protection of critical habitat in accordance with the federal *Species at Risk Act*
- The implementation measure for climate change be expanded to include collaboration with local governments on their climate change adaptation planning which may include localized measures.

District staff recommend that given recent changes with Fisheries and Oceans Canada and changes with the *Fisheries Act*, the elimination of the Burrard Inlet Environmental Action Plan/Fraser River Estuary Management Plan (BIEAP/FREMP) coordination role and the Burrard Inlet Environmental Review Committee (BERC) review process, that environmental protection and conservation designations be clearly understood and communicated. Staff support the goal to re-develop a BIEAP type model as it is important to have clear roles and responsibilities and an understanding of authority for project review and decision making.

The above comments reflect the District staff's feedback on Port Metro Vancouver's Draft Land Use Plan, updated land and water designations and proposed implementation measures to track progress and achieve established objectives identified in the Port's Plan. Should you have any questions, please contact Karen Rendek, Policy Planner at krendek@dnv.org or 604-990-2295.

Sincerely,

Brian Bydwell
General Manager, Planning Properties & Permits

C.c. Mayor and Council
Susan Haid, Manager, Sustainable Community Development
Julie Pavey, Section Manager, Environmental Sustainability
Karen Rendek, Policy Planner, Planning Policy

CITY OF PORT MOODY

OFFICE OF THE MAYOR

April 7, 2014

Mr. Greg Yeomans, Manager of Planning
Planning & Development
Port Metro Vancouver
100 The Pointe – 999 Canada Place
Vancouver, B.C. V6C 3T4

File No. 0430-45-2013

Dear Mr. Yeomans:

Re: Port Metro Vancouver Land Use Plan Update – Phase 4 Consultation

On March 25, 2014, Port Moody City Council considered a report from Development Services regarding the *Land Use Plan* dated December 2013 and the *Discussion Guide for the Final Phase of the Land Use Plan Update and Consultation* and passed the following resolution, which are submitted here as feedback to Port Metro Vancouver for consideration:

> **"THAT a letter be sent from the Mayor to Port Metro Vancouver including the comments and recommended changes to Port Metro Vancouver's draft Land Use Plan as outlined in the Development Services report dated March 12, 2014 as part of the Phase 4 consultation."**

Specific comments and recommendations contained within the Development Services report and endorsed by Council are outlined below:

1. **Resubmitting the policy related comments not addressed as part of the latest draft LUP (Goal 4, Goal 5, Policy Direction 3.1.4, Policy Direction 3.3.4), as specified in the table below:**

No. & Page	Proposed Goal, Objective or Policy Direction	Port Moody Comments / Requested Changes for Phase 3	Port Moody Comments/ Requested Changes for Phase 4

Document: 267350

100 Newport Drive, Port Moody, B.C. V3H 3E1 Telephone: 604.469.4515 Fax: 604.469.4664

Goal 4 (p 41)	Port activity and development is a positive contributor to local communities and First Nations	Support a transparent and mutually beneficial relationship with the Port	No changes were made to the Land Use Plan goal Recommendation **Resubmit comments to Port Metro Vancouver for consideration**
No. & Page	**Proposed Goal, Objective or Policy Direction**	**Port Moody Comments / Requested Changes for Phase 3**	**Port Moody Comments/ Requested Changes for Phase 4**
Goal 5 (p43)	Port Metro Vancouver is a leader in communications and engagement in support of the use and development of port lands and waters	Support more and effective consultation and collaboration with stakeholders by the Port	No changes were made to the Land Use Plan goal Recommendation **Resubmit comments to Port Metro Vancouver for consideration**
Policy Direction 3 1 4 (p 40)	Collaborate with environmental agencies, local governments, First Nations and stakeholders to monitor and protect critical terrestrial, marine and estuarine environments	Support collaborative environmental protection initiatives	No changes were made to the Land Use Plan policy direction Recommendation **Resubmit comments to Port Metro Vancouver for consideration**
Policy Direction 3 3 4 (p 40)	Pursue removal of derelict structures and vessels that pose a hazard to safety and/or the environment	Support removal to eliminate pollution from certain anchored vessels	No changes were made to the Land Use Plan policy direction Recommendation **Resubmit comments to Port Metro Vancouver for consideration**

2. **Requesting a land use designation change from "Port Terminal" to "Port Water" for the waters surrounding the Mill and Timber site, as shown as area "A" in Attachment 1 and discussed below:**

- The City has received indication from the owner of the Mill & Timber waterfront site that they will likely seek to redevelop this land under a different use within the lifetime of the Port's Land Use Plan Accordingly, the City's current Official Community Plan update process proposes a redesignation of this site from General Industrial to Oceanfront District which contemplates the potential development of a mix of residential, commercial, marina, light industrial, institutional and public open spaces The Port's draft land use designation for this site remains "Port Terminal", which is a primary shipping and transportation use **The City recommends a redesignation of the Port's waters surrounding this site to align with the expected future land use. The "Port Water" designation which is used adjacent to residential and commercial mixed use elsewhere in the Port's Plan is recommended** As part of the City's OCP update underway, transit-oriented development has been identified as a community goal Mixed use redevelopment at this location is consistent with this goal given the site's location within 400-800m of one of the new Evergreen Line stations

3. **Requesting a land use designation change from "Port Terminal" to "Port Water" for the water side of the C-2 zoned IOCO lands, as shown in area "B" in Attachment 1 and discussed below:**

- The extent of the Port Terminal designation at the IOCO lands does not correspond with the upland future land use and zoning The site is primarily designated General Industrial in the OCP and zoned M-1 Industrial in accordance with the GVRD Bylaw No 511. However, the land adjacent the existing marina is designated Commercial Mixed Use and currently zoned C-2 Marina **The City remains of the opinion that this most eastern portion of the IOCO lands should be redesignated to "Port Water" in recognition of the foreshore use and existing marina.**

4. **Requesting a land use designation change from "Port Water" to "Conservation" for tidal flats area between Rocky Point boat launch and Old Orchard beach, as shown in area "C" in Attachment 1.**

- In 2002 the City of Port Moody acquired stewardship of the tidal flats from the Vancouver Port Authority The tidal flats encompass a 33 6 hectare (83 03 acres) area between Rocky Point boat launch north towards Old Orchard beach and effectively join the shoreline parks together into one large protected area The environmentally sensitive tidal flats are home to several species of marine creatures, birds, animals and fish, and several important salmon-bearing streams flow into the flats **The LUP identifies this area as "Port Water", but due to its environmental significance and sensitivity the City recommends a land use designation change to "Conservation".**

5. **Requesting incorporation of the watercourses identified in the Port Moody ESA Strategy (2003) and Map 17: Named Watercourses of the Port Moody DRAFT OCP (March 2014) and the inclusion of new policy to monitor development near where significant watercourses meet the tide of the Inlet, as shown in Attachment 2.**

- The City has a number of fish bearing watercourses that flow into Burrard Inlet These watercourses provide critical spawning and rearing habitat for a variety of species including coho, chum, chinook, and pink salmon, as well as rainbow and coastal cutthroat trout Fish populations are sensitive to land use changes within their watersheds Watercourses have been inventoried, mapped and assessed as part of the ESA Strategy completed in 2003 **As such, the City recommends that the Port incorporate the City of Port Moody's draft Official Community Plan, Map 17: Named Watercourses into their mapping system and establish policy that will monitor development near where significant watercourses meet the tide of the Inlet**

The City of Port Moody recommends that the above comments be considered by Port Metro Vancouver as part of the Phase 4 consultation and feedback

Yours truly,

M E (Mike) Clay, Mayor
City of Port Moody

Encl Attachment 1 Recommended Changes to Land Use Designations
Attachment 2 Map 17 Named Watercourses (City of Port Moody's DRAFT OCP)

Recommended Changes to Land Use Designations

OFFICIAL COMMUNITY PLAN

NAMED WATERCOURSES MAP 17

City of Port Moody
Report/Recommendation to Council

Date:	March 12, 2014	File No. 01-0430-45-2013
Submitted by:	Development Services – Planning	
Subject:	Port Metro Vancouver Land Use Plan Update	

Purpose
To provide feedback to Port Metro Vancouver on their updated Land Use Plan as part of Phase 4 consultations.

