

**METRO VANCOUVER REGIONAL DISTRICT  
REGIONAL PLANNING COMMITTEE**

**REGULAR MEETING**

**Friday, March 6, 2020**

**9:00 a.m.**

**28<sup>th</sup> Floor Committee Room, 4730 Kingsway, Burnaby, British Columbia**

**A G E N D A<sup>1</sup>**

**1. ADOPTION OF THE AGENDA**

**1.1 March 6, 2020 Regular Meeting Agenda**

That Regional Planning Committee adopt the agenda for its regular meeting scheduled for March 6, 2020 as circulated.

**2. ADOPTION OF THE MINUTES**

**2.1 February 7, 2020 Regular Meeting Minutes**

That the Regional Planning Committee adopt the minutes of its regular meeting held February 7, 2020 as circulated.

**3. DELEGATIONS**

**4. INVITED PRESENTATIONS**

**4.1 Matt Craig, Senior Manager, Transportation & Land Use Planning, TransLink**

Subject: Transit Service Partnerships: Policy Framework Update & Initial Agreement

**5. REPORTS FROM COMMITTEE OR STAFF**

**5.1 Metro 2040 Urban Centre and FTDA Policy Review – Final Recommendations**

*Designated Speaker: Erin Rennie, Senior Planner,  
Regional Planning and Housing Services*

That the MVRD Board endorse the recommendations as laid out in the report titled “Metro 2040 Urban Centre and FTDA Policy Review – Final Recommendations”, dated February 19, 2020.

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<sup>1</sup> Note: Recommendation is shown under each item, where applicable.

**5.2 Population Projections Update**

*Verbal Update*

Designated Speaker: Sinisa Vukicevic, Senior Planner,  
Regional Planning and Housing Services

**5.3 Regional Industrial Lands Strategy - Draft and Status Update**

*Designated Speaker: Eric Aderneck, Senior Planner,  
Regional Planning and Housing Services*

That the Regional Planning Committee receive for information the report titled  
“Regional Industrial Lands Strategy - Draft and Status Update”, dated  
February 19, 2020.

**5.4 Metro 2040 Industrial and Mixed Employment Policy Review Scope of Work**

*Designated Speaker: Eric Aderneck, Senior Planner,  
Regional Planning and Housing Services*

That the Regional Planning Committee receive for information the report titled  
“Metro 2040 Industrial and Mixed Employment Policy Review Scope of Work”, dated  
February 19, 2020.

**5.5 Metro 2050 Q1 2020 Status Update**

*Designated Speaker: Erin Rennie, Senior Planner,  
Regional Planning and Housing Services*

That the Regional Planning Committee receive for information the report titled  
“Metro 2050 Q1 2020 Status Update”, dated February 20, 2020.

**5.6 Manager’s Report**

*Designated Speaker: Heather McNell, General Manager,  
Regional Planning and Housing Services*

That the Regional Planning Committee receive for information the report titled  
“Manager’s Report”, dated February 20, 2020.

**6. INFORMATION ITEMS**

**7. OTHER BUSINESS**

**8. BUSINESS ARISING FROM DELEGATIONS**

**9. RESOLUTION TO CLOSE MEETING**

*Note: The Committee must state by resolution the basis under section 90 of the Community Charter on which the meeting is being closed. If a member wishes to add an item, the basis must be included below.*

**10. ADJOURNMENT/CONCLUSION**

That the Regional Planning Committee adjourn/conclude its regular meeting of  
March 6, 2020.

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Membership:

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

Guerra, Laurie - Surrey  
Hurley, Mike - Burnaby  
Kirby-Yung, Sarah - Vancouver  
McEwen, John - Anmore  
Muri, Lisa - North Vancouver District

Steves, Harold - Richmond  
Stewart, Richard - Coquitlam  
Vagramov, Rob - Port Moody  
van den Broek, Val - Langley City  
West, Brad - Port Coquitlam

**METRO VANCOUVER REGIONAL DISTRICT  
REGIONAL PLANNING COMMITTEE**

Minutes of the Regular Meeting of the Metro Vancouver Regional District (MVRD) Regional Planning Committee held at 9:00 a.m. on Friday, February 7, 2020 in the 28<sup>th</sup> Floor Committee Room, 4730 Kingsway, Burnaby, British Columbia.

**MEMBERS PRESENT:**

Chair, Mayor Jonathan Coté, New Westminster  
 Vice Chair, Mayor Jack Froese, Langley Township  
 Councillor Dan Copeland, Delta  
 Councillor Judy Dueck, Maple Ridge  
 Councillor Nora Gambioli, West Vancouver  
 Councillor Laurie Guerra, Surrey  
 Mayor Mike Hurley, Burnaby  
 Councillor Sarah Kirby-Yung, Vancouver (arrived at 9:21 a.m.)  
 Mayor John McEwen, Anmore  
 Councillor Lisa Muri, North Vancouver District  
 Councillor Harold Steves, Richmond  
 Mayor Richard Stewart, Coquitlam (arrived at 9:01 a.m.)  
 Mayor Rob Vagramov, Port Moody (arrived at 9:04 a.m.)  
 Mayor Val van den Broek, Langley City  
 Mayor Brad West, Port Coquitlam

**MEMBERS ABSENT:**

None.

**STAFF PRESENT:**

Heather McNell, General Manager, Regional Planning and Housing Services  
 Jerry W. Dobrovolny, Chief Administrative Officer  
 Janis Knaupp, Legislative Services Coordinator, Board and Information Services

**1. ADOPTION OF THE AGENDA**

**1.1 February 7, 2020 Regular Meeting Agenda**

**It was MOVED and SECONDED**

That the Regional Planning Committee:

- a) amend the agenda for its regular meeting scheduled for February 7, 2020 by adding Item 3.1 Nathan Davidowicz; and
- b) adopt the agenda as amended.

**CARRIED**



9:01 a.m. Mayor Stewart arrived at the meeting.

## **2. ADOPTION OF THE MINUTES**

### **2.1 November 8, 2019 Regular Meeting Minutes**

#### **It was MOVED and SECONDED**

That the Regional Planning Committee adopt the minutes of its regular meeting held November 8, 2019 as circulated.

**CARRIED**

## **3. DELEGATIONS**

### **3.1 Nathan Davidowicz**

Nathan Davidowicz spoke to members regarding the 2016 Walkability Index – *Metro 2040* Performance Monitoring, presented as Item 5.2 in the agenda, offering comments about varying levels of sidewalk infrastructure available to pedestrians in the Lower Mainland, the need for concentrated municipal efforts to improve walkability, and about traffic signals being geared towards cars rather than pedestrians and buses.

9:04 a.m. Mayor Vagramov arrived at the meeting.

## **4. INVITED PRESENTATIONS**

No items presented.

## **5. REPORTS FROM COMMITTEE OR STAFF**

### **5.1 2020 Regional Planning Committee Priorities and Work Plan**

Report dated January 16, 2020 from Heather McNell, General Manager, Regional Planning and Housing Services, providing the Regional Planning Committee with the Committee's priorities and work plan for the year 2020.

Members were informed about the Regional Planning Committee's priorities and work plan for the year 2020 highlighting terms of reference, core services, portfolios and reporting, 2019 highlights, budget and 2020 priorities.

In response to questions, members were informed about staff efforts to monitor growth projections in relation to performance-based land use for health and economic benefits.

Presentation material titled "2020 Workplan Priorities" is retained with the February 7, 2020 agenda.

**It was MOVED and SECONDED**

That the Regional Planning Committee endorse the work plan as presented in the report titled “2020 Regional Planning Committee Priorities and Work Plan”, dated January 16, 2020.

**CARRIED**

**5.2 2016 Walkability Index – Metro 2040 Performance Monitoring**

Report dated January 8, 2020 from Erin Rennie, Senior Planner, Regional Planning and Housing Services, updating the Regional Planning Committee on the 2016 Walkability Index and the Walkability page on the Metro 2040 Dashboard.

9:21 a.m. Councillor Kirby-Yung arrived at the meeting.

Members were provided with a live demonstration of the Walkability Index *Metro 2040* Performance Monitoring Dashboard highlighting goals and interactive map features. Members were also informed about next steps.

Comments were offered about:

- providing data to municipalities to assist with local land use planning efforts
- TransLink’s updated Trip Diary Survey
- extending an invitation to Dr. Lawrence Frank, UBC, to attend a future committee meeting to present his research on health and economic impacts of walkable communities and access to parks and greenspace
- the need to explore alternate ways to visually demonstrate municipal progress towards walkability and greening communities and what local policies are effective

Presentation material titled “Walkability Index Metro 2040 Performance Monitoring Dashboard” is retained with the February 7, 2020 agenda.

**It was MOVED and SECONDED**

That the Regional Planning Committee receive for information the report titled “2016 Walkability Index – Metro 2040 Performance Monitoring,” dated January 8, 2020.

**CARRIED**

**5.3 Metro 2040 Climate and Natural Hazards Policy Review Scope of Work**

Report dated January 15, 2020 from Edward Nichol, Senior Policy and Planning Analyst, Regional Planning and Housing Services, providing the Regional Planning Committee with the scope of work for the *Metro 2040 Climate and Natural Hazards Policy* review.

Members were informed about the scope of work review for the *Metro 2040 Climate and Natural Hazards Policy* highlighting purpose, *Climate 2050 Strategic Framework*, and the relationship between *Metro 2050* and *Climate 2050*.

Presentation material titled “Climate and Natural Hazards Policy Review Scope of Work and Relationship to Climate 2050” is retained with the February 7, 2020 agenda.

**It was MOVED and SECONDED**

That the Regional Planning Committee receive for information the report titled “Metro 2040 Climate and Natural Hazards Policy Review Scope of Work,” dated January 15, 2020.

**CARRIED**

- 5.4 Metro 2040 Environment Policy Review – Update on Policy Option Development**  
Report dated January 20, 2020 from Laurie Bates-Frymel, Senior Planner, Regional Planning and Housing Services, providing the Regional Planning Committee with a summary of the feedback received on several high-level policy ideas under consideration as part of the *Metro 2040 Environment Policy Review*.

**It was MOVED and SECONDED**

That the Regional Planning Committee receive for information the report titled “Metro 2040 Environment Policy Review – Update on Policy Option Development”, dated January 20, 2020.

**CARRIED**

- 5.5 Updating Metro 2040’s Housing Demand Estimates**  
Report dated January 20, 2020 from Sinisa Vukicevic, Senior Planner, Regional Planning and Housing Services, providing the Regional Planning Committee with information on the scope of work for updating the *Housing Demand Estimates (HDEs) in Metro Vancouver 2040: Shaping our Future*, the regional growth strategy.

**It was MOVED and SECONDED**

That the Regional Planning Committee receive for information the report titled “Updating Metro 2040’s Housing Demand Estimates”, dated January 20, 2020.

**CARRIED**

- 5.6 Results of the Regional Stakeholder Workshop and Transport 2050 Phase 1 Engagement Survey and Key Findings for Metro 2050**  
Report dated January 22, 2020 from Erin Rennie, Senior Planner, Regional Planning and Housing Services, presenting results of the Regional Stakeholder Workshop and *Transport 2050 Phase 1 Engagement Survey* and the Key Findings for *Metro 2050*.

**It was MOVED and SECONDED**

That the Regional Planning Committee receive for information the report titled “Results of the Regional Stakeholder Workshop and *Transport 2050 Phase 1 Engagement Survey* and Key Findings for *Metro 2050*”, dated January 22, 2020.

**CARRIED**

**5.7 Manager's Report**

Report dated January 22, 2020 from Heather McNell, General Manager, Regional Planning and Housing Services, updating the Regional Planning Committee on 2020 standing committee events, Intergovernmental Advisory Committee for *Metro 2050*, and the *Metro 2050* dialogue series.

Members were requested to notify the Committee Chair and Committee Manager no later than February 14, 2020 if interested in attending any 2020 standing committee events presented in the report.

**It was MOVED and SECONDED**

That the Regional Planning Committee receive for information the report titled "Manager's Report", dated January 22, 2020.

**CARRIED**

**6. INFORMATION ITEMS**

**6.1 Metro Vancouver Housing 10-Year Plan, dated October 24, 2019**

**6.2 Report titled "Expression of Interest to Identify Potential Member Lands for Metro Vancouver Housing Development", dated November 26, 2019**

Report dated November 26, 2019 from Laurel Cowan, Program Manager, Affordable Housing Planning, Policy, and Projects, Regional Planning and Housing Services, informing the Housing Committee and MVHC Board about the Expression of Interest to identify potential lands owned by member jurisdictions to support the development of new affordable rental housing through Metro Vancouver Housing, and circulating the EOI to member jurisdictions.

The report was considered by the Housing Committee on January 8, 2020 and by the MVHC Board on January 31, 2020 and is before the Regional Planning Committee for information only.

**It was MOVED and SECONDED**

That the Regional Planning Committee receive for information the report titled "Expression of Interest to Identify Potential Member Lands for Metro Vancouver Housing Development", dated November 26, 2019.

**CARRIED**

**7. OTHER BUSINESS**

No items presented.

**8. BUSINESS ARISING FROM DELEGATIONS**

No items presented.

**10. RESOLUTION TO CLOSE MEETING**

No items presented.

**11. ADJOURNMENT/CONCLUSION**

**It was MOVED and SECONDED**

That the Regional Planning Committee conclude its regular meeting of February 7, 2020.

**CARRIED**

(Time: 9:46 a.m.)

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Janis Knaupp,  
Legislative Services Coordinator

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Jonathan Côté, Chair

DATE: February 27, 2020

TO: Regional Planning Committee – March 6, 2020

FROM: Matt Craig, Senior Manager, Transportation & Land Use Planning, TransLink

SUBJECT: Transit Service Partnerships: Policy Framework Update and Initial Agreement

AGENDA ITEM: For Information

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## PURPOSE

The intent of this report is to provide an update on the development of the Transit Service Partnerships Policy, including advancing an initial agreement relating to the proposed Fraser Mills development in the City of Coquitlam.

## BACKGROUND

### What are Transit Service Partnerships?

Transit Service Partnerships (TSP) are defined as regularly scheduled transit service provided by TransLink that is funded wholly or in part by a third-party partner. The primary aim of transit service partnerships would be to increase the delivery of transit service across the region by leveraging funding from third-parties, while ensuring other regional interests and desired outcomes can be met. While this model would be new to TransLink, other agencies elsewhere have utilised a similar approach to successfully deliver incremental transit expansion.

### Initial Engagement and Early Feedback

In April 2019, the TransLink Board of Directors approved of the scope and consultation plan for developing a policy framework for Transit Service Partnerships and directed staff to report back with objectives and proposed options. As part of this process staff presented to partner staff at the Regional Transportation Advisory Committee (RTAC) in April 2019 and the Regional Planning Advisory Committee (RPAC) in June 2019 in order to gather feedback on draft objectives, initial concerns, and potential risks that may result from entering into service partnerships with third-parties. These concerns are outlined below, along with recommended approaches or actions that could be taken to minimize potential impacts.

Table 1: Summary of Partner Concerns and Suggested Revisions

Concern	Policy Response
That a TSP could delay or otherwise jeopardize existing or planned service improvements.	Until a future investment plan allocates separate TSP funding, no previously committed TransLink resources would be reallocated.
Perception of delivering service that is not aligned with the commitments in Investment Plan.	Establishing criteria to ensure level of TransLink funding contribution is proportionate to public benefit of service. Proposals that do not align may not be supported.
Reputational risks to TransLink if service is discontinued due to withdrawal of partnership funding.	Require a long-term contract with third-parties with penalties for early withdrawal from the contract, as well as clear conditions under which TransLink would assume full costs of service.

## **DISCUSSION**

### **Proposed Policy Framework for Development**

In September 2019, with input from RTAC, RPAC, and the Planning and Stakeholder Relations Committee of the TransLink Board, staff presented the TransLink Board with an updated policy framework with more detail on mitigation approaches to previously identified risks. The Board endorsed the recommended policy framework for Transit Service Partnerships with a next step of engaging the Mayors' Council.

TransLink staff have recommended a framework in which partnerships are funded through a combination of third-party contributions and matching TransLink funding. Under this option the share of costs that a potential third party would contribute would be proportionate with that service's alignment with TransLink's goals and the public benefit achieved by the service.

Until the time that matching TransLink funding is available, or if the Board and Mayors' Council decide against TSP funding in a future Investment Plan, TransLink may advance a framework in which any potential new service would be fully funded by third parties.

### **Policy Through Doing – Fraser Mills**

One of the key challenges in developing the TSP policy is a lack of direct experience with this type of service delivery model. Undertaking an initial agreement has been identified by staff as one method to gain a better understanding of how to operationalize a policy while allowing for opportunity to adapt it with those learnings. Given that the Board and Mayors' Council have yet to allocate specific TSP funding, and that no previously committed funding may be utilized, it is understood that any potential agreement would require all incremental costs to be covered by the third-party.