Background
The four-phase process to update Port Metro Vancouver's Land Use Plan (LUP) is coming to an end with Phase 4 consultations closing on April 13, 2014. The renewed LUP will provide a framework to guide the physical development of Port Metro Vancouver's lands and waters over the next 15 to 20 years. The new Plan includes updated land and water designation for areas within the Port's jurisdiction. These updated designations reflect the current and intended uses for each site under the Port's jurisdiction, as well as environmental and other factors specific to each site.

The Plan development and consultation process undertaken by Port Metro Vancouver is intended to: reflect current best practices; be aligned with the Port's mission and vision; and incorporate social, environmental and economic values critical to successful planning.

Phase 3 Consultation Summary
During the Phase 3 consultation with participating local governments, there was discussion on the collaboration and interface with municipal plans. A number of Phase 3 participants were concerned about the potential for competing or non-compatible land uses at the interface between neighbourhoods and port lands. In order to reduce or avoid land use conflicts, and the potential impacts land use uncertainty can have on business investment and development, participants requested that the Port's Land Use Plan take into consideration the guidance provided by neighbouring local government and First Nation plans.

Participants were concerned also about the region's ability to work together to protect the industrial land base and the potential for the Port to acquire new lands for port-related uses. Several municipal participants suggested the Regional Growth Strategy should guide where industrial development should happen. Others thought it did not do enough to protect industrial lands. In order to reduce potential conflicts between municipal and port land uses, it was suggested that the Port should develop guidelines that address building design, setbacks, landscaping and other factors to guide industrial development and address impacts on adjacent communities and natural areas.

Analysis

Phase 4 of the consultation process (February – April, 2014) includes further review and comment on the draft Land Use Plan dated December 2013 (**Attachment 1**). The land use designations in this plan version have been updated based on current uses and development patterns, expected growth, and input provided in earlier phases of consultation. **Attachment 2** is the Discussion Guide for the Final Phase of the Land Use Plan Update and Consultation.

Port Moody is located within the Port's Planning Area 1: Burrard Inlet/South Shore (**Attachment 3**). The LUP notes that within Area 1 there will be continued growth of port-related uses in all commodity sectors on the South Shore, particularly in container, dry bulk and liquid bulk, and industrial uses. Further intensification of port-related industrial uses on existing sites in Area 1 is likely. The LUP also notes that the close proximity of residential areas to port-related activities and conversion of former industrial lands to non-industrial uses in Area 1 creates the potential for conflicts between port-related and non-industrial uses.

At the July 23, 2013 Regular Meeting of Council, a number of motions were passed as part of the Phase 3 consultation on Port Metro Vancouver's draft LUP **(Attachment 4)**. These motions were forwarded to Port Metro Vancouver and included a number of comments/requested changes with respect to the goals, objectives and policy directions as well as the draft land use designations. The following changes have since been made to the Port's land use designations as a result of the site specific concerns outlined in the July 23, 2013 minutes:

- The public boat launch area at Rocky Point Park has been redesignated to "Recreation", from "Conservation". In addition to the City's site specific recommendation for redesignation of the area surrounding the boat launch and dock, the remainder of Rocky Point Park as well as Shoreline and Old Orchard Parks have also been redesignated from "Conservation" to "Recreation". The "Recreation" designation is consistent with the current use of these areas for public park and recreation areas.
- The "Conservation" area on the north side of the Inlet has been revised such that the water side now follows a natural boundary and has been expanded to include where Mossom Creek, a significant watercourse, meets the tide of the Inlet.

The above changes to the draft LUP land use designations are referenced in **Attachment 5.** Comments provided to the Port which were not considered as part of the updates to Land Use Plan include the following:

- The City has received indication from the owner of the Mill & Timber waterfront site that they will likely seek to redevelop this land under a different use within the lifetime of the Port's Land Use Plan. Accordingly, the City's current Official Community Plan update process proposes a redesignation of this site from General Industrial to Oceanfront District which contemplates the potential development of a mix of residential, commercial, marina, light industrial, institutional and public open spaces. The Port's draft land use designation for this site remains "Port Terminal", which is a primary shipping and transportation use. Staff recommended a redesignation of the Port's waters

surrounding this site to align with the expected future land use. The "Port Water" designation which is used adjacent to residential and commercial mixed use elsewhere in the Port's Plan was recommended. As part of the City's OCP update underway, transit-oriented development has been identified as a community goal. Mixed use redevelopment at this location is consistent with this goal given the site's location within 400-800m of one of the new Evergreen Line stations.

- The extent of the Port Terminal designation at the IOCO lands does not correspond with the upland future land use and zoning. The site is primarily designated General Industrial in the OCP and zoned M-1 Industrial in accordance with the GVRD Bylaw No. 511. However, the land adjacent the existing marina is designated Commercial Mixed Use and currently zoned C-2 Marina. Staff remains of the opinion that this most eastern portion of the IOCO lands should be redesignated to "Port Water" in recognition of the foreshore use and existing marina.

These areas are referenced as areas 'A' and 'B' as shown in **Attachment 6**. Staff recommends that the above comments be resubmitted to Port Metro Vancouver as part of the Phase 4 consultation and feedback.

The goals and objectives of the updated LUP are included as **Attachment 7**. The table included in the July report to Council and letter submitted to the Port has been updated, below, to include a fourth column that outlines the status of previous comments and recommended changes to goals, and objectives which could be submitted as feedback to the Port at this time.

No. & Page	Proposed Goal, Objective or Policy Direction	Port Moody Comments / Requested Changes for Phase 3	Port Moody Comments/ Requested Changes for Phase 4
Goal 4 (p 41)	Port activity and development is a positive contributor to local communities and First Nations.	Support a transparent and mutually beneficial relationship with the Port.	No changes were made to the Land Use Plan goal. Recommendation: **Resubmit comments to Port Metro Vancouver for consideration**
Goal 5 (p43)	Port Metro Vancouver is a leader in communications and engagement in support of the use and development of port lands and waters.	Support more and effective consultation and collaboration with stakeholders by the Port.	No changes were made to the Land Use Plan goal. Recommendation: **Resubmit comments to Port Metro Vancouver for consideration**
Policy Direction 3.1.4 (p 40)	Collaborate with environmental agencies, local governments, First Nations and stakeholders to monitor and protect critical terrestrial, marine and estuarine environments.	Support collaborative environmental protection initiatives.	No changes were made to the Land Use Plan policy direction. Recommendation: **Resubmit comments to Port Metro Vancouver for consideration**
Policy Direction 3.3.4 (p 40)	Pursue removal of derelict structures and vessels that pose a hazard to safety and/or the environment.	Support removal to eliminate pollution from certain anchored vessels.	No changes were made to the Land Use Plan policy direction. Recommendation: **Resubmit comments to Port Metro Vancouver for consideration**

Policy Direction 2.3.3 (p 39)	Collaborate with relevant authorities and agencies to strengthen established emergency and post-emergency response plans for incidents originating in the port or directly impacting port operations.	Requested changes: "Consult and collaborate with relevant authorities and agencies to ensure coordinated emergency and post-emergency response plans for incidents originating within the port's jurisdiction or directly impacting port operations are in place."	Changes were made to the policy direction as follows: "Collaborate with relevant authorities and agencies to ensure appropriate, coordinated emergency and post - emergency response plans are in place and regularly reviewed for incidents originating in the port or directly impacting port operations."
Policy Direction 4.3.4 (p 42)	Consider applicable plans of municipalities, First Nations and other agencies when developing Port plans and strategies.	Vague policy statement and does not effectively support the stated goals and objectives. Suggest that it be amended to: "Consult with municipalities, First Nations and other agencies on their land use plans and relevant policies when developing Port plans and strategies".	Changes were made to the policy direction as follows: "Engage with local governments, First Nations and other land use authorities, as appropriate, when developing and updating Port Land Use Plans."
Policy Direction 4.2.3 (p 42)	Manage private recreational dock development in a manner that protects the environment and supports the public use and enjoyment of foreshore and intertidal areas accessible within their communities	Request changes: "Manage private and public recreational dock development in a manner that protects the environment and supports the public use, safety and enjoyment of foreshore and intertidal areas accessible within their communities."	Changes were made to the policy direction as follows: "Manage recreational dock development in a manner that protects the environment and supports the public use and enjoyment of foreshore and intertidal areas accessible within their communities."

In addition to the above recommendations, the following land use designation changes could be considered by Council as additional feedback to the Port:

1) In 2002 the City of Port Moody acquired stewardship of the tidal flats from the Vancouver Port Authority. The tidal flats encompass a 33.6 hectare (83.03 acres) area between Rocky Point boat launch north towards Old Orchard beach and effectively join the shoreline parks together into one large protected area. The environmentally sensitive tidal flats are home to several species of marine creatures, birds, animals and fish, and several important salmon-bearing streams flow into the flats. The LUP identifies this area as "Port Water", but due to its environmental significance and sensitivity staff recommends a land use designation change to "Conservation". This area is referenced as area 'C' as shown in **Attachment 6**.

2) The City has a number of fish bearing watercourses that flow into the mouth of the Burrard Inlet. These watercourses provide critical spawning and rearing habitat for a variety of species including coho, chum, chinook, and pink salmon, as well as rainbow and coastal cutthroat trout. Fish populations are sensitive to land use changes within their watersheds. Watercourses have been inventoried, mapped and assessed as part of the ESA Strategy completed in 2003. As such, staff recommends that the Port incorporate the City of Port Moody's draft Official Community Plan, Map 17: Named

Watercourses (**Attachment 8**) into their mapping system and establish policy that will monitor development near where significant watercourses meet the tide of the Inlet.

Concluding Comments:
As part of the Phase 4 LUP update process, staff recommends resubmitting all comments which were not considered during the Phase 3 consultation process as well as new comments as identified within this report.

These include:

1. Resubmitting the policy related comments not addressed as part of the latest draft LUP (Goal 4, Goal 5, Policy Direction 3.1.4, Policy Direction 3.3.4)
2. Requesting a land use designation change from "Port Terminal" to "Port Water" for the waters surrounding the Mill and Timber site.
3. Requesting a land use designation change from "Port Terminal" to "Port Water" for the water side of the C-2 zoned IOCO lands.
4. Requesting a land use designation change from "Port Water" to "Conservation" for tidal flats area between Rocky Point boat launch and Old Orchard beach.
5. Requesting incorporation of the watercourses identified in the Port Moody ESA Strategy (2003) and Map 17: Named Watercourses of the Port Moody DRAFT OCP (March 2014) and the inclusion of new policy to monitor development near where significant watercourses meet the tide of the Inlet.

Attachments:

1. Land Use Plan (Draft, December 2013)
2. Discussion Guide: February – April 2014 (LUP, Final Phase Consultation)
3. LUP Regional Planning Areas & Planning Area 1
4. Council minutes from the July 23, 2013 Regular Meeting regarding Phase 3 consultation on the Port Metro Vancouver Land Use Plan
5. Recent Changes to Land Use Designations in draft LUP
6. Recommended Changes to Land Use Designations
7. Land Use Plan Goals and Objectives
8. Map 17: Named Watercourses (City of Port Moody's draft Official Community Plan)

Communications

The engagement feedback informed the development of the full draft of the Land Use Plan, which was released in February, 2014 for consultation with stakeholders, customers, tenants, First Nations, and the public, and in alignment with the *Canadian Marine Act.* Engagement on the Plan has been available through workshops, webinars, an online interactive map, and a feedback form.

Budgetary Impact

There are no budget implications relating to this report.

Council Strategic Plan Objectives

This is a Port Metro Vancouver initiative and as such is not relevant to the Council Strategic Plan.

Sustainability Implications

The Land Use Plan Policy Direction for pursuing the removal of derelict structures and vessels that pose a hazard to safety and/or the environment, once implemented, would have a positive effect on reducing pollutants discharged into the local marine environment.

Policy Implications

There are no direct policy implications relating to this report. With this said, the proposed Port land use designation for the Mill & Timber site and the easternmost portion of the IOCO site remains inconsistent with the City's draft OCP land use designations.

Alternatives

THAT Council provide additional comments to be forwarded to Port Metro Vancouver.

Recommendations

THAT a letter be sent from the Mayor to Port Metro Vancouver including the comments and recommended changes to Port Metro Vancouver's draft Land Use Plan as outlined in the Development Services report dated March 12, 2014 as part of the Phase 4 consultation.

Report/Recommendation to Council
Port Metro Vancouver Land Use Plan Update
March 12, 2014

Prepared by:	**Approved for Submission to Council:**
Alanna McDonagh Planner	For Kevin Ramsay City Manager

Approvals

Supervisor *(initials)*: MDP
Mary De Paoli, MCIP RPP

Department Head *(initials)*:
Tim Savoie, MCIP RPP

Corporate Review	**Initials**
Corporate Services (Human Resources, Information Services, Legislative Services)	
Corporate Communications	
Financial Services	
Community Services (Cultural Services, Facilities, Recreation)	
Engineering and Parks Services (Engineering, Parks, Operations)	
Fire Rescue	
Library	
Development Services (Planning, Building, Bylaws & Licencing)	
Sustainability	
Police	

Council Agenda Information

Regular Council Meeting Date: March 25, 2014

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Attachment 6.8
ATTACHMENT 4

City of Port Moody

Minutes

Regular Meeting of Council

Council Chambers
Tuesday, July 23, 2013
at 7:12 pm

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6. New Business

Port Metro Vancouver Land Use Plan

6.1 Report: Development Services Department, Planning Division dated July 4, 2013
File: 0430-45-2013

Councillor D. Dilworth indicated a potential Conflict of Interest with this item due to her employment with a stakeholder and withdrew from the meeting at 8:36 pm.

Moved, seconded and DEFEATED
THAT the City of Port Moody request wording be added to section 2.3 of the Land Use Plan to reaffirm that shipping dangerous goods through highly populated areas should be avoided.
Voting against: Councillors Nuttall, Small and Mayor Clay

Moved, seconded and CARRIED
THAT the City of Port Moody request that wording be added to Goal 2.3 of the Land Use Plan that the Port will work with rail carriers to ensure stringent safety processes are in place when shipping dangerous goods through highly populated areas.

Moved, seconded and CARRIED
THAT comments on the goals, objectives and policy directions in the Port Metro Vancouver's draft Land Use Plan as outlined in the table on page 2 of the Development Services report dated July 4, 2013 be submitted as feedback to Port Metro Vancouver as part of the Phase 3 consultation.