With respect to these constraints, the proposed TSP agreement relates to the redevelopment of 94 acres of industrial land (known as Fraser Mills) in southeast Coquitlam and a potential partnership between Beedie Development, the City of Coquitlam and TransLink to provide additional transit service along United Boulevard. With approximately 5,000 residential units at build out, the development is anticipated to generate a much higher demand for travel than existing land use on the site. Combined with other transportation demand management measures being required by the City of Coquitlam, it is expected that transit ridership would also increase along the corridor. Future investment in service frequency would most likely be warranted to accommodate this demand and meet shared objectives for travel options.

The proposed service increase is not expected to require additional peak fleet (and therefore no new bus procurement) and would have no impact on current depot constraints. If advanced, details to be confirmed are a start date for increased service, the length of any potential agreement, and – in collaboration with the City of Coquitlam – determining what happens at the conclusion of the agreement.

## **CONCLUSION**

Transit Service Partnerships offer an opportunity for TransLink to leverage third-party funding to accelerate the delivery of planned or needed transit service in ways that can support regional outcomes. While additional work is required, including further engagement with regional partners and the TransLink Board, staff is confident that potential risks associated with TransLink entering into service partnerships agreement can be mitigated by incorporating the approaches outlined in this report into the final policy framework.

In terms of next steps, staff intend to seek input from the Mayors' Council regarding a preferred policy option and potentially creating a matching funding program. Given that the development and approvals of an Investment Plan is a joint accountability of the Board and Mayors' Council, the discussion on a matching fund is anticipated to take place during Phase 3 investment plan deliberations. Staff will continue to seek input from regional partners as policy development advances.

In the meantime, given that the proposed agreement and suggested service increase would not involve any previously committed TransLink funding or additional fleet, and that Beedie would be solely responsible for all incremental service costs, staff consider the proposed agreement low risk and a valuable opportunity for organizational learning and to advance the development of the TSP policy through practice.



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To: Regional Planning Committee

From: Erin Rennie, Senior Planner, Regional Planning and Housing Services

Date: February 19, 2020 Meeting Date: March 6, 2020

Subject: ***Metro 2040* Urban Centre and FTDA Policy Review – Final Recommendations**

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### RECOMMENDATION

That the MVRD Board endorse the recommendations as laid out in the report titled “*Metro 2040* Urban Centre and FTDA Policy Review – Final Recommendations”, dated February 19, 2020.

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### EXECUTIVE SUMMARY

The *Metro 2040* Urban Centre and FTDA Policy Review is an initiative to explore implementation challenges and areas for improvement to the regional growth framework of the regional growth strategy. The review is now complete and staff have drafted five recommendations intended to provide direction on addressing the identified challenges and improve the Urban Centre and FTDA policies that will be included in *Metro 2050*, the update to the regional growth strategy. A Summary Report is attached detailing the policy review’s activities, engagement, challenges, and recommendations.

### PURPOSE

The purpose of this report is to convey to the Regional Planning Committee and MVRD Board the attached “Urban Centre and FTDA Policy Review Recommendations – Final Summary Report” (Attachment) and to provide the Regional Planning Committee with the opportunity to provide comments.

### BACKGROUND

Metro Vancouver is conducting a series of policy reviews to support the development of *Metro 2050*, the update to the regional growth strategy. The *Metro 2040* Urban Centre and FTDA Policy Review began in 2015 and was scoped as an initiative to better understand how Urban Centres and Frequent Transit Development Areas (FTDAs) were being used by member jurisdictions and to identify opportunities to enhance them as growth management tools. At its September 13, 2019 meeting Regional Planning Committee received a report on possible “policy directions” for the Policy Review (Reference 1). That report presented 15, high-level directions that were being considered to address the challenges identified during the course of the Policy Review. Feedback from member jurisdiction staff on the policy directions, as well as feedback from other key stakeholders, has been considered in the development of the five recommendations for the Policy Review that are presented in this report.

### URBAN CENTRE AND FTDA REVIEW

The attached Summary Report includes a summary of the analysis and engagement work that took place between 2015 and 2019 as part of the *Metro 2040* Urban Centre and FTDA Policy Review. The

Summary Report also includes a description of the key learnings from the review process and considerations that were part of the development of the recommendations.

### **Final Recommendations**

The initial 15 Policy Directions from September 2019 were compiled and refined, incorporating the findings of the background research and feedback from stakeholders, into five recommendations.

The five final recommendations are:

- 1. Update the Urban Centre and Frequent Transit Development Area (FTDA) Typology** to: a) divide the Municipal Town Centres into two subtypes; b) divide “Frequent Transit Development Areas” into two types (i.e. Corridors and Station Areas); and c) add additional quantifiable expectations for defining the different centre types.
- 2. Update and refine regional targets** to: extend today’s employment and residential (dwelling unit) growth targets to the year 2050; refine those growth targets to the municipal and / or sub-regional level; and consider adding other types of targets (such as activity density, rental housing unit growth, intersection density, etc.).
- 3. Introduce new policies to guide the reclassification of centre type** including quantitative requirements / criteria that must be met before an existing Urban Centre or Frequent Transit Development Area would be considered for reclassification to a different centre type.
- 4. The addition of new policies** for all Urban Centres and Frequent Transit Development Areas including actions for Metro Vancouver, TransLink and member jurisdictions.
- 5. The integration of a Frequent Transit Corridor Network Geography into Metro 2050.** This geography would be a defined set of corridors around the *current* Frequent Transit Network where growth would be monitored and where the introduction of new Frequent Transit Development Areas by member jurisdictions would be encouraged. This geography would not have associated growth targets.

Additional detail about each recommendation and the ways in which they address the previously-identified key challenges of the Policy Review are provided in the attached Summary Report.

### **Benefits of Recommended Changes**

While the fundamental principles of the *Metro 2040* growth framework are largely unchanged, the five recommendations above will provide the following benefits:

- 1. Additional differentiation:** By dividing Municipal Town Centres and Frequent Transit Development Areas into two subtypes each, the degree of variety within a centre type that we are seeing across the region will be reduced. The addition of new criteria will also help member jurisdictions to further differentiate the centre types while recognizing the unique municipal context of each Urban Centre and Frequent Transit Development Area.

2. **Specifying growth expectations:** By refining the growth targets to include sub-regional or municipal-level growth targets for Frequent Transit Development Areas and Urban Centres, the growth expectations for each community will be made more clear and more reflective of the unique context and local aspirations of each member jurisdiction.
3. **Additional integration with regional transportation planning:** Using the Jobs+People/hectare metric as a defining component of the growth framework helps to more closely align the strategies of *Metro 2050* to TransLink's Transit Service Guidelines, thereby improving the integration of land use and transportation planning in the region and helping to set clearer expectations for the level of growth expected in each of the different centre types.
4. **Clarifying the Frequent Transit Development Area tool:** Integrating the Frequent Transit Corridor Network geography into *Metro 2050* will help member jurisdictions in identifying preferred locations for new Frequent Transit Development Areas to better encourage transit-oriented growth in the region. It will also help support more useful growth monitoring, allowing Metro Vancouver, TransLink and member jurisdiction staff to better understand the rate of regional growth taking place in transit-oriented locations regardless of whether an FTDA has been identified.
5. **Climate action:** With the addition of regional accessibility measures the updated growth framework will better support focusing growth in areas with a high degree of transit accessibility which in turn will support reduced trip length (i.e. Vehicle Kilometres Travelled) and reduced GHG emissions. With the addition of the climate hazard mapping as criteria for centre type reclassification, *Metro 2050's* policies will support better adaptive growth planning, by discouraging growth from areas that are at higher risk of climate-related natural disasters such as flooding and sea-level rise.

#### **RPAC Feedback**

Over two meetings, the members of the Regional Planning Advisory Committee (RPAC) considered and provided valuable feedback on the recommendations including, focusing on the increasing complexity to the growth framework (with the addition of centre types) and the degree of granularity in some of the policy directions. These comments have been incorporated into the version of the recommendations presented in this report. More discussion on revised policy language that implement the five recommendations will be required later this year with RPAC members and the Intergovernmental Advisory Committee before recommended policy changes are developed.

#### **Additional Analysis**

The recommendations set out in the Summary Report are not policy changes. Additional analysis is required before policy language amendments can be developed. This additional analysis includes:

1. **Updated growth projections:** Updating Metro Vancouver's population, housing and employment projections are required as a first step towards updating the growth targets to the year 2050. This work is underway and will be done in partnership between Regional

Planning, TransLink, and member jurisdictions. Draft growth targets are anticipated to be completed by late 2020 (Reference 2).

2. **Development of Regional Accessibility measures:** Regional Accessibility will be an important new component that will guide the update to the centre typology, updated growth targets, and the new policies for centre type reclassification. This will involve the spatial analysis of areas in the region with high degrees of transit accessibility. This work is anticipated to be completed by mid-2020.
3. **GHG Modelling:** Regional Planning is partnering with Metro Vancouver's Air Quality and Climate Change Division to model potential policy changes with a view to considering which reduce GHG emissions in the region from the "Business as Planned" scenario to a "Climate Neutral" scenario. The policy options being considered include exploring the GHG emission impacts of focusing growth in Urban Centres and along frequent transit corridors over and above that which is targeted today. This work will inform the update to the growth targets and proposed policy directions for *Metro 2050* with a climate change lens.
4. **Development of Climate Risk map(s):** A spatial analysis of the areas with different degrees of climate risk (e.g. from flooding and sea level rise) is required to guide the update to the centre typology, growth target update, reclassification policies, and new general policies. This work is anticipated to be completed by mid-2020.
5. **Application of a Social Equity Lens:** The second phase of the Social Equity in Regional Growth Management study will develop a social equity lens that can be used to evaluate and ensure any new or updated policies proposed for *Metro 2050* improve upon or, at a minimum, do not aggravate social inequities. This work is anticipated to be completed by late 2020/early 2021.

### **Draft Policy Language**

The approved timeline for the update to the regional growth strategy specifies that staff will begin drafting revised policy language for *Metro 2050* in mid-2020 (Reference 3). Draft policies associated with the Urban Centres and FTDA policy review and based on the five recommendations set out in the Summary Report will be presented to the Regional Planning Committee and MVRD Board for consideration by early 2021.

### **ALTERNATIVES**

1. That the MVRD Board endorse the recommendations as laid out in the report titled "*Metro 2040 Urban Centre and FTDA Policy Review – Final Recommendations*", dated February 19, 2020.
2. That the Regional Planning Committee receive for information the report titled "*Metro 2040 Urban Centre and FTDA Policy Review – Final Recommendations*", dated February 19, 2020 and provide alternate direction to staff.

## **FINANCIAL IMPLICATIONS**

\$20,000 of the 2019 Board-approved budget for Regional Planning Division was allocated to the Urban Centre and FTDA Policy Review. These funds were allocated to the GHG Modelling exercise led by the Air Quality and Climate Change Division.

## **OTHER IMPLICATIONS**

If the Board approves alternative one, staff will complete the additional analysis outlined above and begin work to develop associated policy language for *Metro 2050*. Member jurisdiction staff and the Regional Planning Committee will have opportunities to consider and provide feedback on analytical components and policy language as it is developed.

If the MVRD Board approves alternative two, staff will seek guidance on how to revise the recommendations for the Urban Centre and FTDA Policy Review.

## **CONCLUSION**

The *Metro 2040* Urban Centre and FTDA Policy Review explored implementation challenges and considered how Metro Vancouver's growth framework could be enhanced in *Metro 2050*, the update to the regional growth strategy. Between 2015 and 2019 staff led a number of analytical and engagement activities and dialogues with the staff from partner agencies to develop and test opportunities to improve the existing Urban Centre and FTDA policies. The policy review is now complete and staff have developed a Summary Report (Attachment) which includes five recommendations for improving the growth framework. These recommendations include updating the centre typology, refining the targets, developing reclassification policies, adding new Urban Centre and Frequent Transit Development Area policies, and integrating a new Frequent Transit Corridor Network geography into *Metro 2050* for monitoring and communication purposes. Further analysis and discussion is required to develop draft policy language for *Metro 2050*. Staff anticipate that these recommended changes to the growth framework will provide additional clarity to Metro Vancouver, TransLink, and member jurisdiction staff to improve the integration with regional land use and transportation planning, while better supporting climate change mitigation and adaptation efforts in the region.

## **Attachment**

"Urban Centre and Frequent Transit Development Area Policy Review Recommendations – Summary Report", dated, March 2020

## **References**

1. "[Metro 2040 Urban Centre and Frequent Transit Development Area Policy Review - Policy Review - Policy Directions For Consideration](#)", dated, August 19, 2019
2. "[Scope of Work for Updating Metro 2040's Population, Dwelling Unit, and Employment Projections](#)", dated, October 17, 2019
3. "[Towards Metro 2050: Updating Metro Vancouver 2040: Shaping our Future](#)", dated, March 28, 2019

*Metro 2040* Urban Centre and Frequent  
Transit Development Area  
Policy Review Recommendations  
Summary Report

Metro Vancouver Regional Planning and Housing Services  
March 2020

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## INTRODUCTION

Urban Centres and Frequent Transit Development Areas (FTDAs) are critical concepts in realizing the regional vision as articulated in *Metro Vancouver 2040: Shaping our Future (Metro 2040)*, the regional growth strategy. Focusing growth in a network of complete communities linked by transit has been a long standing and successful strategy for regional planning in Metro Vancouver. Urban Centres are the primary focal points for concentrated growth, while FTDAs, a newer regional planning tool, are seen as additional locations for more concentrated growth along frequent transit corridors. While Urban Centres and FTDAs are largely growth management successes, since the adoption of *Metro 2040*, several issues with the Urban Centres and FTDA policies and their implementation have been identified through a Metro Vancouver review of regional context statements, and by local governments and other stakeholders. The development of *Metro 2050*, the update to *Metro 2040*, presents an opportunity to make improvements to this growth framework and the way growth is shaped in this region.

## KEY CONCEPTS

**Urban Containment Boundary (UCB):** A stable, long-term, regionally-defined area for urban development. The function of the UCB is to protect important environmental, agricultural and employment lands from development and to contain development so as to discourage dispersed development patterns (sprawl).

**Frequent Transit Network (FTN):** TransLink's Frequent Transit Network is the network of roadways where transit service runs every 15 minutes or better, in both directions, 7 days a week, all day and into the evening. Because transit services on the FTN is frequent enough that riders do not need to rely on a schedule and are therefore more likely to choose transit for more trips, the FTN provides a strong organizing framework around which to focus dwelling unit and employment growth and development.

**Growth Overlay:** Growth overlays are an mapping layer that may be overlaid on top of a regional land use designation, that signal the intention of higher levels of residential and employment growth and higher density residential and commercial development. While growth overlays do not directly confer development rights, where a growth overlay exists, it signals that local governments are intending to enable higher density forms of development through local plans. The intention of the growth overlays is to encourage more focused growth into compact, complete communities that are close to transit; this, in turn, supports community vibrancy, commercial viability, and transit performance. *Metro 2040* lists two kinds of Growth Overlays: Urban Centres and FTDAs, and includes regional growth targets for these areas.

**Centre Type:** The term "centre type" is used to signify the different types of growth overlay tools that exist in *Metro 2040* to distinguish the different roles played by centres throughout the region. Metro Centres, Regional City Centres, Municipal Town Centres, and FTDAs are all considered "centre types."

**Growth Targets:** Growth Targets refer to targets for the proportion of the region's total employment growth (new jobs) and the proportion of residential growth (new housing units) that are located inside the growth overlay areas. The intention of the growth targets is to support the implementation of the growth overlays.



## POLICY REVIEW BACKGROUND AND SCOPE

The Urban Centres and FTDA Policy Review commenced in the spring of 2016. Three challenges with the *Metro 2040* Urban Centres and FTDA tools were identified at the outset of the project.

### Challenges to be address by Urban Centre and FTDA Policy Review:

1. A lack of clarity in the Urban Centre or FTDA structure / hierarchy. A clearer hierarchy would enable more directed policy implementation and refined performance monitoring.
2. Limited and varied identification of FTDAs in regional context statements. FTDAs are the primary regional mechanism for directing growth outside of Urban Centres to transit oriented locations along the FTN, which is fundamental to the regional growth strategy.
3. The value proposition for municipalities to identify FTDAs is unclear, and the role for Metro Vancouver and TransLink in planning for and implementing FTDAs is not well defined. In addition, the need to further integrate the use of corridors into regional planning and monitoring to integrate with bus-based frequent transit service was identified later as a key challenge to be address through this policy review.

### Phasing

The project was divided into two phases:

- Phase 1: Policy Assessment (2016-2017)
- Phase 2: Identifying Opportunities for Policy Enhancement (2017-2019)

Phase 1 focused on gaining a better understanding of how Urban Centres and FTDAs are performing and have been evolving on the ground since the adoption of *Metro 2040*. Based on the results of Phase 1, the objectives of Phase 2 were to **identify opportunities** to improve Metro Vancouver's growth structuring tools by:

1. Clarifying the types, definitions, and identification criteria of the Urban Centres and FTDAs;
2. Defining the relationships among the Urban Centres and FTDAs and between the Urban Centres and FTDAs and regional services, including (but not limited to the Frequent Transit Network);
3. Developing the policies to support the implementation of a new Urban Centres and FTDA framework; and
4. Further integrating the use of corridors into regional planning and monitoring.

## WHAT WE DID AND WHAT WE LEARNED

The policy review included a variety of analytical and engagement activities. These are described below along with a short summary of key learnings. Full summaries of each activity are linked in the References section.

### Phase 1

**Activity 1. 2011 Urban Centre and FTDA Data Profiles:** In March 2016, staff brought forward the 2011 Urban Centre and FTDA Data Profiles that reported out custom Census data from all Urban Centres and FTDAs in the region (Reference 3). The Data Profiles revealed significant differences in

characteristics among Urban Centres within the same “centre type.” Staff at the time suggested that the Urban Centres and FTDA centre types could be realigned in terms of planned capacity.

**Activity 2. Municipal and Stakeholder Meetings:** In 2016 and 2017, staff met with municipal staff, TransLink staff, and representatives from the development community to explore how the Urban Centre and FTDA growth overlays were being understood, interpreted, and used (Reference 4 and 5). Generally, participants reported that Urban Centres as a regional overlay are valued as a galvanizing force to garner public and political support for increased density and growth and attracting multiple forms of development to transit-oriented locations. In addition, they support an increased planning focus in developing complete communities with a mix of uses, a mix of housing types and access to public transit.

The primary challenge with Urban Centres that became apparent from these meetings is related to attracting and retaining employment uses outside the Metro Core, especially office uses. The meetings also identified the following barriers to identifying FTDA: preoccupation with planning for Urban Centres first, concern about diluting growth and vibrancy away from Urban Centres, lack of value propositions for identifying an FTDA if transit infrastructure already exists, land economics challenges in achieving mid-rise “missing middle” densities along transit corridors, design challenges in fostering a complete and healthy community along a busy commuter arterial, and difficulty in engaging the public in planning for growth when there is no certainty that additional transit service improvements over and above existing FTN service levels would be forthcoming after designation as an FTDA. There was some interest expressed in corridors as a growth management tool and in the corridor study process to better support the integration of corridors into regional planning and monitoring.

## Phase 2

**Activity 3. Centres and Corridors Literature Review and Case Studies:** In January 2018 staff presented a Literature Review and set of Case Studies prepared by Dr. Ray Tomalty on the topic of Growth Centres and Corridors (Reference 7). Some of the key themes emerging from this research were:

- Recognition that, in general, corridors especially multi-jurisdictional corridors, are more challenging to implement than centres;
- Evidence supporting the further differentiation of centre and corridor types based on size, function, context, and level of development priority;
- Evidence supporting the need for the integration of quantifiable designation criteria and specific targets for centres and corridors; and
- Recognition of the power of tying funding or other financial incentives to regional centre and corridor overlays.

**Activity 5. Urban Centre and FTDA Knowledge Sharing Series:** Through the course of 2018, staff worked with municipal staff to coordinate an “Urban Centre and FTDA Knowledge Sharing Series” comprising a series of walking tours of different successful Urban Centres and FTDAs throughout the region (Reference 8). Walking tours were conducted in the following areas: Brentwood Municipal Town Centre, Burquitlam FTDA, 22<sup>nd</sup> Street Station FTDA, Surrey Metro Centre, and Cambie Corridor

FTDAs. These tours highlighted key themes that were identified in Phase 1 and proven strategies for addressing those challenges. Participants included TransLink, health authority, and municipal planning staff. Themes emerging from the series include:

- Some FTDAs are emerging more as “SkyTrain station area” planning areas, rather than corridor-shaped growth overlays. This suggests the need for a more nuanced set of FTDA options that reflect the different kinds of transit service options in this region.
- Several communities emphasized the importance of reducing block size and improving intersection density in Urban Centres and FTDAs as a strategy to convert older suburban shopping centres to more walkable, urban communities. Block size and intersection density are measurable and proven indicators that could be incorporated into the regional growth framework to better support active and sustainable transportation behaviours.
- All of the tours emphasized the role of community amenities to support both the development of livable higher density communities as well the development of community support for growth. However, it is clear that not all types of community amenities are showing up equally. This suggest a need for a stronger alignment between regional complete community policies and the growth framework.

**Activity 6: Stakeholder Engagement:** In November 2018, staff presented the Growth Framework Background Paper to support stakeholder engagement activities during early 2019 (Reference 9). Engagement activities included workshops with members of the Regional Planning Advisory Committee (RPAC), TransLink staff, and Metro Vancouver utilities staff:

- **TransLink Workshop and Other Feedback:** On April 8, 2019, staff hosted a workshop for TransLink staff on the topic of Urban Centres and FTDAs. Themes emerging from that workshop include:
  - Significant interest in targets for centres. Targets are an important link between transit planning and land use planning and the more specific and nuanced they are the better. However, there is a need for more clarity between the *Metro 2040* projections, targets, and estimates.
  - Strong support to continue using the FTN as a framework for organizing and focusing growth as well as transit service planning.
  - It was suggested that all areas along the entire FTN (within a specified buffer) should be identified as a growth overlay and then request municipalities to “opt-out” specific areas that are not appropriate for transit-oriented growth. This would address the slow and inconsistent identification of FTDAs by requiring municipalities to “opt out” instead of “opt in.”
  - It was suggested that new mobility may change the nature of public transit-planning agencies and that a long-range growth plan would need to be cognizant of the potential of fixed-route bus service being replaced by other on-demand services over time.
  - In discussions and correspondence outside of the workshop, TransLink staff provided the following feedback:

- Having defined urban centres is very important for helping TransLink prioritize transit, cycling, and walking investments.
  - The approach for defining Local Centres has been inconsistent and requires updating.
  - The rationale for how Urban Centre and FTDA boundaries are defined is unclear for TransLink staff and seems to have limited relationship to transit-service catchment. TransLink identified how having major transit hubs excluded from growth overlays is problematic for planning and monitoring. Going forward it would be helpful for local governments to provide a rationale for the Urban Centre or FTDA boundaries they select.
- **RPAC Workshop:** On April 12, 2019, staff hosted a workshop with RPAC members focused on reviewing existing *Metro 2040* policy language related to Urban Centres and FTDA and identifying opportunities to improve it. Feedback from RPAC members included:
  - There is no need for any changes related to the Metro Centres.
  - When it comes to Regional City Centres, *Metro 2050* should emphasize the importance of sub-regional scale amenities and services, rail-based rapid transit, the protection and creation of jobs, the creation of affordable housing, the need for updated centre area plans, senior government commitment to siting employment in Regional City Centres, and a quantifiable jobs-to-residents ratio. Participants questioned the need for office development expectations and supporting continued industrial uses.
  - When it comes to Municipal Town Centres, *Metro 2050* should emphasize further differentiating linkages to regional services by centre type; including MVHC services as an expectation of regional services; and including quantifiable minimums such as jobs-to-residents ratio, a minimum residential density, and a target housing tenure and affordability mix. There was also interest in having more than one Municipal Town Centre per municipality. Participants questioned the need for parcel based maps of Municipal Town Centres and the need to identify goods movement routes to, from, and within Urban Centres and FTDA in RCSs.
  - When it comes to FTDA, *Metro 2050* should emphasize creating greater linkages to transit services including eligibility for TransLink cost-share programs, higher densities and a mix of uses, requiring FTDA to be more urban, smaller FTDA, quantifiable 6 Ds (Destinations, Distance, Design, Density, Diversity, and Demand Management) expectations, the expectation for focused growth. Participants requested the clarification between the role of FTDA and the FTN. Participants also questioned whether UBC should be an FTDA, the need for district energy systems in FTDA, the presence of industrial lands in FTDA, current requirements for parks and greenspace in FTDA, and whether FTDA risk fueling speculation
- **Utilities Workshop:** On July 23, 2019 Regional Planning staff held a workshop with staff from Metro Vancouver's utilities departments (Liquid Waste and Water Services) to provide an overview of the Policy Review, and to provide an opportunity for input. Overall, the input participants provided focused on the importance of receiving more and better information

from member jurisdictions about the location, scale and phasing of future growth to allow for better planning of major infrastructure upgrades. A challenge in this regard is that Metro Vancouver Utilities are planning at longer timeframes than both the regional growth strategy and official community plans (100-year infrastructure cycles vs 30 year plans). Participants suggested that member jurisdictions provide the region with regular updates about future population and land use distribution, relative change, and speed of change / growth for time frames longer than the regional growth strategy. Utilities planners would like growth information for areas inside and outside of Urban Centres and FTDA's. There is also a need for more information about growth planned for First Nations lands.

**Activity 7. Policy Directions:** At its July 2019 meeting, RPAC received fifteen possible “policy directions” for the Urban Centre and FTDA policy review for consideration (Reference 10). These policy directions represented concept-level opportunities for enhancing the regional growth strategy. A summary of stakeholder feedback is listed below.

- **RPAC Feedback:** Seven RPAC members provided detailed written feedback on the policy directions. Most expressed general support for most of the directions and provided helpful considerations for strengthening the concept. The most concern coalesced around policy directions for refining and imposing growth targets, phasing growth, and sharing long-term growth concepts. Members suggested that some of these policies could be limited by the fact that political priorities and the development market are unpredictable and can shift. Members had some reservations about adding a new centre type(s), questioning whether it would be redundant. Members also cautioned against being too prescriptive when it comes to local planning activities.
- **TransLink Feedback:** Participants were generally supportive of the fifteen policy directions. TransLink staff recommended tying new criteria for Urban Centres and FTDA's to the TransLink Service Guidelines and the “6Ds of Transit Oriented Communities” wherever possible. TransLink staff also recommended removing the “Local Centres” reference from the regional growth strategy or make it a more standardized and useful concept. TransLink staff cautioned that adding new centre types and refining the growth targets may add complexity and an additional administrative burden. There was also discussion of whether emphasizing growth in RapidBus (formerly B-Line) corridors could have the unintended consequence of impacting speed and reliability goals.
- **Metro Vancouver Utilities Feedback:** Utilities staff suggested that it would be helpful for Metro Vancouver to report on the rate of growth in different Urban Centres and FTDA's. Staff also suggested that infrastructure efficiency should be emphasized as a goal of the growth framework, recognizing that higher density housing types have lower per capita water consumption. Utilities staff also pointed out that none of these policy directions address the outstanding issue of inadequate growth projection information for lands outside member jurisdiction.

- **Metro 2040 Climate and Natural Hazards Policy Review Feedback:** To provide a “climate lens” on this policy review, the Climate and Natural Hazards Policy Review team reviewed and provided comments on the Urban Centre and FTDA Policy Directions. Some of the suggestions included:
  - Limiting growth in areas at risk of flooding, earthquake, and other hazards by tying the growth framework to known flood risk and earthquake risk maps.
  - Including general policy language related to protecting and enhancing Sensitive Ecosystems in Urban Centres and FTDA.
  - Including general policy language related to green infrastructure in Urban Centres and FTDA.
  - Adding policies that support the reduction of Vehicle Kilometres Travelled and Greenhouse Gas Emissions including limiting new growth in areas with low regional accessibility and low walkability and focusing growth in areas with high regional accessibility and high walkability.
  - Including general policy language requiring shaded transit stop amenities along the FTN to support extreme heat resiliency.

**Activity 8. Urban Centre and FTDA Data Profiles and Growth:** In the fall of 2019, staff analysed Urban Centre and FTDA performance against the *Metro 2040* regional growth targets. This was an interim update on progress towards the targets for 2006 to 2016 (recognizing that the targets are set for growth between 2006 and 2041). The results of the analysis found that the region is on target for achieving its Urban Centre residential growth targets (40.25% of regional dwelling unit growth took place in Urban Centres as compared to a target of 40%) but below target when it comes to job growth in Urban Centres (14.61% of new jobs are in Urban Centres as compared to a target of 50%). 2.66% of dwelling unit growth took place in FTDA and 3.38% of new jobs are in FTDA – however, it was noted that these numbers do not reflect growth that has taken place along the FTN in areas that are not identified as an FTDA. This revealed an important gap in the region’s understanding and measurement of the extent of transit-oriented growth.

## RECOMMENDATIONS

The following high-level changes to the regional growth framework are recommended:

1. Update Centre and FTDA typology
2. Update and refine regional targets – 2006-2051
3. Introduce requirements / criteria for consideration of Urban Centre or FTDA reclassification
4. Update Urban Centre and FTDA policies
5. Integrate Frequent Transit Corridor Network Geography (FTCN)

Recommendations are described in detail below.

### Recommendation #1: Update Centre and FTDA Typology

Staff recommend updating the Centre Typology in *Metro 2050* according to Table 2: Proposed Metro 2050 Centre Typology below. This updated centre typology would include the following:

- **Divide the Municipal Town Centre overlay into two subtypes:**
  - **Standard Municipal Town Centre:** All existing Municipal Town Centres would initially be considered “Standard Municipal Town Centres” until a reclassification was initiated by a member jurisdiction through a Type 3 amendment to the regional growth strategy or Regional Context Statement update. The Standard Municipal Town Centre centre type is the municipal hub of activity (location for community centres, municipal hall, libraries etc.) and is expected to accommodate dwelling unit and employment growth.
  - **High Growth Municipal Town Centre:** The High Growth Municipal Town Centre centre type would be expected to accommodate higher levels of both residential and employment growth but not be expected to be the *primary* municipal hub of activity. Only existing Standard Municipal Town Centres would be eligible for reclassification this centre type and only if they met certain criteria including a high degree of regional accessibility (i.e. the ability to reach a high number of destinations in under a certain amount of time on transit<sup>1</sup>), low risk of flooding and other natural hazards, and have existing high-capacity transit service (i.e. SkyTrain).
- **Divide the Frequent Transit Development Area overlay into two subtypes:** The FTDA tool would be divided into different sub-types scaled to reflect the level of transit service that is currently operating. These categories would be:
  - **Station Area FTDAs:** Located up to 1200m from an existing SkyTrain or RapidBus station; and
  - **Corridor FTDAs:** Located up to 800m from the Frequent Transit Network served by bus.

Existing FTDAs would be encouraged to reclassify if they qualify for one of the new subtypes, but could also be ‘grandfathered’ into the new typology.

- **Add criteria defining the general expectations, function, and locations of each centre type and subtype:** Table 2 below includes new criteria to help distinguish the characteristics, function, and optimal locations for each centre type and subtype. These criteria help to clarify what makes the centres within a type or subtype similar but also helps to explain why they are different and recognizes the local context influencing the character and scale of development.
- **Quantifiable Activity Density Criteria:** In addition to qualitative criteria mentioned above, a new measure of “activity density” has been added to the centre typology: Jobs+People / hectare. This measure recognizes that while centres are intended to be mixed use, some centres are accommodating primarily employment growth and others are accommodating

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<sup>1</sup> Regional Accessibility to be further defined through the development of Metro 2050



primarily residential growth and neither is more or less important. By measuring people instead of dwelling units it also recognizes that housing units do not ride transit, people do. The centre typology includes general ranges for expected density levels for each centre type. This measure is currently used by TransLink to guide transit service levels (2018 Transit Service Guidelines) and by incorporating it into the centre typology in *Metro 2050* the transit service expectations and the growth and density targets for urban centres can be more closely aligned.