Moved, seconded
THAT comments on the draft land and water use designations in the Port Metro Vancouver's draft Land Use Plan as outlined on page 4 in the July 4, 2013 report from Development Services be submitted as feedback to Port Metro Vancouver as follows:

1) **The City has received indication from the owner of the Mill & Timber waterfront site that they will likely seek to redevelop this land under a different use within the lifetime of the Port's Land Use Plan. Accordingly, the City's current Official Community Plan update process proposes a redesignation of this site from General Industrial to Oceanfront District which contemplates the development of a mix of residential, commercial, marina, light industrial, institutional and public open spaces with low to mid rise forms not to exceed 28 storeys. The Port's draft land use designation for this site is "Port Terminal", which is a primary shipping and transportation use. Staff recommends a redesignation of the Port's waters surrounding this site to align with the expected future land use. The "Port Water" designation which is used adjacent to residential and commercial mixed use elsewhere in the Port's Plan is recommended. The City is supportive of rezoning to create transit-oriented development at this location given that it is within a 400m walking distance from one of the new Evergreen Line stations. Attachment B provides a sketch of the subject location where the change would be requested, shown as area 'A'.**

2) **The public boat launch area at Rocky Point Park should be designated as "Recreation", which is consistent with the existing primary use, whereas the draft currently designates it as "Conservation". "Public recreation areas" is listed as a conditional use under the "Conservation" designation; however, this refers to activities that may be permitted subject to specific regulations and/or on an interim or temporary basis. A "Conservation" designation could prevent any potential future expansion of the boat launch in order to separate uses for the safety and enjoyment of all users. The remainder of the park, however, is compatible with the "Conservation" designation.**

<u>Attachment B</u> illustrates the subject area intended for redesignation, shown as area 'B'.

3) **The extent of the Port Terminal designation at the IOCO lands does not correspond with the upland future land use and zoning. The site is primarily designated General Industrial in the OCP and zoned M-1 Industrial in accordance with the GVRD Bylaw No. 511. However, the land adjacent the existing marina is designated Commercial Mixed Use and currently zoned C-2 Marina. Staff is of the opinion that this most eastern portion of the IOCO lands should be redesignated to "Port Water" in recognition of the foreshore use and existing marina. <u>Attachment C</u> shows the subject area labelled as area 'C'.**
4) **The "Conservation" area at the head of the Inlet could be revised such that the water side extent follows a natural boundary, such as the low water mark or on the recommendation of a qualified environmental professional, DFO or MOE. This portion of the Inlet is not navigable and is a highly sensitive estuarine environment so designation as "Port Water" is not feasible. Staff further recommends supporting expansion of the Conservation designation to areas where significant watercourses, such as Mossom Creek, meet the tide of the Inlet. Alluvial deposits visible on air photos indicate these locations which are significant habitat for fish and wildlife.**

Moved, seconded and CARRIED
THAT clause 1 of the foregoing motion be amended by deleting "not to exceed 28 storeys".

Moved, seconded and CARRIED
THAT clause 1 be further amended by deleting "with low to mid rise forms" such that the sentence reads:
"Accordingly, the City's current Official Community Plan update process proposes a redesignation of this site from General Industrial to Oceanfront District which contemplates the development of a mix of residential, commercial, marina, light industrial, institutional and public open spaces."
Voting against: Councillors Glumac and Royer.

The question on the motion, as amended, was then put and CARRIED.

At 9:01 pm Councillor Dilworth rejoined the meeting.

Recent Changes to Land Use Designations in draft LUP

Recommended Changes to Land Use Designations

MAP 17: NAMED WATERCOURSES

City of Richmond

6911 No. 3 Road,
Richmond, BC V6Y 2C1
www.richmond.ca

March 31, 2014
File: 01-0140-20-PMVA1/2014-Vol 01

Finance and Corporate Services Department
City Clerk's Office
Telephone: 604-276-4007
Fax: 604-278-5139

Craig Neeser
Chair, Port Metro Vancouver Board
100 The Pointe,
999 Canada Place
Vancouver, BC V6C 3T4

Dear Mr. Neeser:

Re: Proposed 2013 Port Metro Vancouver Land Use Plan

This is to advise that Richmond City Council at its Regular Council meeting held on Monday, March 24, 2014, considered the above matter and adopted the following resolution:

(1) ***That Council advise Port Metro Vancouver that it is providing only conditional support for the proposed 2013 Port Metro Vancouver Land Use Plan and requests that the Plan be revised to state that the Port will not use or expand on agricultural land, and the "Special Study Area" designations in Richmond be deleted and replaced with an "Agricultural" designation, before it is presented to the Port Metro Vancouver Board of Directors for approval; and***

(2) ***That the Minister of Transport Canada, the BC Minister of Agriculture, the BC Ministry of Transportation and Infrastructure, the Chair of the BC Agricultural Land Commission, the Metro Vancouver Board, all Metro Vancouver municipalities, Richmond MPs, and the Metro Vancouver representative to the Port Metro Vancouver Board be advised of the above recommendation.***

If you have any questions in regards to this matter, please contact Terry Crowe, Manager, Policy Planning at 604.276.4139.

Yours truly,

Michelle Jansson
Acting Director, City Clerk's Office

4194002

pc: Honourable Lisa Raitt, Minister of Transport, Government of Canada
Honourable Alice Wong, Member of Parliament, Richmond and Minister of State for Seniors
Honourable Kerry-Lynne Findlay, Member of Parliament, Delta/Richmond East
Honourable Pat Pimm, Minister of Agriculture, Province of BC
Honourable Todd Stone, Minister of Transportation and Infrastructure, Province of BC
Richard Bullock, Chair, Agricultural Land Commission
Metro Vancouver Board
Penny Priddy, Metro Vancouver representative to the Port Metro Vancouver Board
Terry Crowe, Manager, Policy Planning

City of Richmond

Report to Committee

Planning and Development Department

To:	Planning Committee	**Date:**	March 12, 2014
From:	Joe Erceg, General Manager Planning and Development	**File:**	01-0140-20- PMVA1/2014-Vol 01
Re:	**Richmond Response: Proposed 2013 Port Metro Vancouver Land Use Plan**		

Staff Recommendation

That:

(1) Council advise Port Metro Vancouver that it is providing only conditional support for the proposed 2013 Port Metro Vancouver Land Use Plan and requests that the Plan be revised to state that the Port will not use or expand on agricultural land, and the "Special Study Area" designations in Richmond be deleted and replaced with an "Agricultural" designation, before it is presented to the Port Metro Vancouver Board of Directors for approval; and

(2) the Minister of Transport Canada, the BC Minister of Agriculture, BC Ministry of Transportation and Infrastructure, the Chair of the BC Agricultural Land Commission, the Metro Vancouver Board and all Metro Vancouver municipalities be advised of the above recommendation.

Joe Erceg, General Manager,
Planning and Development

JE:jh
Att. 4

REPORT CONCURRENCE		
ROUTED TO:	**CONCURRENCE**	**CONCURRENCE OF GENERAL MANAGER**
Transportation Corporate Planning Environmental & Sustainability	☑ ☑ ☑	
REVIEWED BY STAFF REPORT / AGENDA REVIEW SUBCOMMITTEE	**INITIALS:**	**APPROVED BY CAO**

Staff Report

Origin

The purpose of this report is to provide comments on Port Metro Vancouver's proposed final 2013 Land Use Plan (Attachment 1) by Port Metro Vancouver's mid April 2014 deadline.

2011 – 2014 Council Term Goals
The report addresses the following 2011 - 2014 Council Term Goal #7, Managing Growth and Development.

Background

Port Metro Vancouver Planning Process
Since 2008, Port Metro Vancouver's (PMV) existing Land Use Plan (Plan) has been a collection of the land use plans of the former Vancouver Port Authority, North Fraser Port Authority and the Fraser Port Authority. In early 2012, PMV started a planning process to create one unified Plan for all lands and water in its jurisdiction.

Richmond's City Council and staff have participated in the PMV planning process from the beginning. The City has repeatedly requested PMV to not expand on or use agricultural land (e.g., ALR), as the protection of farmland is a Council priority (e.g., agricultural land is scarce, cannot be replaced, is essential to City sustainability, food security and many residents' livelihood and employment). As an alternative, the City has advised PMV to use Metro Vancouver Regional Growth Strategy and Richmond 2041 OCP designated Industrial and Mixed Employment areas for its expansion needs, as this approach would avoid farmland and complement the City's employment land uses and services.

In mid 2013, PMV released the first draft of its Land Use Plan (Attachment 1). In response, on July 22, 2013, Council advised PMV that the City continues to strongly object to any Port use of agricultural lands. As recently as February 17, 2014, at the Richmond General Purposes Committee meeting, PMV indicated that it has no plans to develop Agricultural Land Reserve (ALR) lands owned by the Port and that the Port's use of those lands would be contingent on the preservation and best use of industrial lands (Attachment 2). As these PMV statements provide no assurance that the PMV will not use ALR land, staff recommend that Council continue to request PMV to state, in its proposed Plan, that it will not use ALR land for Port uses.

Context
A key priority for Port Metro Vancouver is to ensure that it has an adequate supply of industrial land in the Metro Vancouver region to meet its long term trade requirements. According to the proposed Plan, PMV's current inventory of market ready industrial lands is sufficient to meet port demand for only about 10 years. PMV has stated that it needs an additional 809 hectares (2,000 acres) (approx.) to meet its long term needs. The problem is that PMV has not stated where in the Metro Vancouver region it will expand its holdings, or if it will expand in Richmond.

Analysis

Proposed Port Metro Vancouver Land Use Plan Goals and Objectives
A staff team involving Policy Planning, Transportation and Community Sustainability have reviewed the proposed Plan from a land use, transportation, and environmental perspective. The proposed Plan provides a framework for the growth and development of Port lands and waters over the next 15-20 years. The Plan recognizes that PMV is a major economic generator both locally and regionally, and the City recognizes the Port's contribution to achieving the City's 2041 OCP Vision for a Resilient Economy.

A summary of the proposed Land Use Plan's goals, objectives and relevant policies is listed below along with staff comments.

Goal 1:
Port Metro Vancouver manages port growth and activity in support of Canada's trade while preparing for anticipated transitions in the global economy.

Objectives for Goal 1:
1.1 Protect the industrial land base to support port and related activities into the future.
1.2 Optimize the use of existing port lands and waters.
1.3 Ensure the availability of a land base within the region that is sufficient to support future port and port-related activities.
Policy – 1.3.1 Consider acquisition of sites to protect their availability for future port use, giving priority to lands that demonstrate ready access to shipping and/or transportation networks and close proximity to existing Port Metro Vancouver holdings.
1.4 Lead the port community in anticipating and responding to economic trends and opportunities that will affect the growth, development and competitiveness of the Port.

Staff Comments on Goal 1:
There is no evidence that the Port has taken into account the protection of agricultural land. The proposed Plan does not contain any policies which commit the Port to avoid expanding on or using agricultural land for Port operations. Of particular concern is Policy 1.3.1 which states "*Consider acquisition of sites to protect their availability for future port use, giving priority to lands that demonstrate ready access to shipping and/or transportation networks and close proximity to existing Port Metro Vancouver holdings.*" While staff support the Port's acquisition of non-agricultural land such as the 26.6-hectare (65.6-acre) Fraser Wharves site in March 2013, the proposed Plan should be revised to make a clear statement that PMV will not use or acquire agricultural land.

Goal 2:
Port Metro Vancouver is a leader in ensuring the safe and efficient movement of port-related cargo, traffic and passengers throughout the region.

Objectives for Goal 2:

2.1 Improve operational efficiencies of transportation modes serving the Port.

2.2 Preserve, maintain and improve transportation corridors and infrastructure critical to moving goods and passengers to and through the Port.

2.3 Ensure the safe and secure movement of goods and passengers through the Port.

Staff Comments on Goal 2:

Staff advise that this transportation goal complements the City's 2041 OCP policies and is consistent with the recommendations made in the City's February 28, 2013 letter to the Port (e.g., the need to plan for the timely implementation of any future road improvements needed to accommodate the traffic growth). City staff will be working closely with the Port on a number of initiatives including the Robert Banks Terminal 2 Project and the Massey Tunnel replacement. The Port is also pursuing a transportation study of its Richmond properties in 2014 and the City is a key stakeholder to identify priorities. Staff will update Council of progress regarding these studies, as necessary.

Goal 3:

Port Metro Vancouver is a global leader among ports in the environmental stewardship of the lands and waters it manages.

Objectives for Goal 3:

3.1 Contribute to the overall ecological health of the region by reducing impacts from port activity and protecting, sustaining and enhancing ecosystems.

3.2 Reduce air emissions, including greenhouse gas intensity, and promote energy conservation in port operations and developments.

3.3 Improve land and water quality within the Port.

3.4 Promote sustainable practices in design and construction, operations and administration in the Port.

Staff Comments on Goal 3:

Staff advise that this environmental stewardship goal complements the City's 2041 OCP policies and related initiatives. City staff have been working with PMV on environmental initiatives, mainly related to Objective 3.1 that are part of PMV's Habitat Banking program (e.g., Shady Island, Sturgeon Banks, and McDonald Park). Staff will continue to liaise with PMV on environmental issues that pertain to the City and update Council, as necessary.

Goal 4:

Port activity and development is a positive contributor to local communities and First Nations.

Objectives for Goal 4:

4.1 Generate sustainable local and national economic benefits through the use and development of port lands and waters.

4.2 Ensure public recreational opportunities and waterfront access are provided within the Port in a manner compatible with port activities and the protection of fish and wildlife.

4.3 Seek to minimize the impacts from port operations and development on local communities and First Nations.

Staff Comments on Goal 4:
Staff advise that, while this positive contributor goal complements the City's 2041 OCP policies, it should be revised to indicate that the Port will not use agricultural land for Port purposes. This approach would better ensure sustainable benefits and minimal impacts for Richmond from Port operations.

Goal 5:
Port Metro Vancouver is a leader in communication and engagement in support of the use and development of port lands and waters.

Objectives:
5.1 Provide a relevant range of opportunities for communication, consultation and engagement that reflects the scale, scope, impacts and community interest in the use and development of port lands and waters.

Staff Comments on Goal 5:
Staff advise that the above communication and engagement goal complements the 2041 OCP policies. However, while the Port provided a range of communication opportunities during the preparation of the proposed Plan, it does not reflect Richmond's request that the Port not use agricultural land for Port purposes.

Port Metro Vancouver Land and Water Designations
The PMV Plan land and water use designations are divided into seven planning areas based on geography and port-related activities. There are eight land and water designations, each having a specific intent and list of associated uses. Richmond is largely in PMV's Planning Area 7: Fraser River – North, South and Middle Arm area, with the south eastern most part of Richmond in Planning Area 5: Fraser River – Central. Port properties are designated as, either "Port Terminal", "Industrial", "Commercial", "Recreation", "Conservation", or "Special Study Area" areas. With the exception of the "Special Study Area" designation, the proposed Plan's designations are consistent with the 2041 OCP land use designations.

The proposed Plan has designated four properties in the City as "Special Study Area", which is defined as areas that require further study, consultation and planning to determine their future use through a Land Use Plan amendment. The four properties total 97.2 ha (240 acres) in size, are all located within the ALR, designated "Agriculture" in the 2041 OCP and zoned AG1 Agriculture. Attachment 3 indicates the location of these properties and Table 1 below provides a summary of these properties:

Table 1: Summary of Properties Designated "Special Study Area"

No.	Address	Size	Current Land Use
1	17740 River Road	3.05 ha (7.53 acres)	Agriculture (Organic Eggs)
2	6940 No 7 Road	1.88 ha (4.64 acres)	Agriculture (Nursery)
3	6131 No 8 Road	52.67 ha (130.14 acres)	Agriculture
4	6220 No 8 Road	39.62 ha (97.91 acres)	Agriculture

The Plan indicates that the current use of designated "Special Study Area" areas will remain unchanged, until further consultation and analysis can be completed. The review is to include consultation with affected communities, governments, agencies and stakeholders, prior to amending the PMV Land Use Plan. Although the proposed Plan indicates that land in the "Special Study Area" sites can only allow existing uses, (until the review is completed), staff advise that this does not provide any assurance that the Port will not use them for Port purposes in the future.