TABLE 2 Updated Centre Typology			
Centre Type	General Expectations	Function	Location
<b>Growth Overlays</b>			
<b>Frequent Transit Development Area - All</b>	Locations for transit-oriented employment and/or housing growth located along the Frequent Transit Corridor Network. Walkable and bikeable urban design. Managed parking supply. Transit priority measures. Provides appropriate noise, vibration, and air quality buffers separating residential uses from transit corridors.	Location for transit-oriented development forms Location for employment Location for affordable rental housing.	Located in FTCN
<b>Corridor Frequent Transit Development Area</b>	35-100 Jobs+People/hectare Linear shaped.	Support frequent transit service. Location for mid-range densities and missing middle housing forms. Location for affordable housing. Support bus-based frequent and rapid transit.	Up to 800m from the FTN Along a corridor identified in an investment plan for frequent bus
<b>Station Area Frequent Transit Development Area</b>	Restricted parking supply 60-350 Jobs+People/hectare Nodal shaped.	Location for office employment. Accommodate significant residential and employment growth. Support high-capacity rapid and frequent transit.	Up to 1200m from an existing SkyTrain or RapidBus Station or a station that has been identified in an approved investment plan
<b>Urban Centre - All</b>	Complete communities with a balanced mix of housing,	Accommodate 40% of regional residential and 50%	Located along the FTN



	employment, services, and amenities. Primary focal points for concentrated growth in the region. Walkable and bikeable urban design. Managed parking supply. Hubs of activity.	of regional employment growth. Provide a range of amenities and services. Location for affordable rental housing.	
<b>Standard Municipal Town Centre</b>	Municipally-serving shops, services, uses, and amenities. Medium to high density residential uses. 20-150 Jobs+People/hectare.	Centre of activity for a municipality Accommodate municipal growth.	Any location on the Frequent Transit Network
<b>High Growth Municipal Town Centre</b>	Previously a Standard Municipal Town Centre. High Regional Accessibility. High density residential uses. Commercial uses. Existing SkyTrain Transit Service. 60-200 Jobs+People/hectare.	Locations for significant levels of regional employment and residential growth.	Maximum 1200m from a SkyTrain station Locations with high regional accessibility scores (can reach over 16 other major regional destinations in under 45 min on transit during morning rush hour) Located in areas that are not at risk from natural or climate-related risks or hazards
<b>Regional City Centre</b>	Sub-region serving uses (hospital, post-secondary) Office uses. Existing frequent transit service. 60-350 Jobs+People/hectare.	Accommodate significant levels of residential and employment growth Sub-regional hub of activity	Any location on the Frequent Transit Network
<b>Metro Centre - Surrey</b>	Existing SkyTrain Transit Service. High degree of cycling connectivity and cycling network completeness. High walkability index score. Office uses.	Centre of activity South of the Fraser River. Accommodate significant levels of regional employment and residential growth.	Surrey

	Region-serving uses.		
<b>Metro Centre - Vancouver</b>	Existing SkyTrain Transit Service. High degree of cycling connectivity and cycling network completeness. High walkability index score Office uses. Region-serving uses.	The Region's downtown Region-serving uses (arenas, entertainment district, central business district). Accommodate significant levels of regional employment and residential growth.	Vancouver

#### How does this recommendation address the identified challenges?

This recommendation provides additional nuance to the centre typology by adding centre subtypes addressing the concern that there is a significant variety across the region within each centre type. Another way to think about this, is the additional subtypes provide a category for Urban Centres and Frequent Transit Development Areas that may have evolved / grown past the original category and are no longer a good fit. It also helps to strengthen the relationship between land use and transportation planning by bringing in a Jobs+People / hectare criteria which is also used by TransLink to set transit service levels. Bringing in the measure of regional accessibility to the new centre type also helps to address concerns about GHG emissions and natural hazard risk by encouraging additional levels of higher density growth in highly accessible parts of the region that are not at risk of natural hazards.

By dividing Frequent Transit Development Areas into two sub-types the relationship between transit service and FTDAs will be more clearly communicated and municipalities, in turn, will identify more FTDAs in transit-oriented locations on the FTN. This may also discourage the identification of FTDAs in inappropriate locations (i.e. too far to be walkable to the existing FTN) or as geographies that are inappropriately large (which disperses growth and activity).

#### Recommendation #2: Update and Refine Regional Targets – 2011-2051

Staff recommend undertaking future work to update and refine the regional targets. The updated regional targets would include the following:

- **Extending the employment and residential growth targets from 2011-2041 to 2011-2051:** *Metro 2040's* targets were set using a combination of projections and planned capacity out to the year 2041. Updated targets would be set using a similar methodology which may be enhanced to align with other regional objectives. This updated methodology will involve projecting growth anticipated to Urban Centres and along the Frequent Transit Network and the future FTN at a conceptual level. Metro Vancouver is currently undertaking an update to the projections methodology as well as some carbon neutral policy modelling that will help to inform this work.
- **Refining the targets:** Currently the growth targets are set by centre type. It is recommended that these be further refined to the municipal or sub-regional level. This will support transit service planning and utility service planning.
- **Add other targets:** It is recommended that targets be set by centre type for other measures such as activity density (Jobs+People / hectare), rental housing unit growth, intersection

density, and others to be determined. This supports other regional objectives and recognizes that Urban Centres and FTDA's are intended to be complete communities with other values in addition to locations to accommodate growth. The addition of targets related to rental housing units and intersection density better supports the integration of the regional growth strategy with TransLink's 6 Ds (i.e. Destinations, Distance, Design, Density, Diversity, and Demand Management).

**Update the Performance Monitoring Implementation Guideline:** Update the Performance Monitoring Implementation Guideline to document the geographies that will be used to measure and evaluate performance towards the targets to provide greater clarity. Consider using different geographies for monitoring vs. evaluating performance against the targets.

The recommendation is to undertake the analysis required to update the targets over the course of 2020. Draft targets may be incorporated into the draft of *Metro 2050* or may be incorporated as a future amendment.

**How does this recommendation address the identified challenges?**

The recommendation addresses the identified challenge of the growth expectations for centres and FTDA's being unclear; in *Metro 2040* the targets are rolled up to a region-wide target which does not help municipalities understand the role each individual centre plays in accommodating regional growth. Municipalities are directed to set growth projections for Urban Centres and FTDA's, but only a limited number of member jurisdictions have set dwelling unit and job projections for these geographies in Regional Context Statements.

This recommendation also emphasizes the region's objective of supporting transit ridership through the development of transit-supportive communities as defined through the 6 Ds. By expanding the centre targets to support the other determinants of transit ridership, land use and transportation are more aligned. This also reinforces the *Metro 2040* GHG reduction targets.

**Recommendation #3: Introduce Requirements / Criteria for Consideration of Centre Type Reclassification**

Staff recommend the following framework to guide the reclassification of centre type.

- Only existing Urban Centres or Frequent Transit Development Areas could be considered for reclassification to a different centre type.
- Metro Vancouver would only consider an application for reclassification if the applicable required criteria in Table 3 are met.
- Reclassification of an Urban Centre or Frequent Transit Development Area type would likely be considered a Type 3 Amendment to the regional growth strategy. Further work will be required to identify amendment type triggers to align the degree of change with the appropriate amendment process.
- New Urban Centres (where no growth overlay existed prior) would continue to require a Type 2 Amendment while new Frequent Transit Development Area (FTDA's) continue to be a Type 3 Amendment (both status quo in *Metro 2040*).

- Written TransLink support is required in advance of any Urban Centre reclassification.

Table 3: Centre Type Reclassification Framework	
Centre Type	Required Criteria for a new Urban Centre or Urban Centre reclassification
In order to become...	The area must...
<b>Frequent Transit Development Area - All</b>	Located in Frequent Transit Corridor Network (FTCN) Existing transit service that has 15 min (or better) frequencies all day, every day Policies supportive of sidewalk and cycling network connectivity Policies supportive of managed parking supply Not in a known hazard area OCP Land Use Map and policies supportive of residential and/or employment growth Topography is supportive of underground parking (no flood risk)
Corridor FTDA	Located on the 2019 FTN Located up to 800m from the FTN Linear Shaped
Station Area FTDA	Located on the 2016 FTN Located up to 1200m from an existing SkyTrain or RapidBus station
<b>Urban Centre - All</b>	Located on the 2016 FTN Not in a known hazard area OCP Land Use Map and policies supportive of residential and employment growth Topography is supportive of underground parking (no flood risk)
Standard Municipal Town Centre	Evidence that the area is a primary hub of activity within a municipality Minimum of 100 Jobs+People / hectare Minimum area of 40 hectares
High Growth Municipal Town Centre	Existing SkyTrain service High Regional Accessibility Score Not in a known hazard area Minimum 100 Jobs+People / hectare Formerly a Municipal Town Centre A or FTDA Minimum area of 40 hectares
Regional City Centre	Evidence that the centre is the primary hub of activity for a subregion Formerly a Municipal Town Centre or "New Centre Type (to be named)" Not in a known hazard area Minimum 100 Jobs+People / hectare Minimum area of 160 hectares
Metro Centre	Existing SkyTrain service High degree of cycling connectivity and cycling network completeness High walkability index score Not in a known hazard area Region-serving uses Formerly a Regional City Centre

### **How does this recommendation address the identified challenges?**

A majority of stakeholders articulated a need to better distinguish the different centre types from each other. Staff recognized the need to create better differentiation while also acknowledging that the region must not impose a change in centre type on an existing centre. Therefore, a pathway to reclassifying centre types is required to allow member jurisdictions to initiate any changes to a centre that will help existing centres to conform to the new growth structure. The intention is to allow centres to change type so that the centres within each centre type have less variability between them and recognizing that areas and a member jurisdiction's development priorities can change over time. The above framework for reclassifying centre types is also structured to promote transit-oriented development and resiliency. The intent is to set clear standards for reclassification to avoid the over proliferation of centres and the watering down of the centre type and clarity of purpose.

The standards have also been defined using a 'climate lens', in that a reclassification from Municipal Town Centre or FTDA to the Standard Municipal Town Centre would need to demonstrate that the area has a high Regional Accessibility Score (details to be determined), and that it is not in a known hazard area. The working planning principle is that new growth should not contribute to increasing the region's GHG emissions by increasing Vehicle Kilometres Travelled, nor should new growth be encouraged in locations at risk of flooding, sea-level rise, or other natural hazards both because they cannot accommodate underground parking and because they put people and infrastructure at risk.

These policies also support improved coordination with regional services and utilities by better aligning the existing activity densities (jobs+people / hectare) with the identified centre type thereby creating a clearer signal to TransLink and Metro Vancouver utility planners what level of demand exists and will exist in the areas going forward.

### **Recommendation #4: Update Urban Centre and FTDA Policies**

Staff recommend the addition of the following Urban Centre and FTDA policies.

#### **Possible Actions for Member Jurisdictions – Under Consideration for Metro 2050**

- Develop RCSs that:
  - Include an Official Community Plan (OCP) Land Use map consistent with *Metro 2050* including land use designations for Urban Centres and FTDAs that are supportive of transit-oriented growth, employment, and affordable housing. This includes limiting the proportion of the area within an Urban Centre or FTDA designated for single detached housing and highway-oriented commercial forms of development.
  - Define “non-residential major trip generating uses” to include, but not be limited to: office or business parks, large-format or retailers, post-secondary institutions, and any public-serving health facilities owned by a Health Authority. Non-residential major Trip generating uses are excluded from areas outside of Urban Centres and FTDAs (Metro 2040 1.2.6.d.iv).
  - Consider the identification of appropriate lands for new affordable housing, particularly rental units, prior to transit service investments and support partnerships to build new affordable housing in transit-oriented locations, develop policy to protect and / or replace existing affordable rental housing, and develop policy to mitigate the displacement of existing renters.

- Consider where appropriate speed and reliability measures that prioritize transit service along the FTN, particularly RapidBus corridors.
- Consider buffers and/or additional air quality, noise, and vibration mitigation strategies for new buildings within 250m of the Major Road Network, as well as Provincial and Federal highways.
- Require additional risk management strategies in locations at risk of sea-level rise, flooding, or other natural hazards.
- Support the provision of child care spaces in Urban Centres, FTDA's, and appropriate locations along the FTN.
- Support the use of green infrastructure in Urban Centres, FTDA's, and appropriate locations along the FTN.
- Consider climate adaptation and resiliency strategies for new infrastructure in Urban Centres and FTDA's.
- Consider strategies to manage the supply of private vehicle parking in new apartment buildings
- Consider strategies to improve bicycle parking standards in apartments, workplaces, and other new buildings.
- Support the development of a tenant protection and relocation policy and or bylaws.
- Set out dwelling unit and employment growth targets for each Urban Centre and FTDA.
- Target a minimum of 1/3 of total municipal residential and employment growth for Urban Centres and FTDA's.
- Include policies supporting long-term growth and transportation planning coordination with neighbouring municipalities and First Nations for RapidBus corridors that run through two or more adjacent municipalities or First Nations communities.
- Include policies that define how the member jurisdiction shall inform Metro Vancouver utilities (Liquid Waste, Water Services, Solid Waste Services) of the scale, phasing and locations of planned growth (in Urban Centres, FTDA's, and elsewhere) to support coordinated and right-sized utility upgrades.
- Consider whether the identification of an FTDA is appropriate in the following situations:
  - During an Area Planning Process
  - During a Neighbourhood Planning Process
  - During a Master Planning Process
  - When planning for areas in a Comprehensive Development Zone
  - During an Official Community Plan Update

#### Possible Actions for Metro Vancouver - Under Consideration for *Metro 2050*

- In partnership with TransLink and member jurisdictions, continue to conduct corridor studies to support coordinated long-term growth planning in corridors where a RapidBus has been identified in a TransLink investment plan and where a corridor passes through more than one member jurisdiction.

- Update the FTDA Implementation Guideline and prepare a Corridor Planning Implementation Guideline and a Station Area Planning Implementation Guideline to support local government implementation of *Metro 2050*. Include a list of benefits of identifying FTDA's including:
  - Candidacy for TransLink walking and cycling infrastructure funding programs.
  - Potential for additional stop amenity standards over and above regular service areas.
- Not accept the identification of FTDA's that are over 1200m away from the current FTN.
- Not accept the identification of FTDA's that are in known flood hazard areas or areas known to be at risk of natural hazards.
- Not accept the reclassification of Urban Centres or FTDA's in any areas that are in known flood hazard areas or areas known to be at risk of natural hazards.
- Advocate to the provincial and federal governments to support the further coordination of growth, land use, and transportation planning at the regional scale through legislation, regulations, partnerships, plans, and grant programs.
- Advocate to the Provincial and Federal governments to support the implementation of the growth framework by tying grant and other funding programs to the growth framework.
- Advocate to the Provincial and Federal Governments to support the implementation of the growth framework by directing provincial and federal public service employment locations and other non-residential trip-generators in the region (including but not limited to hospitals, post-secondary institutions, secondary schools, public-serving health care service facilities, and government-owned / funded affordable or supportive housing developments) to Urban Centres and appropriate areas along the FTN, especially identified FTDA's.
- Advocate to the Federal government to support community public health objectives by requiring the Port and Airport Authorities to measure, report, and manage noise, pollution, and vibration impacts on adjacent communities.
- Advocate that the Provincial Government in conjunction with local Health Authorities and TransLink develop guidance on appropriate setbacks and building standards along the Major Roads Network, railways, and Federal / Provincial Highways to minimize public exposure to:
  - Unhealthy levels of noise and vibration;
  - Common Air Contaminants.
- Conduct research and prepare a planning guidance document for member jurisdictions on the topic of supporting growth management in areas outside Urban Centres and FTDA's including the provision of "missing middle" housing forms.
- Not accept the identification of new Urban Centres where one did not exist prior unless:
  - It is on the current FTN;
  - Written support is provided by TransLink;
  - A market study has been conducted to show that the area has both regionally-significant levels of employment and residential growth market potential;
  - A parcel of land equivalent to (minimum) one quarter of the area to be identified as an Urban Centre that was previously designated General Urban is redesignated to Conservation & Recreation, Industrial, or Agricultural.

#### **How does this recommendation address the identified challenges?**

The above policy recommendations for Urban Centres and FTDA's represent a wide variety of actions for both member jurisdictions and Metro Vancouver and therefore address the identified challenges



in a variety of ways. These policy recommendations help to further differentiate the centre types by more clearly stating what is expected in Urban Centres and FTDAs and which conditions must be met to allow for the identification or reclassification of Urban Centres and FTDAs.

These policy recommendations address some of the barriers and concerns identified by member jurisdictions that are creating challenges for the identification of FTDAs or the implementation of the vision of Urban Centres and FTDAs. For example, Metro Vancouver will be responsible for advocating to the Provincial and Federal Governments for support of the revised growth framework. Metro Vancouver will also be responsible for updating the Implementation Guidelines to support member jurisdiction planning efforts around Urban Centres and FTDAs.

Finally, these policy recommendations integrate some new and emerging policy issues such as the consideration of the provision of child care, green infrastructure, transit-oriented affordable housing, major regional infrastructure planning, and the impacts of climate change.

#### [Recommendation #5: Integrate Frequent Transit Corridor Network Geography \(FTCN\)](#)

Staff recommend the introduction of a new geography into the regional growth framework called the Frequent Transit Corridor Network (FTCN) to support the identification of more FTDAs in corridors and in a linear pattern in transit-oriented locations and to support growth monitoring in transit-oriented locations. It will not be used for target-setting or performance evaluation purposes.