City staff recommend that the Port be requested to make a stronger commitment to utilizing existing Port lands more efficiently and that, if expansion is needed, it should only be on non agricultural properties throughout the Metro Vancouver region. As well, staff recommend that the "Special Study Area" designations in Richmond be deleted and replaced with an "Agricultural" designation, before the Plan is presented to the Port Metro Vancouver Board of Directors for approval.

Metro Vancouver Region Implications

While PMV has not indicated where it will expand in the Metro Vancouver Region, there are non agricultural lands in the Region which the Port could use for its expansion activities (e.g., possibly along Port Moody's waterfront, along the South Arm of the Fraser River). With these opportunities, staff do not consider it acceptable for the Port to use agricultural lands.

To better protect Richmond and Metro Vancouver employment lands (e.g., industrial, mixed employment) and to encourage the Port not to use farmland, City staff are participating with Metro Vancouver staff who are leading a number of regional employment land studies including: updating 2010 Metro Vancouver's Industrial Land Inventory, reviewing the Industrial Land Re-Development and Intensification - Constraints and Solutions Study (with Stantec Ltd; Site Economics), and reviewing Metro Vancouver's Industrial Land Protection and Intensification – Policy Paper which integrates related Metro Vancouver studies completed since 2011. These studies are aimed at enabling all parties to better manage and protect employment and agricultural lands. Staff will continue to update Council as these studies are brought forward.

Options

The following options are presented for consideration:

- Option 1 (Recommended): Council advise Port Metro Vancouver that it is providing only conditional support for the proposed 2013 Port Metro Vancouver Land Use Plan and requests that the Plan be revised to state that the Port will not use or expand on agricultural land, and the "Special Study Area" designations in Richmond be deleted and replaced with an "Agricultural" designation, before it is presented to the PMV Board of Directors for approval. This Option also recommends that the Minister of Transport Canada, the BC Minister of Agriculture, BC Ministry of Transportation and Infrastructure, the Chair of the BC Agricultural Land Commission, the Metro Vancouver Board and all Metro Vancouver municipalities be advised of Council's decision.

- Option 2: This Option involves not supporting the proposed PMV Land Use Plan in its entirety, until it has been revised to state that the Port will not use or expand on agricultural land and the "Special Study Area" designations in Richmond be deleted and replaced with an "Agricultural" designation, before it is presented to the Port Metro Vancouver Board of Directors for approval. This Option is identified as the protection of agricultural land is important to the City and, as the Port has not indicated that it will avoid expanding on agricultural land, many of the proposed Plan policies are questionable (e.g., the densification of existing Port industrial lands, transportation, servicing, infrastructure, environmental management). As in Option 1, Option 2 includes advising the Minister of Transport Canada, the BC Minister of Agriculture, BC Ministry of Transportation and Infrastructure, the Chair of the BC Agricultural Land Commission, the Metro Vancouver Board and all Metro Vancouver municipalities of Council's decision.

Financial Impact

None

Conclusion

Staff have reviewed Port Metro Vancouver's proposed 2013 Land Use Plan and find that, after repeated Richmond requests, the proposed Plan does not protect agricultural land from Port expansion or operations. This is the final opportunity for the City to request the Port not to use agricultural land, before the Plan is adopted by the PMV Board of Directors. To take advantage of this opportunity, staff propose 2 options and recommend Option 1 which advises the PMV Board that Council is providing only conditional support for the proposed 2013 Port Metro Vancouver Land Use Plan and requests that the Plan be revised to state that the Port will not use or expand on agricultural land, and the "Special Study Area" designations in Richmond be deleted and replaced with an "Agricultural" designation, before it is presented to the Port Metro Vancouver Board of Directors for approval.

John Hopkins
Senior Planner
(604-276-4279)

Terry Crowe
Manager, Policy Planning
(604-276-4139)

JH:cas

Att. 1 – Port Metro Vancouver Land Use Plan (Draft December 2013)
Att. 2 – Excerpt from February 17, 2014 General Purposes Committee Minutes
Att. 3 – Map of Properties Designated "Special Study Area"

ATTACHMENT 2

City of Richmond

Minutes

General Purposes Committee

Date: Monday, February 17, 2014

Place: Anderson Room
Richmond City Hall

Present: Mayor Malcolm D. Brodie, Chair
Councillor Chak Au
Councillor Linda Barnes
Councillor Derek Dang
Councillor Evelina Halsey-Brandt
Councillor Ken Johnston
Councillor Bill McNulty
Councillor Linda McPhail
Councillor Harold Steves

Call to Order: The Chair called the meeting to order at 4:00 p.m.

MINUTES

It was moved and seconded
That the minutes of the meeting of the General Purposes Committee held on Monday, February 3, 2014, be adopted as circulated.

CARRIED

DELEGATION

1. With the aid of a visual presentation (attached to and forming part of these minutes as **Schedule 1**) Robin Silvester, President and Chief Executive Officer, and Tom Corsie, Vice President, Real Estate, Port Metro Vancouver, provided an overview of the Port's activities and projects, as they relate to the City of Richmond.

   In response to queries from Committee, Mr. Silvester and Mr. Corsie provided the following additional information:

- for the past four years, docked cruise ships have been using shore power – a land-based electrical grid;
- the Port is actively moving forward with bringing shore power to container ships; however, the lack of international standards has delayed the process;
- the Port is undertaking a preliminary study related to Sturgeon Banks and the issues surrounding the degradation of vegetation;
- the Port anticipates an annual container growth of approximately five per cent;
- there are no current plans to develop Agricultural Land Reserve (ALR) lands in the Port's land inventory;
- the Port's use of the ALR lands would be contingent on the preservation and best use of industrial lands;
- the Fraser River Improvement Project is a multi-year program for the proper removal and disposal of derelict vessels or structures;
- the Port is actively monitoring the condition of vessels in the Fraser River, in an effort to keep owners accountable for their vessel should the vessel become derelict in the future;
- the Port will provide Council a copy of the list of derelict vessels or structures found within Richmond;
- issues at Finn's Slough were not included as part of the concerns raised regarding squatters on Sea Island;
- the recent incident where a vessel ran aground along Richmond's coast is being investigated by the Transportation Safety Board of Canada;
- approximately 85 per cent of imports leave Deltaport by rail;
- Phase 1 of the Container Capacity Improvement Program, including nine railway crossing projects, is underway, and it is anticipated to be complete in the fall of 2014;
- the Port, in partnership with the City, has directed its efforts in the widening of Westminster Highway and Nelson Road; however, widening of Blundell Road may occur in the future;
- the funding model between local, provincial, and federal governments utilized for the Highway 91/Nelson Road Interchange has worked well and, as such, a similar funding model may be considered for future works, such as the widening of Blundell Road;

- as per the Port's Land Acquisition Strategy, the Port considers factors, such as the cost, the size of the parcel, its access to both water and land, and its suitability for development, when analyzing potential parcels for acquisition;
- the Vancouver Airport Fuel Delivery Project was approved based on the following conditions: (i) the preparation of a Fire Safety Plan, and (ii) the installation of a complete emergency system at the plant;
- the Port welcomes opportunities to work with the City on safety related concerns;
- approximately half of the fleet servicing the Port have been equipped with Global Positioning System devices, which assist the Port with tracking the fleet and collecting information on routes used; and
- the Port has worked diligently to examine extending the operating hours for all port activities in an effort to minimize impacts to traffic flow during peak periods.

It was moved and seconded
That the verbal presentation on Port Metro Vancouver activities and projects related to the City of Richmond be received for information.