#### **The FTCN will be developed using the following methodology:**

1. Starting with TransLink's most current FTN, draw the following buffers:
  - a. 1200m from existing SkyTrain Stations
  - b. 1000m from RapidBus Stops
  - c. 800m from RapidBus corridors<sup>2</sup>
  - d. 400m from all remaining frequent bus routes (FTN)
2. Remove from the above geography the following:
  - a. Lands outside the Urban Containment Boundary,
  - b. Lands with Agricultural, Conservation-Recreation, Industrial, or Rural regional land use designations,
  - c. Parks and waterways,
  - d. High hazard areas including known climate change-related risk areas (to be identified)
  - e. Federal lands including First Nations Reserves, and
  - f. Existing FTDAs and Urban Centres.
3. The resulting geography shall be called the Frequent Transit Corridor Network.

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<sup>2</sup> Where a Frequent Transit Corridor Study has taken place, Metro Vancouver, in coordination with affected member jurisdictions, may elect to use the custom corridor geography defined through the Corridor Study process.



## **FTCN Function**

The FTCN will serve two functions:

**Support the Identification of Frequent Transit Development Areas (FTDAs):** Future Frequent Transit Development Areas of both subtypes (Station Areas and Corridors) may be identified inside the FTCN. FTDAs may be considered outside the FTCN only if the respective member jurisdiction provides sufficient evidence that the location is transit-oriented as well as provides written support from TransLink. In addition, Metro Vancouver must agree that the location is an appropriate area for regionally-significant growth.

**Monitor transit-oriented growth:** The FTCN will be used to monitor transit-oriented residential and employment growth along the FTN. A custom data order will be submitted to Statistics Canada following each Census and the residential and employment growth in this geography will be reported through Metro Vancouver's committees and other reporting structures. The growth will be reported as the proportion of the region's total residential and employment growth that is taking place within the FTCN. No growth targets will be set for this geography. Growth monitoring in this geography will be done in addition to monitoring growth associated with the Urban Centre growth targets. Improvements to target-setting approaches are described under Recommendation 2.

## **Updating the FTCN**

The FTCN will be updated periodically (3-5 years) to reflect TransLink's updates to the FTN. This will require more iterative planning between TransLink, Metro Vancouver, and member jurisdictions but will support a stronger degree of integration of land use, growth, and transportation planning. Iterative updates to the FTCN geography are consistent with iterative updates to the boundaries of the Urban Centres and FTDAs which are regularly adjusted by member jurisdictions.

## **How does this recommendation address the identified challenges?**

This policy recommendation is intended to address the challenge of FTDAs slowing and inconsistently across the region. By defining a clear baseline geography, the FTCN makes it easier to understand the range of locations where FTDAs could potentially be identified. This geography will serve as a visual guide that will help member jurisdictions identify new FTDAs. It will also serve as an important communication tool to help clarify the intention, expectations, function, and benefits of FTDAs. This will help deter the identification of FTDAs that fall outside the current FTN, thereby discouraging the creation of new auto-dependent, higher-density neighbourhoods.

This recommendation also helps the region observe how much new growth is taking place in appropriate transit-oriented locations. This circumvents the issue of Frequent Transit Development Areas taking time to identify (Metro Vancouver recognizes the considerable community engagement and policy work required to identify an FTDA) and allows Metro Vancouver to monitor and report on transit-oriented growth on a regular basis.

## BENEFITS AND LIMITATIONS OF RECOMMENDED CHANGES

### Benefits

While the fundamental principles of the Metro Vancouver growth framework remain largely unchanged, the five recommendations above will provide the following benefits:

- 1. Additional differentiation:** By dividing Municipal Town Centres and Frequent Transit Development Areas (FTDAs) into two subtypes each the degree of variety within a centre type will be reduced. The addition of new criteria will also help to further differentiate the centre types while recognizing the unique municipal context of each Urban Centre and Frequent Transit Development Area.
- 2. Specifying growth expectations:** By refining the growth targets to include sub-regional or municipal-level growth targets for Frequent Transit Development Areas and Urban Centres, the growth expectations for each community is made more clear and more reflective of the unique context of each member jurisdiction.
- 3. Additional integration with regional transportation planning:** Using the Jobs+People / hectare metric as a defining component of the growth framework helps to more closely align the strategies of *Metro 2050* to TransLink's Transit Service Guidelines, thereby improving the integration of land use and transportation planning in the region and helping to set clearer expectations for the level of growth expected in the different centre types.
- 4. Clarifying the Transit Community (FTDA) tool:** Integrating the Frequent Transit Corridor Network geography into *Metro 2050* will help signal to member jurisdictions the preferred locations for new Transit Community to better encourage transit-oriented growth in the region. It will also help support more useful growth monitoring, allowing staff to understand the rate of regional growth taking place in transit-oriented locations regardless of a Transit Community being identified.
- 5. Climate action:** With the addition of regional accessibility measures the updated growth framework will better support focusing growth in areas with a high degree of transit accessibility which in turn will support reduced trip length (Vehicle Kilometres Travelled) and reduced GHG emissions. With the addition of the climate hazard mapping as criteria for centre type reclassification, the region will support adaptive growth planning, guiding growth away from areas that are at higher risk of climate-related natural disasters.

### Limitations

Some of the policy directions that were originally explored have been removed from the list of final recommendations due to concerns from stakeholders or because staff came to realize that the policy was not practical or it could not be implemented. This includes the idea of further defining Local Centres and encouraging phased growth planning in each member jurisdiction. Updating, expanding, and refining the targets in *Metro 2050* is contingent on regional growth analytics work and projections modelling that has yet to be conducted by Metro Vancouver and so the extent of outcomes are undetermined at this point.

## NEXT STEPS

### Feedback

Member jurisdiction feedback on these recommendations will be considered by Metro Vancouver in the development of policy wording recommendations that will go forward to the MVRD Board.

### Additional Analysis

Additional analysis is required to fully develop the policy recommendations above. Progress on this analysis will be brought to RPAC and the Regional Planning Committee periodically for review. This additional analysis includes:

- 1. Updated growth projections:** Metro Vancouver's updated growth projections are required as a first step towards updating the growth targets to 2050. This work will be done in partnership between Metro Vancouver's Growth Management and Transportation team, Data Analytics team, TransLink, and member jurisdiction. Draft growth targets are anticipated for late 2020 but may take longer.
- 2. Development of Regional Accessibility measures:** Regional Accessibility will be an important new component guiding the update to the centre typology, updated growth targets, and the new policies for centre type reclassification. This will involve spatial analysis of areas in the region with greater degrees of transit accessibility. This work is anticipated by mid-2020.
- 3. GHG Modelling:** Regional Planning is partnering with the Metro Vancouver's Air Quality and Climate Change Division to model potential policies alternatives to reduce GHG emissions in the region from the "Business as Planned" Scenario to a "Climate Neutral" Scenario. This work will explore the GHG impact of further focusing growth over and above what is targeted and will help to inform the update to the growth targets.
- 4. Development of Climate Risk map(s):** Spatial analysis of areas with higher degrees of climate change and natural hazard risk are required to guide the update to the centre typology, growth target update, reclassification policies, and new general policies. This work is anticipated by mid-2020.
- 5. Application of a Social Equity Lens:** The second phase of the Social Equity in Regional Growth Management study will develop a 'social equity lens' that can be used to evaluate and ensure policies proposed for *Metro 2050* do not aggravate social inequities. This work is anticipated for late 2020 or early 2021.

## REFERENCES

1. "[Update on the Review of Frequent Transit Development Areas and Urban Centres Review](#)", dated, March 27, 2015
2. "[Urban Centre and Frequent Transit Development Area Review](#)", dated, February 18, 2016
3. "[Urban Centre and Frequent Transit Development Area Review - Profiles](#)", dated, February 23, 2016
4. "[Urban Centres and Frequent Transit Development Areas Review – Update](#)", dated, August 24, 2016
5. "[Urban Centres and FTDA Review – Phase I Findings and next Steps](#)", dated, April 18, 2017
6. "[Urban Centre and FTDA Review Phase 2 Update and Request for Input](#)", dated, October 6, 2017
7. "[Centres and Corridors Literature Review and Case Studies](#)", dated, January 2, 2018
8. "[Urban Centre and FTDA Knowledge Sharing Series](#)", dated, October 23, 2018
9. "[Urban Centre and FTDA Review Update – Phase 2 Stakeholder Engagement](#)", dated, October 24, 2018
10. "[Urban Centre and Frequent Transit Development Area Policy Review – Policy Directions](#)", dated, July 3, 2019
11. "[Growth in Urban Centres and Frequent Transit Development Areas 2006-2016](#)", dated, September 27, 2019

## APPENDIX

### Associated Research

Metro Vancouver Regional Planning staff led and partnered on a number of associated research studies that have important implications or lessons for the Urban Centre and FTDA Policy Review. These are summarized below.

**Long-Range Scenarios:** This project found that some of the emerging significant influences on regional growth and transportation include the impact of automation on employment, the impact of global trade on the economy, and the impact of climate change on the built and natural environments. Building in resiliency into the regional growth framework will help ensure that communities can adapt to the impact of potential external forces over time. This could include focusing growth away from flood and seismic risk areas, including strategies to adapt to extreme heat and rainfall, and increasing strategies for reducing GHG emissions.

**Apartment Parking Study:** This study found that for both rental and strata buildings, apartment parking supply is exceeding demand across the region. It also found that transit use is generally higher where apartment parking use is lower, especially in rental buildings. Finally, this study found that design and capacity of bicycle parking facilities in many apartments in the region is inadequate and does not meet the needs of residents. Implications for the Urban Centre and FTDA Policy Review include the need to revisit parking standards and maximums in new buildings close to the FTN, especially for rental and non-market buildings to more accurately reflect needs. In addition, there may be need for regional policy encouraging improved bicycle parking standards in new apartment buildings.

**Where Matters: Health and Economic Benefits of Where We Live:** This study quantified the relationship between built environment factors such as walkability and health outcomes (and the associated public costs of those health outcomes). The study found that improved walkability is associated with lower rates of many chronic diseases such as heart disease and diabetes. However, the study also found that in the most walkable places there tends to be higher rates of some mental health and respiratory conditions. The implications for this policy review include considering adding new policies for Urban Centres and FTDAs that encourage improving walkability through increased intersection density, land use mix, commercial floor area ratio, sidewalk completeness, and residential density. The findings correlating highly walkable neighbourhoods with some respiratory and mental health conditions also suggest that additional mitigation measures to address the impact of urban noise, pollution, isolation, and vibration are also required to support healthy higher density communities.

**Marine Main Frequent Transit Corridor Study:** This study modelled what level of transit service was achievable along the Marine–Main Corridor between the District of North Vancouver, the City of North Vancouver and the District of West Vancouver over the long term and will continue to monitor land use changes on this corridor to understand the relationship to the new RapidBus service. Some of the key findings of this study include:

- It may be difficult to start the conversation about creating a new growth overlay geography before a neighbourhood planning process has taken place.
- Some municipalities are not ready to talk about removing street parking / parking lanes.
- Street right-of-way width is a key issue for accommodating speed and reliability requirements of RapidBus (relates to street parking availability and setback width).
- It can be difficult to get communities thinking about transit corridors as land beyond the street right-of-way.

**Lougheed Land Use and Monitoring Corridor Study:** This partnership looked at the long-term growth potential on the Lougheed corridor between Coquitlam RCC and Maple Ridge RCC in advance of the new RapidBus service implementation by TransLink. Some of the implications from the findings of this study include:

- Consider using custom geographies for FTDC target setting in next RGS instead of 400m from FTN and 800m from rapid transit.
- Defining Urban Centre types should consider floodplain risk.
- Urban Centres should be differentiated into “Urban Centres where growth is directed” and “Urban Centres expected to grow” and “Urban Centres expected to grow significantly.”
- Require policies to encourage inter-municipal corridor coordination in RCSs.
- Further differentiate the role of Urban Centres from corridors.

**Transit Oriented Affordable Housing Study:** Metro Vancouver and several study partners are working to better understand the opportunities and constraints for building new affordable rental housing in transit-oriented locations across the region. In 2017, the study partners examined the challenges and opportunities with building new affordable rental housing. In 2018-2019, the partners undertook detailed research about the effectiveness and applicability of specific policies and financial tools.

Possible policy applications for Urban Centres and FTDA:

- Set out regional policy priority of equitable transit-oriented communities; one element of equity being affordable rental housing in transit locations.
- Incorporate / evolve the appropriate actions in Goal 4 of the *Regional Affordable Housing Strategy* (RAHS) into *Metro 2050* (for municipalities, TransLink, Province, Federal Government).
- Establish affordable rental housing supply targets in Urban Centres and along the Frequent Transit Network; requirement of Regional Context Statements.

Potential additional or enhancement of existing actions:

- Role of non-profit entities: evaluate their land holdings to look at opportunities to support affordable rental housing and potentially deploy them to support affordable rental housing development in transit locations.
- Role of Province: provide TransLink with a clear mandate to consider and support affordable rental housing through actions such as strategic land acquisition and deployment associated with transit infrastructure implementation.
- Role of TransLink:

- broaden its real estate function to include the early strategic acquisition and disposition of transit-oriented lands to support affordable rental housing; seek out opportunities and partnerships to encourage new affordable rental housing in transit locations;
- update its Transit-Oriented Communities Guidelines to include equity and affordable rental housing elements;
- update its *Adjacent and Integrated Development Project Consent Process Guide* for Project Owners to design transit infrastructure in a way that creates opportunities for urban development integration and affordable rental housing;
- create a planning / technical service (in coordination with HousingHub and Metro Vancouver) to offer early corridor / station area / neighbourhood planning support to help municipalities and non-profit entities identify housing targets and lands in frequent transit corridors for affordable housing and other growth management objectives;
- Update the scope and requirements of the Area Transport Plans.
- Role of Metro Vancouver: create a planning / technical service (in coordination with HousingHub and TransLink) to offer early corridor / station area / neighbourhood planning support to help municipalities and non-profit entities identify housing targets and lands in frequent transit corridors for affordable housing and other growth management objectives.
- Role of municipalities (building on Goal 4g of RAHS)
  - Prepare plans or policy statements for station area shoulder areas and frequent transit corridors;
  - Conduct an analysis of lands owned by public sector and non-profit entities;
  - Designate areas for affordable housing.

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To: Regional Planning Committee

From: Eric Aderneck, Senior Planner, Regional Planning and Housing Services

Date: February 19, 2020 Meeting Date: March 6, 2020

Subject: **Regional Industrial Lands Strategy - Draft and Status Update**

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### **RECOMMENDATION**

That the Regional Planning Committee receive for information the report titled “Regional Industrial Lands Strategy - Draft and Status Update”, dated February 19, 2020.

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### **EXECUTIVE SUMMARY**

The Regional Industrial Lands Strategy is nearing completion after two years of research and engagement work. Informed through the current and final round of stakeholder engagement, it is anticipated that the Strategy will be finalized in spring 2020, for consideration of endorsement by the Industrial Lands Strategy Task Force and the MVRD Board. The Strategy, as well as other related work, will also inform the update to the regional growth strategy that is currently underway (*Metro 2050*). Metro Vancouver staff are in the process of engaging with stakeholders to receive further input on the draft Strategy’s proposed recommendations.

### **PURPOSE**

To provide the Regional Planning Committee and MVRD Board with an update on the status of the Regional Industrial Lands Strategy. Although the Regional Industrial Lands Task Force is responsible for the development of the Regional Industrial Lands Strategy, the industrial and employment portfolio is part of the regional growth strategy and implementation will be guided by the Regional Planning Committee.

### **BACKGROUND**

Early in 2018, recognizing both the shortage and importance of industrial lands in this region, Metro Vancouver’s Chair struck the Industrial Lands Strategy Task Force to guide the development of a Regional Industrial Lands Strategy. The Strategy’s vision is to ensure a sufficient supply of industrial lands to meet the needs of a growing and evolving regional economy to 2050. Preparation of the Strategy has been a collaborative process involving a wide range of public and private sector stakeholders. In November 2019, the MVRD Board received the draft Regional Industrial Lands Strategy for information, and directed staff to conduct a third and final round of stakeholder engagement, including with member jurisdictions, agency staff, and industry representatives, to share and gather feedback on the draft strategy. The Regional Planning Committee has not received an update on the work of the Task Force since September 2019.



## **THE IMPORTANCE OF INDUSTRIAL LANDS**

Industrial lands are crucial to supporting a prosperous and sustainable regional economy in the region. Industrial lands accommodate approximately one-quarter of the region's total employment, and contribute to the region's economic well-being, along with the associated linkages to transportation, trade, and taxation matters.

'Industrial' represents a wide spectrum of uses and intensities, ranging from large distribution and transportation lands, warehouses, manufacturing and processing facilities, to small local-serving production and suppliers, and new technology-driven businesses with integrated work spaces. These all have different needs in terms of accommodations to optimize their operations, as well as location, property and building size requirements. Many regional jobs and businesses are also connected to national trade through the Port of Vancouver, which requires industrial lands for the handling of goods including: container storage, freight forwarding, warehouses, and other distribution functions.

Industrial lands accommodate many businesses and jobs that serve the wider economy, and provide employment opportunities close to home for residents, as well as economic and taxation benefits to the host local municipality. Industrial lands provide for the day-to-day needs of the population, locations for services like vehicle repair, hotel laundry, catering companies, breweries and couriers, that serve and provide employment opportunities for both the region and the surrounding communities.

Due to a constrained land base in the region and strong demand for all types of land uses, the supply of industrial land is under significant pressure for conversion to residential, commercial and other uses, which tend to have higher values for developers. The resulting lack of available lands and high costs could slow job growth, discourage businesses from expanding or locating in the region, and put pressure on other areas, such as agricultural lands.

## **REGIONAL INDUSTRIAL LANDS STRATEGY DEVELOPMENT PROCESS**

The Industrial Lands Strategy Task Force meetings were held throughout 2018 and 2019 to provide guidance for the development of the Regional Industrial Lands Strategy. Metro Vancouver hired Hemson Consulting to coordinate the development of the Strategy. With the support of Metro Vancouver staff, multiple rounds of consultation with the Task Force and stakeholders have identified and refined a set of policy options and recommendations in a draft strategy.

As part of the process to develop the Regional Industrial Lands Strategy, Metro Vancouver hosted three stakeholder workshops in 2019 (May 29, Sept 11, Dec 10), with representation from the public and private sectors. In addition, there have been numerous meetings and presentations with specific groups, such as the Port of Vancouver, NAIOP, UDI, chambers of commerce/boards of trade, Urban Freight Council, Greater Vancouver Gateway Council, as well as a Subject Matter Expert Panel.

Member jurisdiction staff have been engaged throughout the development of the Strategy through these meetings, as well as through the Regional Planning Advisory Committee and Metro Vancouver staff's participation in related local industrial and employment planning processes that have been underway at the same time.

The MVRD Board received the draft Strategy for information at its meeting on November 29, 2019, and directed staff to conduct a third and final round of stakeholder engagement to finalize the Strategy, which is currently underway. A desire was expressed to engage member jurisdiction Councils more broadly, and as a result the draft Strategy was brought to a Council of Councils meeting on February 22, 2020 for discussion and feedback. The Strategy will be finalized in the spring of 2020 and will, along with other work that is being undertaken, also inform the update to the regional growth strategy during 2021 and 2022.

### **DRAFT REGIONAL INDUSTRIAL LANDS STRATEGY**

The draft Regional Industrial Lands Strategy is the culmination of this work, and summarizes the findings of research and engagement undertaken to date. The Strategy identifies a set of 35 recommendations, directed at a range of stakeholders, and 10 priority actions to respond to the main challenges facing the region's industrial land base and interests, identified as follows:

- 1) A constrained land supply and critical industrial land shortage;
- 2) Ongoing pressure to convert industrial lands and to use them for non-industrial purposes;
- 3) Challenges bringing industrial lands to market and site issues; and
- 4) A complex jurisdictional environment requiring collective and concerted efforts.

The draft Strategy contains recommendations grouped as four 'Big Moves' and identifies 10 priority actions for early implementation, outlined below.

#### **Protect Industrial Lands**

- 1) Protect trade-oriented lands in strategic locations through specific land use designations and increased direction for permitted uses (Collaboratively define Trade-Oriented Lands) (2020)
- 2) Conduct a Comprehensive Regional Land Use Assessment (2021)
- 3) Strengthen regional policy in the update to the regional growth strategy – *Metro 2050* (2022)
- 4) Strive for greater consistency by developing a consistent definition of industrial and develop guidelines for permitted uses (2022)

#### **Intensify and Optimize Industrial Lands**

- 5) Encourage intensification in appropriate locations by removing restrictions (informed by regional guidelines) (2020)

#### **Bring the Existing Land Supply to Market**

- 6) Advance 'bring-to-market' strategies for vacant land to proactively identify and address issues preventing remaining sites from being developed (2022)
- 7) Coordinate strategies to encourage local economic growth, expansion of local businesses, and attraction of investment across Metro Vancouver (2022)
- 8) Ensure transportation connectivity among industrial areas by working together to proactively designate, manage and coordinate investment related to the region's goods movement network (ongoing)

### **Ensure a Coordinated Approach**

- 9) Improve data and monitoring: a) Regional Industrial Lands Inventory (2020) and b) Regional Employment Survey (2021), to support improved tracking of changes in employment growth, land use, and built space
- 10) Develop a framework for economic and land use planning coordination between neighbouring regions and the province (2021)

### **NEXT STEPS**

Metro Vancouver staff are currently in the process of engaging with stakeholders to receive further input on the draft Regional Industrial Lands Strategy's key components, particularly the proposed recommendations, any specific items that stakeholders may see as priorities or concerns for further discussion, and their respective organization's potential role in the implementation of the Strategy.

The results of the final round of engagement on the draft Strategy will be incorporated into the finalized Regional Industrial Lands Strategy that will be presented to the Industrial Lands Strategy Task Force and MVRD Board for consideration, anticipated in the spring of 2020. Subsequently, it is expected that the Strategy will be circulated to member jurisdictions and other agencies and organizations for endorsement.

### **ALTERNATIVES**

This is an information report. No alternatives are presented.

### **FINANCIAL IMPLICATIONS**

The development of the Regional Industrial Lands Strategy was part of the Board approved 2019 Regional Planning budget. Metro Vancouver retained the services of Hemson Consulting Ltd. to support the development of the Strategy, with a budget of \$75,000. Additional consultant support was also part of the 2018 and 2019 Board approved Regional Planning budget. The total costs for developing the Regional Industrial Lands Strategy, including engagement was \$140,000.

### **CONCLUSION**

Guided by the Industrial Lands Strategy Taskforce, and informed through two years of research and engagement work, a draft Regional Industrial Lands Strategy has been prepared. The draft Strategy summarizes the findings of work undertaken to date, and identifies 35 recommendations and 10 priority actions to respond to the challenges facing the region's industrial land base and interests.

Staff are currently carrying out a third round of stakeholder engagement, which will be used to inform the finalization of the Regional Industrial Lands Strategy. It is anticipated that the Strategy will be finalized in the spring of 2020, and presented for consideration of endorsement to the Regional Industrial Lands Task Force and MVRD Board. The Strategy, as well as other related work, will also inform the update to the regional growth strategy (*Metro 2050*).

### **Attachment** (*orbit doc #33663791*)

"Regional Industrial Lands Strategy for Metro Vancouver - DRAFT", dated, November 15, 2019

### **Reference**

[Metro Vancouver Regional Industrial Lands Strategy](#)

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# Regional Industrial Lands Strategy for Metro Vancouver

**DRAFT**

Prepared by: HEMSON Consulting Ltd. for Metro Vancouver  
November 15, 2019



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## EXECUTIVE SUMMARY

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The Metro Vancouver region is facing a critical shortage of industrial land. Across the region, Metro Vancouver's industrial lands serve as home to a wide range of employment activities that, in turn, play a crucial role in supporting the broader regional, provincial, and national economies. From providing services to other local businesses, offering a broad range of well paying jobs, to enabling trade between Canada and the rest of the world, industrial lands are a key component to accommodating Metro Vancouver's continued growth.

Years of steady population and economic growth in the region, ongoing conversion and non-industrial uses of industrial lands, and the constrained geography of the region, have precipitated the challenges now facing Metro Vancouver's industrial land supply. Demand for industrial land continues to increase. Land values have increased significantly over the past few years and vacancy rates are at record lows. As a result of all these factors, the limited supply of vacant industrial land across the region is anticipated to face a worsening shortage over the next 10 to 15 years. With continued pressure for growth, limited options for expansion and increasing competition between other land uses, these issues now threaten not only new opportunities for growth, but also existing economic and employment activities.

## THE MAIN CHALLENGES

Through canvassing industrial stakeholders and users around the region, the four main challenges facing Metro Vancouver's industrial lands are identified as:

### 1. A Constrained Land Supply

Bounded by the ocean, mountain ranges and an international border, the Lower Mainland is geographically constrained with limited options to expand the land base. As the region's population and economy continue to grow, this results in increasing demand for and competition amongst various land uses including residential, commercial, recreational, agricultural and industrial. With a limited supply of vacant industrial land remaining, there are fewer opportunities to accommodate both new businesses and those businesses that are seeking to expand their operations, particularly for uses that require larger parcel sizes with the necessary access to services and transportation infrastructure.

### 2. Pressures on Industrial Lands

As other land uses also compete for the limited amount of land available in the region, industrial lands are facing increased speculation and other market pressures to convert industrial lands to non-industrial uses, such as commercial and residential.

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These other uses typically are higher value, often pricing-out industrial land uses when a mix of land uses are permitted in industrial areas.

In addition, there is an increasing trend toward permitting more accessory and non-industrial uses on lands intended for industrial activities. These employment uses, although important to the regional economy, may displace and create location challenges for more traditional industrial uses.

### **3. Site and Adjacency Issues**

In some cases, the high cost of delivering servicing to undeveloped industrial areas has proven prohibitive. Similar issues related to environmental constraints, lack of transportation and public transit infrastructure and the encroachment of nearby sensitive uses have discouraged or prevented industrial development where it might otherwise be accommodated. Similarly, the encroachment of sensitive land uses often result in conflicts with industrial operations (i.e. truck traffic, noise, odors) which can prove disruptive to existing and prospective industrial uses.

### **4. A Complex Jurisdictional Environment**

The issues facing Metro Vancouver's industrial land supply involve multiple stakeholders, including the public sector, crown corporations, private sector, industry associations, chambers of commerce and boards of trade. In some cases, these challenges are compounded by overlapping jurisdictions amongst government agencies, leading to a fractured regulatory landscape and competing mandates. Similarly, varying approaches to industrial land use (including permitted activities and intensities) may be in conflict with the aspirations of the region and neighbouring jurisdictions.

## **THE REGIONAL INDUSTRIAL LANDS STRATEGY**

In response to the challenges facing industrial lands and industrial stakeholders in the region, the Metro Vancouver Regional District (Metro Vancouver) struck an Industrial Lands Strategy Task Force (the Task Force) comprised of appointed MVRD Board Directors and representatives from other stakeholder agencies and organizations. The Task Force's mandate is to develop a *Regional Industrial Lands Strategy* with a vision to ensure a sufficient supply of industrial land to meet the needs of a growing and changing regional economy to the year 2050.

The development of the *Regional Industrial Lands Strategy* is a collaborative process involving a range of stakeholders with an interest in the current and future role that industrial lands should play in the region. This includes understanding how current industry sectors in Metro Vancouver use land for different types of industrial activity, challenges facing the development and operation of industrial lands within the region,

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and how the changing nature of work and industry could impact the future demand for land, along with associated transportation implications. Despite uncertain impacts on the future demand, all indications are that demand for industrial land will continue to grow.

The draft Regional Industrial Lands Strategy is the culmination of the research and consultation undertaken on behalf of the Task Force. The report presents a set of 35 policy recommendations and a framework for their implementation. Taken together, the recommendations provide a road map to achieve the vision of the *Regional Industrial Lands Strategy*.

## **THE BIG MOVES**

The challenges facing Metro Vancouver's industrial lands are complex and interconnected, and no single action or stakeholder will resolve them. A complicating factor is the diverse make-up of the region and its industrial sub-markets. Land use policies that work well in one jurisdiction or area may not be effective in another. As such, recommendations for change must reflect the local context.

From the 35 recommendations, a short-list of 10 actions have been identified as priorities for implementation. For the purpose of coordination, these priority actions have been organized in terms of four 'big moves' based on their shared core objectives. This list reflects the immediacy of specific pressures facing the region's industrial land supply, along with stakeholder feedback gathered through the development of the strategy.

### **Protect Remaining Industrial Lands**

Given the projected high demand for industrial land in the region, it is imperative to protect the region's remaining industrial lands and curb the threats that undermine their use for industrial activities.

1. Strengthen regional policy in the Regional Growth Strategy by increasing the minor amendment voting threshold for Industrial and other requirements. (Recommendation 2)
2. Strive for zoning consistency for industrial land by developing a consistent definition of industrial and guidelines for permitted uses. (Recommendation 3)
3. Recognize and protect trade-enabling lands in strategic locations through specific land use designations and increased direction for permitted uses. (Recommendations 4, 5 & 6)



## **Intensify and Optimize Industrial Lands**

In the context of a constrained land base, it is important to remove barriers to the intensification of industrial land, and investigate opportunities to optimize the location of certain land uses over time.

4. Conduct a Regional Land Use Assessment. (Recommendation 1)
5. Encourage intensification of industrial uses in appropriate locations by removing unnecessary restrictions on increased development heights and densities and explore opportunities to incentivize such developments, as informed by regional guidelines. (Recommendation 8).

## **Bring the Existing Land Supply to Market & Address Site Issues**

To ensure the region's remaining vacant supply gets to market, identify the local issues facing these lands and the linkages between them, and map out the necessary policy updates and strategic investments in response.

6. Develop 'bring-to-market' strategies for remaining areas of vacant land to proactively identify and address issues preventing sites from being developed. (Recommendations 17 and 32)
7. Coordinate strategies encouraging local economic growth, local business expansion, and attraction of investment across Metro Vancouver. (Recommendations 30 and 31)
8. Ensure transportation connectivity among the region's industrial areas by working together to proactively designate, manage and coordinate investment related to the region's goods movement network. (Recommendations 18, 19, 20 and 22)

## **Ensure a Coordinated Approach**

Improved cooperation and data tracking among governments and other agencies and organizations is necessary to ensure effective land management and accurate monitoring into the future. Coordination also guides future alignment of policy responses to issues as they arise across Metro Vancouver and southern British Columbia.

9. Establish a broader framework for economic and land use planning collaboration between Metro Vancouver, neighbouring regions, and port facilities to support industrial land protection. (Recommendations 33, 34 and 35)
10. Develop and conduct a regional employment survey on a bi-annual basis to provide a better method of tracking changes in employment growth, land use, and built space over time. (Recommendation 28)

Taken together, these big moves will work to ensure Metro Vancouver's industrial lands continue to provide an attractive and viable location for businesses to locate, grow and prosper, all while supporting the broader regional economy and community.

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## 1. INTRODUCTION

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Metro Vancouver is facing a shortage of industrial land. With strong demand for industrial space, many industrial businesses are finding it increasingly difficult to find suitable locations, while conversions to non-industrial uses further reduce the remaining supply of designated industrial land.

Industrial lands are crucial to supporting a prosperous, sustainable regional economy and to providing space to accommodate the industrial businesses and services needed across Metro Vancouver. These lands are home to over a quarter of the region's jobs, and are used mainly for transportation and warehousing, wholesale trade, retail trade, manufacturing, and professional and technical services. Many activities on industrial lands provide for the day-to-day needs of Metro Vancouver's population, providing locations for services like regional utilities, vehicle repair, hotel laundry services, catering companies, couriers, breweries, goods manufacturing, and design space.

Due to a constrained land base and strong demand for all types of land use, the regional supply of industrial land is under significant pressure for conversion to permit uses that can command higher market land values, such as retail, commercial and residential uses. In some parts of the region, flexible zoning permission have allowed non-industrial businesses to occupy industrial lands, competing for and at time displacing the industrial uses that cannot locate elsewhere. In others, the encroachment of sensitive uses, like residential, next to existing industrial operations are resulting in conflicts that threaten the continued operation of the original industrial use. These challenges, along with many others, are eroding opportunities for industrial businesses to operate and grow, which in turn threatens the economic diversity and vitality of the broader regional economy.

### 1.1 OBJECTIVES

Hemson Consulting Ltd. was retained in April of 2019 to assist Metro Vancouver in the development of the *Regional Industrial Lands Strategy* by:

- Interpreting and integrating the findings of work completed on behalf of the Task Force;
- Investigating innovative approaches to industrial land management seen in other regions;
- Adding to the research base, where necessary, with a focus on providing guidance on industrial land demand into the future, governance structures and partnerships, and land protection options;

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- Identifying options and recommendations to guide a broad range of stakeholder actions to achieve the objectives and vision of the Strategy; and
- Conducting additional consultation with regional stakeholders to gather feedback on and refine the aforementioned options and recommendations.

The draft Regional Industrial Lands Strategy is the culmination of this work, summarizing the findings of the research to set the context of challenges, issues and trends, describing the approach and principles to the proposed response, and presenting a set of recommendations and priority actions.

## **1.2 METRO VANCOUVER’S INDUSTRIAL LANDS STRATEGY TASK FORCE**

In response to these challenges, Metro Vancouver struck an Industrial Lands Strategy Task Force (hereafter referred to as the ‘Task Force’) in March of 2018.