CARRIED

FINANCE AND CORPORATE SERVICES DEPARTMENT

2. **PLAZA PREMIUM LOUNGE BC LTD., DOING BUSINESS AS DISTINGUISHED VISITOR LOUNGE, VANCOUVER INTERNATIONAL AIRPORT – INTERNATIONAL & US ARRIVALS**
(File Ref. No. 12-8275-30-001/2014) (REDMS No. 4132679)

It was moved and seconded
That the application by Plaza Premium Lounge Ltd., doing business as Distinguished Visitor Lounge, for a Liquor Primary Licence at 3211 Grant McConachie Way, in order to offer full liquor service be supported and that a letter be sent to the Liquor Control and Licensing Branch advising that:

(1) Council recommends the issuance of the proposed licence based on the lack of community responses received and that the operation will not have a significant negative impact on the community;

(2) Council's comments on the prescribed criteria (set out in Section 10(3) of the Liquor Control and Licencing Act Regulations) are as follows;

(a) the location of the establishment is zoned Airport District and since the property is under Federal jurisdiction, the City does

ATTACHMENT 3

City of Richmond

Port Metro Vancouver Special Study Areas

Original Date: 02/28/14

Revision Date: 00/00/00

Note: Dimensions are in METRES

TransLink
400 - 287 Nelson's Court
New Westminster, BC V5H 4N2
Canada
Tel 778.375.7500
translink.ca

South Coast British Columbia
Transportation Authority

April 11, 2014

Mr. Yeomans
100 The Pointe,
999 Canada Place
Vancouver, B.C.
V6C 3T4

Dear Mr. Yeomans,

RE: Port Metro Vancouver Land Use Plan Update

We appreciate the opportunity to review Port Metro Vancouver's Land Use Plan Update – Phase 4 consultation materials. We have reviewed these materials within the context of our legislative mandate in the South Coast British Columbia Transportation Act to manage and operate the regional transportation system and in light of our Regional Transportation Strategy (RTS) Strategic Framework.

In August of 2013, TransLink had the opportunity to provide comments during Phase 3 consultation and noted that there are a number of areas of commonality with the Strategic Framework, including emphasis on partnership and collaboration and support for a strong goods movement network. While TransLink supports efforts to ensure capacity for efficient goods movement, we are pleased to see that the Port has included language in Policy Direction 2.2.3 to equally emphasize the role of effective network management in balancing the needs of different users, consistent with the RTS.

Similarly, we reiterate our strong support of Policy Direction 2.2.5 and 2.2.6 regarding transit and TDM and increasing the regional options for walking, cycling and transit to promote efficient goods movement throughout the region. We also support the revisions made to these policies to include consideration of the full range of access options including walking and cycling in serving the commute needs of port workers, given the challenges discussed in our Phase 3 letter, of directly serving with transit those destinations that are not "on the way", such as port lands.

It is our understanding that the Port Terminal and Industrial land use designations on the Burrard Inlet/ South Shore and Burrard Inlet/North Shore planning areas will allow for continued transit operations.

TransLink would like to again acknowledge Port Metro Vancouver's major economic role regionally and nationally, and praise the collaboration and consultation effort with stakeholders through this process in strengthening regional planning coordination.

We welcome opportunities to work closely together on planning efforts in the future and look forward to continue dialogue about how best to achieve shared transportation-related objectives. Please feel free to contact Joanna Brownell at 778-375-7863 should you have any questions or wish to discuss further.

Sincerely,

Sarah Ross
Senior Manager, System Planning

cc: Brian Mills, Director, System Planning & Research

April 9, 2014

Ms. Cari St.Pierre
Planning and Development
Port Metro Vancouver
100 The Pointe
999 Canada Place
Vancouver, BC
V6C 3T4

Dear Ms. St.Pierre:

RE: PMV Land Use Plan Stakeholder Feedback

Please accept our comments to this round of consultation related to Port Metro Vancouver's Draft Land Use Plan. Staff have reviewed the Port Metro Vancouver's Draft Land Use Plan and Discussion Guide. The revised Goals, Objectives and Policy Directions are generally consistent with the goals of the City of Vancouver and are aligned with many City Policies including the Regional Context Statement, Industrial Lands Policies, Transportation Plan and the Greenest City Action Plan.

Outlined below are areas of the Plan and the Discussion Guide that we would like to have clarified and/or be considered for amendments:

1. A key objective of the Vancouver Greenest City Action Plan (GCAP) is to reduce Vancouver's dependence on fossil fuels for heating buildings. Fundamental to the success of the GCAP is the low-carbon conversion of the Central Heat Ltd. steam system, which serves more than 200 buildings in the downtown area. A study co-funded by the City and Port Metro Vancouver has indicated that there would be benefits to siting a low-carbon conversion project on Port Metro Vancouver lands, which could potentially serve Central Heat and major Port process steam users (e.g. Westcoast Reductions, Rogers Sugar). Because the conversion project would require a significant amount of bio-fuel delivery, it would strongly benefit from barge access.

   In order to align with the aforementioned project, please consider expanding the Plan's Appendix B: Implementation Measures, Goal 4 (page 78) to include positive contributions to local communities and First Nations *to include initiatives that provide GHG or other environmental benefits.*

2. Plan Context - Terminal Development (page 28): The Plan includes reference to increasing capacity for handling coal. As per our previous comments, please be aware that on July 9, 2013, Council passed the following Zoning and Development By-law amendments (By-Law No. 3575) with regards to prohibiting the handling, storage and trans-shipment of coal at Marine Terminals and Berths:

   "Section 10.38 Marine Terminal or Berth

   10.38.1 A marine terminal or berth must not be used for the bulk storage and handling and trans-shipment of coal."

3. Ballantyne Pier: We recognize that Ballantyne Pier and the surrounding areas are designated as Port Terminal. Given this designation, we are interested in better understanding the future plans for this Pier and / or the process moving forward if the Pier were to change from its current use (cruise terminal). At the time PMV undertakes to evaluate options for repurposing Ballantyne Pier, the City would appreciate the opportunity to be actively involved in this decision-making process.

4. Planning Area 1: Burrard Inlet/South Shore (page 47): Consistent with our previous comments in the Phase 3, the City's interests in this area include:

   - Accommodating better community access to the water and specifically improved access and linkages from the Gastown area to Crab Park across the rail on the western edge of the park.

   - Ensuring the area designated as the Special Study Area is important for future pedestrian and bike connectivity to the Waterfront Station and associated uses and transit facilities.

   - Including First Nation interests in a possible Salish Sea Civilization heritage center in the vicinity of Crab Park (Portside Park) and/or on a portion of the area next to Crab Park.

   - Meeting the long-term goal of creating a public recreation area (with community access to the Burrard Inlet). The general area of consideration for this park/recreation area to the west of New Brighton Park, between Victoria Drive and North Nanaimo Street in the Grandview-Woodland local area.

   To align with the City's potential vision for the area, please consider amending the conditional uses for areas designated as Port Terminal to include recreation. Alternatively, as per our discussions, we would appreciate some assurances that recreational uses could be accommodated through a land use amendment process in the future. We would like to meet on this topic further to discuss how our interests can be reconciled.

5. Planning Area 7: Fraser River - North, South and Middle Arm (page 59):
   We understand that Port jurisdiction in this area will change as a result of the end of the Head Lease with the Province in December 2014. As a result, land use regulation with regards to these areas will revert to the Province. As per our discussions, we are hopeful that the Province utilize the information the Port gathered from the City in previous phases of this land use planning process to inform the administration of the lands in the future. In particular, we would like to ensure that in this changed regulatory environment, Port Metro Vancouver will continue to actively support the City in working with the Province to secure the City's long term access to these lands.

6. Appendix B: Implementation Measures, Goal 2 - No.9 (page 76): Consider expanding the measure to include working with local municipalities on goods movement (both regionally and locally) and include metrics to gauge success. For example, Vancouver's Transportation 2040 Plan has direction on local and regional goods movement that should be coordinated with the port.

Should you have any questions about the considerations we have put forward, please contact me at your earliest convenience. We look forward to continuing to work together with you as this plan proceeds.