The mandate of the Task Force is to guide the development of a *Regional Industrial Lands Strategy*. It is intended to be a collaborative process involving a range of stakeholders with an interest in the present and future role that industrial lands play in the region. This includes understanding how current industry sectors in the region use land for different types of industrial activity, challenges facing the development and operation of industrial lands within the region, and how the changing nature of work and industry could impact the demand for land in the future.

The Task Force includes both voting members, comprised of appointed Metro Vancouver Board Directors, and non-voting members, comprised of representatives from agencies and organizations with an interest in, and knowledge of, about industrial lands. Non-including the Port of Vancouver, TransLink, Urban Development Institute, the BC Ministry of Jobs, Trade and Technology, BC Chamber of Commerce, Agricultural Land Commission, and representatives from the industrial development community. The Task Force is responsible for guiding the development of research and stakeholder consultation to support the development of a *Regional Industrial Lands Strategy*, before reporting back to the Metro Vancouver Board with the recommended Strategy.

### 1.3 REGIONAL INDUSTRIAL LANDS STRATEGY VISION

One of the first efforts of the Task Force was to confirm a vision for the Regional Industrial Lands Strategy. It is to:

Ensure sufficient industrial lands to meet the needs of a growing and evolving regional economy to the year 2050.

The vision statement speaks to both the timeframe for the strategy as well as acknowledging the challenges posed by the changing nature of work and potential impacts on the regional economy and land demand.

### 1.4 DEFINITION OF ‘INDUSTRIAL’ AND WHAT IS APPROPRIATE WHERE

If the objective of the strategy is to ensure sufficient industrial lands, the first step is better understanding what the strategy is seeking to protect lands for – how is ‘industrial’ defined. Across the region, municipal policies and bylaws vary in terms of what uses are permitted within industrial and employment zoning. For example, some municipal bylaws limit permitted uses to more traditional industrial activities, such as manufacturing, warehousing and distribution logistics, while others provide more flexibility to accommodate a range of uses, such as commercial, places of worship and indoor recreation. This flexibility of use can be beneficial towards realizing opportunities associated with the changing nature of industry and the emerging innovation economy, but also results the displacement of more traditional industrial activities, or contributes to the space and land supply challenge for industrial activities.

This is of particular concern in the context of the region’s constrained land supply as it relates to the infiltration of industrial areas by non-industrial uses that could potentially locate elsewhere. The challenge is striking the right balance of narrowing permitted uses to protect the needs of region-serving and trade-enabling activities, while remaining sufficiently flexible to allow for innovation in appropriate locations across the region and ensure sufficient space for non-industrial, employment uses (such as concentrated in Urban Centres, which have better transit and amenities).<sup>1</sup>

Towards this end, the Task Force, through consultation with regional stakeholders, developed a working definition for ‘industrial’ uses for the purpose of the Regional Industrial Lands Strategy<sup>2</sup>.

<sup>1</sup> [Industrial Lands and the Innovation Economy, Metro Vancouver, June 2018](#)

<sup>2</sup> [Defining Industrial for the Regional Industrial Lands Strategy, Metro Vancouver, September 2018](#)

Industrial is defined as:

- Light and heavy industrial production (e.g. cement manufacturing, food and beverage manufacturing, furniture manufacturing, metalwork and fabrication, sawmills)
- Distribution (e.g. warehousing, industrial storage, freight trucking, intermodal couriers)
- Repair (e.g. autobody shops, truck and trailer repair, consumer goods repair)
- Construction materials and equipment (e.g. building supplies and specialty trade contractors, heavy equipment rental and leasing)
- Infrastructure (e.g. public utilities such as wastewater treatment facilities and pumping stations, works yards, rail/port terminals)
- Outdoor Storage activities (e.g. container storage)
- Wholesale (e.g. merchant and logistics wholesalers)

In addition to the more traditional industrial uses, the Strategy also recognizes other non-traditional industrial uses that may be compatible with industrial lands based on a number of criteria shown in Table 1 and 2.

**Table 1: Criteria to Assist in Defining Industrial Use & Compatibility**

Criteria	Description
Compatibility with adjacent uses	Whether a business is an emitter of noise, vibration, odour or visual nuisances that make occupying areas proximate to other land uses (e.g. residential, commercial institutional) challenging
Access (to site and goods movement network)	Whether the business requires access to particular infrastructure or modes of transportation such as water, rail, airport, and highway
Space requirements and scale of business	Whether the business requires large / unique site or building characteristics
Product produced	Whether the business manufactures, distributes or repairs a physical product
Trip generation	Whether the business generates or handles relatively large amounts of truck or client traffic
Client type	Whether the business is geared toward other business or the public
Ancillary / hybrid use	Percentage of the business that is office if a hybrid use (e.g. bio-tech)

Source: Defining Industrial for the Regional Industrial Lands Strategy, Metro Vancouver, September 2018

Through consultation with stakeholders, these criteria were used to categorize a spectrum of land uses into four land use categories that align with *Metro 2040's* land use designations. These include traditional industrial activities that are appropriate for lands

designated or zoned Industrial, flexible uses considered appropriate for lands designated or zoned Employment<sup>3</sup>, Non-Industrial uses that should not be permitted on Industrial lands, and Context Specific uses that could be appropriate for Industrial or Employment lands depending on the criteria listed in Table 1.<sup>4</sup> The spectrum of uses by applicable land use category are summarized in Table 2.

**Table 2: Applicable Uses by Land Use Category**

<b>Industrial</b>	<ul style="list-style-type: none"> <li>• Light and heavy industrial production</li> <li>• Distribution</li> <li>• Repair</li> <li>• Construction materials and equipment</li> <li>• Infrastructure</li> <li>• Outdoor storage</li> <li>• Wholesale</li> </ul>
	<ul style="list-style-type: none"> <li>• Indoor Storage (e.g. self-storage)</li> <li>• Stand-alone office (e.g. law and financial offices)</li> <li>• Stand-alone recreation (e.g. karate studios, theatres, crossfit and climbing gyms, badminton/tennis facilities)</li> <li>• Retail / wholesale (e.g. big box, car dealerships, furniture, automotive parts)</li> <li>• High tech software development</li> <li>• Consulting services (e.g. engineering, architecture, environmental)</li> </ul>
	<ul style="list-style-type: none"> <li>• Residential and supportive housing</li> <li>• Artist studios and live/work space</li> <li>• Agriculture (soil based growing)</li> <li>• Places of worship</li> <li>• Institutional uses (e.g. schools, day cares, hospitals)</li> </ul>
	<ul style="list-style-type: none"> <li>• Restaurants (i.e. serving adjacent industrial activities versus being a draw for the public)</li> <li>• Retail (i.e. micro-breweries depends on scale and percent retail)</li> <li>• Services (i.e. commercial laundry, bakery, catering depends on scale)</li> <li>• Research and development (i.e. high-tech, bio-tech that require 'industrial' space)</li> <li>• Media production studios (i.e. movie, recording, television and radio)</li> </ul>

Source: Defining Industrial for the Regional Industrial Lands Strategy, Metro Vancouver, September 2018

<sup>3</sup> It should be noted that while these uses are more appropriate for Employment lands rather than Industrial, many of these uses are currently permitted in several Industrial zones in the region.

## 1.5 KEY FINDINGS

The research and interviews with stakeholders and subject matter experts resulted in the following key findings:

1. Industrial lands play a critical role in supporting both local employment and the broader regional and national economies;
2. A broad spectrum of employment activities take place on industrial lands, many of which are unlikely or unable to locate elsewhere within the region;
3. Industrial land uses have specific spatial and infrastructural needs that must be planned and protected to ensure their efficient operation and continued growth;
4. Many industrial businesses rely on dependable access to the goods movement network to ensure the timely movement of product to and from suppliers and their clients, along with transit services to link businesses with a broader range of the region's workforce;
5. While industrial areas can benefit from a mix of complimentary and secondary uses, many industrial uses struggle to compete when non-industrial uses are allowed to encroach upon and develop within industrial lands:
  - there is limited alignment on what constitutes an 'industrial' use and local zoning permissions have permitted distinctly non-industrial uses, to locate and occupy a significant amount of industrial land;
  - the encroachment of sensitive uses, such as residential, often creates conflicts with abutting industrial activities. Without sufficient buffering to separate these uses, or mitigation measures to limit conflict, encroachment may threaten the operation and growth outlook for existing industrial operations.
6. The market for industrial land and how it is used varies across the region, with differing land values, rents, and spatial characteristics in different sub-markets;
7. There are a number of ways in which industrial uses can make more efficient use of a limited land supply, including intensification of built form where local development restrictions, geotechnical / soil conditions, and market factors permit. However, not all market areas or industrial operations are well suited to multi-level industrial buildings.



8. Innovation and the changing nature of work in industrial areas requires a careful balance between protecting for certain uses and enabling flexibility to realize emerging economic opportunities:
- the limited supply of available industrial land, coupled with speculation and competition amongst other land uses, is resulting in rising costs and fewer options for new and existing industrial businesses;
  - without careful management of the region's remaining industrial land supply, there is a real risk that industrial activities may be displaced or may choose to (re)locate elsewhere outside of the Lower Mainland; and
  - mismanagement of the region's industrial land supply has the potential to impact not only industrial employment and economic activity, but also the broader economic outlook for Metro Vancouver.
9. Given the diverse characteristics of Metro Vancouver's industrial sub-markets and geographies, policy options that work well in one jurisdiction or area may not apply to another. As such, policy recommendations in the Regional Industrial Lands Strategy must not be implemented in a blanket manner but instead must recognize local context and applicability.

## 2. REGIONAL CONTEXT, ISSUES AND TRENDS

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This section assesses the current state of industrial lands in Metro Vancouver and provides information on trends, issues, context and challenges for the recommendations that follow. Research was compiled through a comprehensive review of various market and academic sources, including a series of studies and white papers prepared for the Task Force. These studies include:

- Regional Industrial Lands Strategy – Issues and Initiatives Summary (June 2018);
- Industrial Lands and the Innovation Economy (June 2018);
- Defining Industrial for the Regional Industrial Lands Strategy (September 2018);
- Stratification of Industrial Land in Metro Vancouver (September 2018);
- Industrial Edges: Compatibility and Interface Issues in Metro Vancouver (September 2018);
- Agri-Industrial Activities in Metro Vancouver (February 2019);
- Regional Industrial Lands Strategy – Survey of Industrial Users (February 2019);
- Economic Value of Industrial Lands to the Metro Vancouver Region (February 2019); and
- The Changing Nature of Industry and Industrial Land Demand in Metro Vancouver (July 2019).

### 2.1 INDUSTRIAL LANDS IN METRO VANCOUVER

Industrial lands are the foundation for a significant component of the Metro Vancouver region's total economic activity, representing a large amount of employment and economic activity.

- Comprising only 4% of the region's land base, industrial lands are home to nearly 27% (364,000) of the region's 1.3 million jobs, while also supporting an additional 163,000 jobs through indirect and induced impacts<sup>5</sup>.

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<sup>5</sup> Economic impact is assessed in three major components: direct, indirect and induced.

- Direct impact accounts for the activity of the sector itself.
- Indirect impacts are those that result because of the direct impacts, such as employment in downstream industries like parts suppliers and logistics companies meeting the need created a new manufacturing business.
- Induced impacts are those generated by expenditures by individuals employed directly or indirectly (often referred to as the "household spending effect").

- Jobs located in industrial areas tend to be high paying, offering an average wage of \$61,100 per worker, which is roughly 10% higher than the regional average wage of \$55,000 per worker.
- In 2016, business activities on industrial lands generated \$27 billion in direct Gross Domestic Product (GDP), equating to 30% of the region's total GDP. These activities also accounted for an additional \$30 billion in indirect and induced GDP, of which \$16 billion is within the region, \$5 billion is accrued elsewhere in the province, and \$9 billion accrues elsewhere in Canada.<sup>6</sup>

The Metro Vancouver industrial market continues to experience very strong demand for space and a limited supply of land. As described by one brokerage firm, “with record-low vacancy, escalating rental rates, an expensive and constrained industrial land supply and an insufficient volume of new development” there is a “ravenous appetite for industrial real estate among tenants, owner-occupiers, developers as well as private and institutional investors”.<sup>7</sup>

The demand is based on a growing regional population and economy, Metro Vancouver's role as a transportation gateway for the nation, and evolving and emerging forms of industrial. Notable drivers of demand are: e-commerce, logistics and distribution, light manufacturing, food processing, advanced technologies, and creative and media production sectors, many of which desire urban locations to be close to customers and workforce.

On the supply side, the quantity of available land is essentially fixed, and the amount of new industrial building floor area being built cannot keep up with absorption. Metro Vancouver has approximately 11,300 ha (28,000 acres) of industrial land, about 80% of which is already developed.<sup>8</sup> Within this supply, local brokerages estimate there to be 210 million square feet of industrial building space.<sup>9</sup>

- Because the development of new space has not kept pace with demand, the industrial vacancy rate of 1.4% is a record low for the region, and counts amongst the lowest in North America's major markets.
- Competition for space is resulting in increasing rental rates across the region, ranging from \$10.50 per square foot in Surrey and Delta to \$14.50 per square foot in Vancouver and North Vancouver.

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<sup>6</sup> [Economic Value of Industrial Lands to the Metro Vancouver Region, Metro Vancouver, February 2019, Section 4](#)

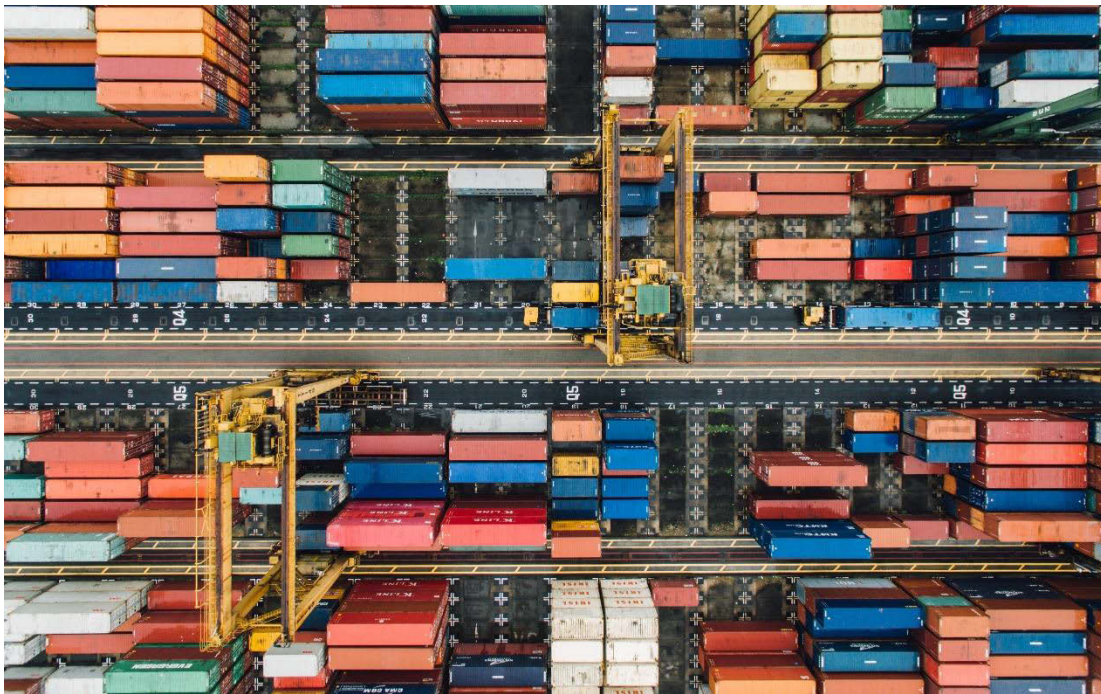
<sup>7</sup> Avison Young, Spring 2019 Industrial Overview

<sup>8</sup> Metro Vancouver 2015, Industrial Lands Inventory, Summary Report.

<sup>9</sup> Colliers, Greater Vancouver Area, Industrial Report, Q3 2019

- Values for vacant industrial land are also up significantly in recent years, past the \$2 million per acre mark in many areas, and much higher in the City of Vancouver.
- Purchase prices for strata industrial space have followed similar trends ranging from \$300 to \$500 per square foot depending on the sub-market, with Vancouver representing the higher end.
- Despite the development of new supply being at an all time high, with some 6 million square feet of building space under construction, absorption levels have yet to abate, indicating demand is outpacing the market's ability to provide space.

Within this market, industrial tenants are facing limited space options to accommodate their new and expanding businesses, while also experiencing increased pressure from rising market rents, maintenance costs and property taxes. Existing tenants are faced with either renewing their lease at notably higher rates, or relocating further away from the region's core markets, driven – or indeed, pushed – by availability and costs rather than location preferences.