Regards,

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JB/

To: Regional Planning and Agriculture Committee

From: Allan Neilson, General Manager
Planning, Policy and Environment Department

Date: May 22, 2014 Meeting Date: June 6, 2014

Subject: **Manager's Report**

RECOMMENDATION
That the Regional Planning and Agriculture Committee receive for information the report dated May 22, 2014, titled "Manager's Report".

Regional Planning and Agriculture Committee 2014 Workplan
The Regional Planning and Agriculture Committee 2014 Workplan is attached to the *Manager's Report* each month, with updates on the status of the items listed in the workplan (Attachment 1).

Update on Regional Context Statements
As of May 23, 2014, the GVRD Board had accepted 12 municipal regional context statements (RCS) from the following municipalities:

- Village of Belcarra
- Corporation of Delta
- City of Langley
- District of North Vancouver
- District of Maple Ridge
- City of Port Coquitlam
- City of Richmond
- City of Vancouver
- City of White Rock
- City of Burnaby
- City of Coquitlam
- City of Pitt Meadows.

In addition, Metro Vancouver provided comments on the University of British Columbia's RCS and declined to accept the Township of Langley's RCS. Staff anticipates that the remaining RCSs will be submitted before the end of 2014. The remaining municipalities and anticipated timeline for submission is as follows:

- City of Surrey (currently processing a proposed amendment – anticipate fall 2014)
- City of Port Moody (currently processing 4 proposed amendments – anticipate fall 2014)
- City of North Vancouver (drafts reviewed - anticipate fall 2014)
- City of New Westminster (drafts reviewed - anticipate fall 2014)

- District of West Vancouver (anticipate fall 2014)
- Village of Lions Bay (not confirmed)
- Village of Anmore (drafts reviewed - anticipate summer 2014)
- University Endowment Lands (intend to update when they update their OCP – not required).

Map of the Month: Metro Vancouver Median Age
Metro Vancouver's population growth has grown by 197,000 since 2006, to a 2011 population of over 2.3 million (Attachment 2). Since 2006, median age in the region has increased from 37.4 to 40.2 years old, mainly as a result of the baby boom generation entering their senior years.

The large share of Metro Vancouver's population born between 1945 and 1965 has been influential in the way we plan our region. By 2011, the initial wave of the boomers began to retire from the labour force, and will continue to influence demand for housing, services and amenities. In 2001, 12% of the region's population were seniors; by 2011 the share increased to 14%. This number will continue to grow to 17% by 2021 and 21% by 2031. The share of seniors increased in most municipalities while the share of youth continues to decrease. However, White Rock and New Westminster, which traditionally have a large share of seniors, actually saw a decline.

There are concentrations of seniors in a number of Metro's Urban Centres. It is anticipated that these centres will be increasingly attractive for seniors who tend to have a higher demand for apartment housing and proximity to amenities, services and public transit. The location of youth population coincides with the housing and location choices of younger families. There has been an increase in the share of youth and young families in the region's south-eastern municipalities where housing is more affordable.

The Labour Force population (those aged 20-64) remains stable, with a slight increase over the past 20 years. Though baby boomers are beginning to leave the labour force, a high proportion of regional population growth is concurrently coming from immigration and supplementing the labour force.

Attachments (Doc. #9494955):
1. Regional Planning and Agriculture Committee 2014 Work Plan.
2. Map of the Month – Metro Vancouver Median Age (2011 Census).

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Regional Planning and Agriculture Committee 2014 Work Plan

Report Date: May 22, 2014

Priorities

1st Quarter	Status
Consider acceptance of 9 Regional Context Statements	In progress
Review RGS amendments proposed by member municipalities as necessary	In progress
Provide input to the Action Plan for Regional Food System Strategy	In progress
Review a strategic suite of policy backgrounders	In progress
Review next stage of the Agricultural Land Use Inventory	In progress
2nd Quarter	
Consider acceptance of 9 Regional Context Statements	In progress
Review RGS amendments proposed by member municipalities as necessary	In progress
Provide comment on proposed RGS implementation pilot projects	Pending
Complete Regional Growth Strategy Annual Plan	In progress
Comment on implementation of Regional Food System Strategy	Pending
Advance implementation of Frequent Transit Development Areas	Pending
Review a strategic suite of policy backgrounders	Pending
Provide input to a regional economic perspective to inform the integration of land	Pending
use and transportation planning	
3rd Quarter	
Consider acceptance of 9 Regional Context Statements	Pending
Review RGS amendments proposed by member municipalities as necessary	Pending
Provide input to addressing policy gaps in Regional Context Statements	Pending
Consider and undertake RGS policy development and amendments to improve RGS	Pending
clarity and implementation	
Review findings of Phase II and III of the Apartment Parking Study	Pending
Provide input to incorporating climate change best practices into land use planning	Pending
Advance implementation of Frequent Transit Development Areas	Pending
Review a strategic suite of policy backgrounders	Pending
Comment on proposed policy monitoring and evaluation methods	Pending
4th Quarter	
Review RGS amendments proposed by member municipalities as necessary	Pending
Consider and undertake RGS policy development and amendments to improve RGS	Pending
clarity and implementation	
Provide input to 2040 sub-regional visualizations and profiles	Pending
Review a strategic suite of policy backgrounders	Pending
Comment on development of tools to support effective policy implementation	Pending
Provide comment to the Industrial Land Inventory and identification of areas with	Pending
greatest intensification potential	

Metro Vancouver Median Age (2011 Census)

5.6 Attachment 2

metrovancouver
SERVICES AND SOLUTIONS FOR A LIVABLE REGION

Regional Planning and Agriculture Committee | Map of the Month | June 6, 2014

A Bit About This Map

This map was created using Statistics of Canada 2011 Census data. Median age is the age at which 50% of the population is older and 50% of the population is younger. More information can be found at www.metrovancouver.org/services/statistics.

The Median Age of a Metro Vancouver Resident increased by nearly 3 years

2006 Median Age: **37.4 years**

2011 Median Age: **40.2 years**

Metro Vancouver Median Age (2011 Census)

Metro Vancouver's population has grown by 197,000 since 2006, to a 2011 population of over 2.3 million. Since 2006, median age in the region went up from 37.4 to 40.2 years old mainly as a result of the baby boom generation entering their senior years. The median is a measure of central tendency meaning that half the population is older than the median and half is younger.

The large proportion of Metro Vancouver's population born between 1945 and 1965 continues to be influential in the way we plan our region. By 2011, the initial wave of baby boomers began to retire from the labour force, and this cohort will continue to influence demand for housing, services and amenities. In 2001, 12% of the region's population were seniors, by 2011 the share had increased to 14%. The share will continue to grow to 17% by 2021, and 21% by 2031.

As the charts to the right indicate, the share of seniors increased in most municipalities while the share of youth continues to decrease (though increasing in absolute numbers). White Rock and New Westminster, which traditionally have had a large share of seniors, actually saw a decline. This suggests that the region's population of seniors may be moving toward a more balanced distribution among municipalities.

Change in Age Distribution by Municipality

Trends in Urban Centres

As the map shows, there are concentrations of seniors in a number of Metro Vancouver's Urban Centres. It is anticipated that these centres will be increasingly attractive for seniors who tend to have a higher demand for apartment housing and proximity to amenities, services and public transit. The location of youth population coincides with the housing and location choices of younger families. The charts to the left show an increase in the share of youth and young families in the southeastern municipalities where housing is more affordable.

Trends in the Workforce Participation Rate
(Labour Force to Population Ratio)

The Labour Force population (those aged 20-64) remains stable, with a slight increase over the past 20 years. Though baby boomers are beginning to leave the labour force, a high proportion of regional population growth is coming from immigration and supplementing the labour force. Notably, for the first time, census data showed that there were more people in the age group 55 to 64, where people typically are about to leave the labour force, than in the age group 15 to 24, where people typically are about to enter it.

Metro Vancouver Workforce Participation Rate
(1996-2013)

Source: Statistics Canada Labour Force Survey

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