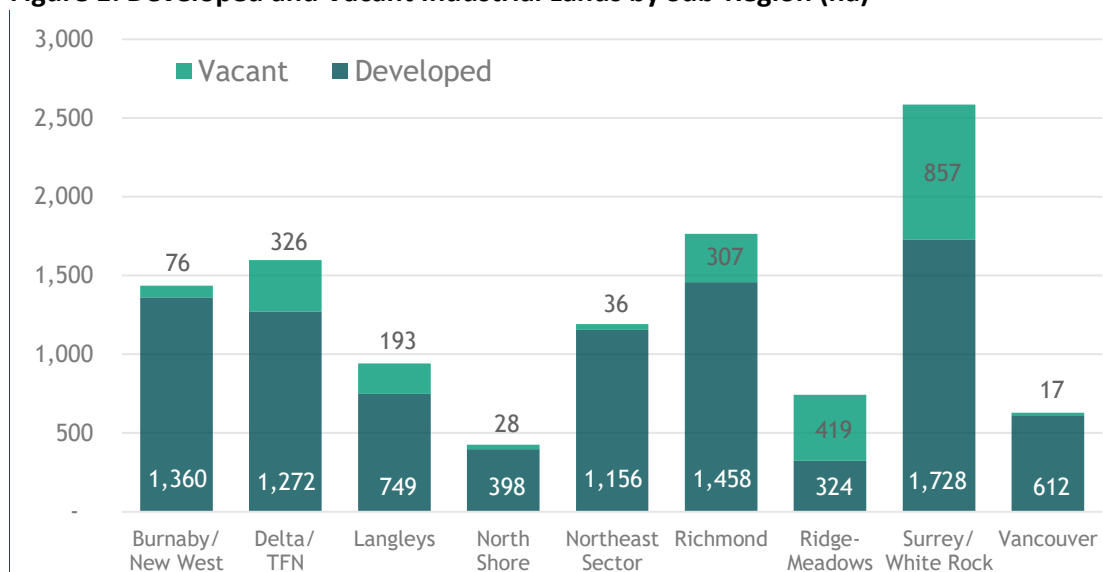
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### 2.1.1 Industrial Land Supply

Metro Vancouver's most recent Industrial Lands Inventory was conducted in 2015. With the next Regional Industrial Lands Inventory to be undertaken in 2020, the 2015 Inventory is somewhat out of date, but still serves as a starting point for contextualizing many of the issues and dynamics facing the region's industrial lands.

At of 2015, 11,331 ha (28,000 acres) of industrial lands were identified across the region. Of this total, 8,560 ha (75%) were developed, zoned and designated under an Official Community Plan (OCP) for industrial uses. An additional 511 ha (5%) had been developed and zoned for industrial uses, but was designated for non-industrial uses in the local OCP, indicating these lands are likely to transition away from industrial use over time. The remaining 2,261 ha (20%) were considered vacant or underdeveloped, the bulk of which are located in the south and eastern areas of the region, specifically Surrey (38%), Maple Ridge / Pitt Meadows (18%), Delta / Tsawwassen First Nation (14%), and Richmond (14%).

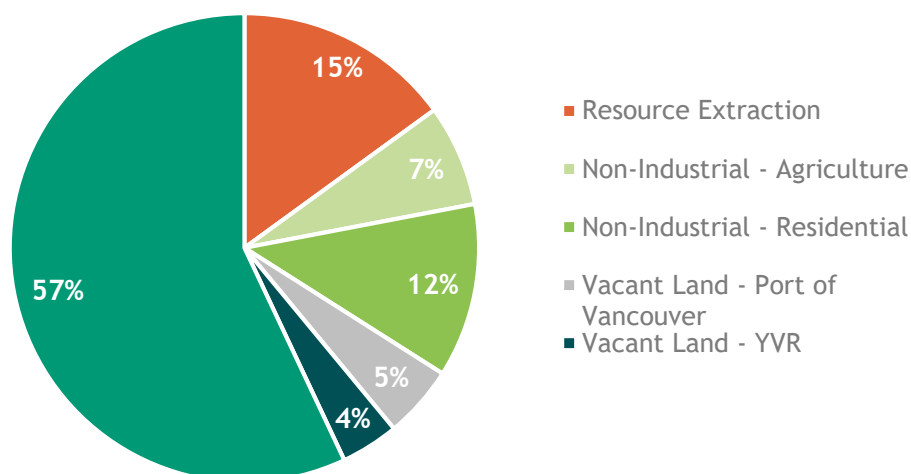
**Figure 1: Developed and Vacant Industrial Lands by Sub-Region (ha)**



Source: Metro Vancouver 2015, Industrial Lands Inventory, Summary Report.

It is important to note that the lands identified as vacant include a mix of lands that are totally vacant, along with a number of other non-industrial uses that have the potential to redevelop to industrial uses over time. As shown in Figure 2, only 66% of these lands were considered functionally vacant, with the Port of Vancouver and YVR holding a combined 9% for future operations. The remaining 34% are shared between active resource extraction, agricultural and low-density residential uses, which may take some time to become available for future industrial development.

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**Figure 2: Vacant Land Distribution by Type of Current Use**

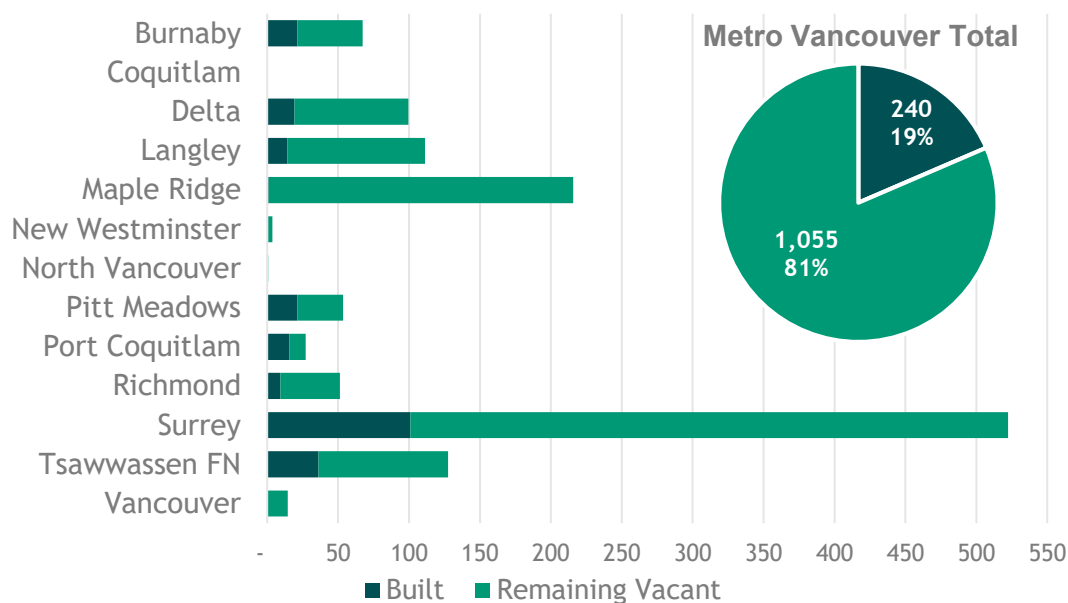
Source: Metro Vancouver 2015, Industrial Lands Inventory, Summary Report.

In the five year period leading up to the 2015 Industrial Lands Inventory, the total amount of developed land increased by 163 ha (2%), while the inventory of vacant lands decreased by 513 ha (19%), representing a net decline of 350 ha (3%) from the total industrial lands inventory. The removal of lands from the inventory occurred due to a number of reasons, with municipal policy changes (OCP re-designations or rezoning and developing lands for non-industrial uses) being the main reason for the net decline.

Between 2010 and 2015, excepting the removal of lands from the inventory, Metro Vancouver's industrial lands experienced a net absorption<sup>10</sup> of 380 ha, or 76 ha per year on average. This was a decline from the average absorption of 93 ha per year for the 2005 to 2010 period. The slowed absorption rate was likely the result of a number of factors, including the lingering effects of the 2008-2009 Global Recession and the declining number of large sites available in the industrial inventory.

Since 2015, satellite imaging indicates that a significant number of the region's large vacant parcels have been developed in Richmond, Tsawwassen First Nation and Surrey's Campbell Heights. As shown in Figure 3, it is estimated that at least 240 ha (19%) of the 1,295 ha that were previously identified as functionally vacant (and not under Port or YVR ownership) have been absorbed and developed between 2015 and 2019. It is anticipated the vacant land inventory will be significantly reduced by the time of the next iteration of the Regional Industrial Lands Inventory in 2020.

<sup>10</sup> Net absorption is a factor of the gross lands that went from vacant to developed status minus the gross lands that went from develop to vacant over the same period.

**Figure 3: Estimated Vacant Land Supply Change in Hectares (2015 – 2019)**

Source: Hemson Consulting Ltd. using data from Metro Vancouver and images from Google Earth.

### 2.1.2 Employment and Economic Activity

Of the 364,100 jobs located on the region's industrial lands, 200,400 (55%) are associated with industrial activities, involving production, distribution, repair, public infrastructure, and trade-enabling uses (employment activity located on lands associated with the Port of Vancouver and YVR Airport). Industrial land activities are significant contributors to the local economy, contributing proportionally more GDP per job than the regional average. These jobs generated an estimated \$17.3 billion in direct GDP in 2016, more than 93% of which associated with non-trade-enabling sectors.

Non-industrial activities, that is those jobs in sectors related to media, film and art production, research and development in professional and technical services, retail, and other services, also play a significant role on the region's industrial lands. These sectors account for 163,700 direct jobs and approximately \$9.5 billion in direct GDP, though their impact is proportionally lower on a per jobs basis than the industrial sectors. This is primarily on account of the higher economic multipliers (linkages and spending with other sectors) and higher average wages associated with activity in the industrial sectors.

**Table 3: Economic Impacts of Employment Located on Industrial Lands, by Sector, 2016**

Economic Impact		Impacts in:	Region	British Columbia	Canada
Employment (Jobs)	Industrial Sectors	Direct	200,400	200,400	200,400
		Indirect	59,200	78,100	111,400
		Induced	48,000	62,900	87,900
		Total	307,600	341,400	399,600
	Non-Industrial Sectors	Direct	163,700	163,700	163,700
		Indirect	28,900	36,000	50,400
		Induced	28,900	33,600	45,800
		Total	219,400	233,200	259,900
	All Sectors	Total	527,100	574,600	659,500
	GDP (\$ Billions)	Direct	\$17.3	\$17.3	\$17.3
		Indirect	\$5.5	\$7.3	\$11.2
		Induced	\$5.2	\$6.8	\$9.5
		Total	\$28.0	\$31.4	\$38.0
		Direct	\$9.5	\$9.5	\$9.5
		Indirect	\$2.5	\$3.2	\$4.6
		Induced	\$2.9	\$3.6	\$4.9
		Total	\$15.0	\$16.3	\$19.1
	All Sectors	Total	\$43.0	\$47.7	\$57.1

Source: Statistics Canada Census 2016, Metro Vancouver and *InterVISTAS* analysis and calculations.

Note: Data are rounded and may not sum. Prices are 2016 dollars.

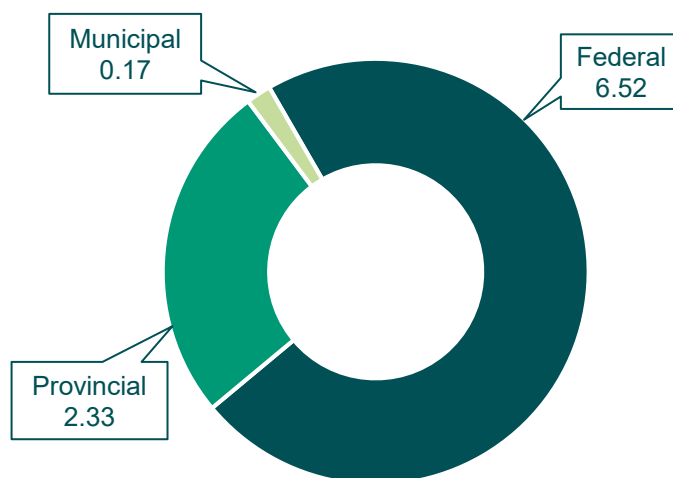
### 2.1.3 Tax Impacts

Metro Vancouver's industrial lands are estimated to generate \$6.5 billion in tax revenues and fees for the Federal government and \$2.3 billion for the Provincial government. Industrial sector jobs make a greater contribution to Federal and Provincial revenues when compared to non-industrial sector jobs located in the industrial areas, primarily on account of their higher average wages for industrial related jobs. Municipal property taxes generated by industrial property classes totalled \$0.17 billion in 2016, though not all these building may have been located within the industrial areas.<sup>11</sup>

<sup>11</sup> [Economic Value of Industrial Lands to the Metro Vancouver Region, Metro Vancouver, February 2019, Section 4.8.](#)



**Figure 4: Estimated Federal, Provincial and Municipal Tax Revenues Generated by Industrial Lands (\$ billions)**



Source: InterVISTAS' Tax Model and calculations, and analysis of British Columbia Government Tax Burden Schedule 707 2016 Assessments, Tax Rates, Municipal Taxes and Class Proportions of Taxes and Assessments.

#### 2.1.4 Industrial Land and Space Market Trends

As shown in Figure 5, industrial land values and lease rates across Metro Vancouver have increased significantly between 2014 and 2019. These changes reflect the scarcity of large, vacant, developable industrial land parcels, speculation that densities will increase on industrial lands, increased competition from other uses, or outright conversion to non-industrial uses.

**Figure 5: Metro Vancouver Industrial Land Values and Lease Rates, 2014, 2017, 2019**

	Late 2014	Late 2017	Early 2019
Average Vacant Industrial Land Value (\$million/acre)	\$1.1 million to \$1.6 million	\$1.9 million to \$3.0 million	\$2.0 million to \$4.0 million
Average Rental Rate for Industrial Space (\$/net square foot per year)	\$8	\$10	\$12

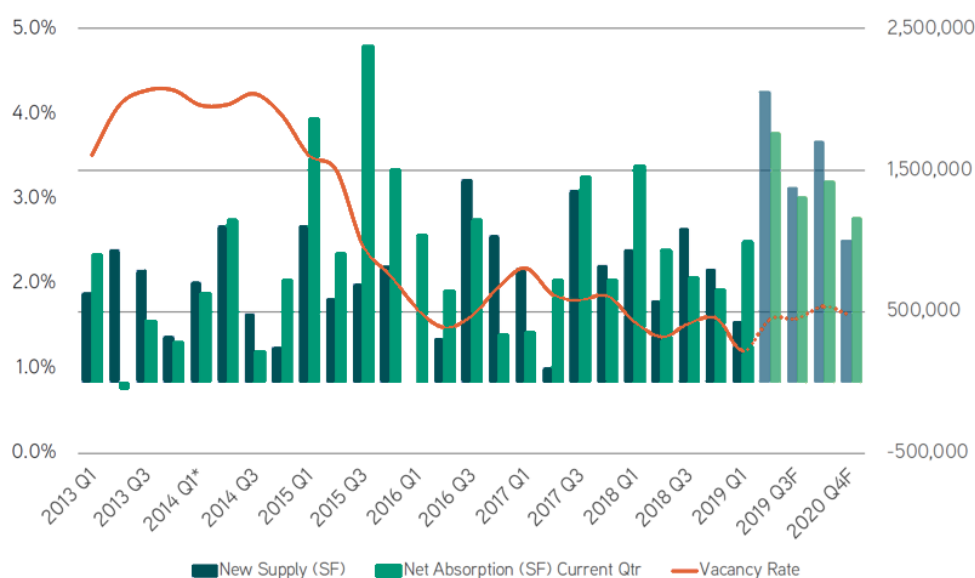
Source: Adapted from The Changing Nature of Industry and Industrial Demand in Metro Vancouver: Discussion Paper, Section 4.7, 2019

Note: Figures represent average values for the region as compiled by major brokerages. Industrial transactions in specific sub-markets may be greater or less than range shown.

These land price and lease rate increases are the result of changing dynamics between the supply and demand of industrial land and space availability. In the case of Metro Vancouver, demand and competition for these lands has been steadily increasing, while the supply of available industrial land has declined. As shown in

Figure 6, demand for industrial space has far outpaced how quickly developers have been able to bring new buildings to the market, resulting in a regional vacancy rate that has averaged below 2% for the past 4 years.

**Figure 6: Metro Vancouver Industrial Market Absorption Trends and Forecast, 2013-2020**



Source: Colliers International, Metro Vancouver Industrial Market: Q1 2019

The industrial market has remained extremely tight over this period, with the lack of supply and strong demand putting upward pressure on lease rates and land values.

## 2.2 CHALLENGES FACING THE REGION'S INDUSTRIAL LANDS

With regional population and employment growth, and a constrained land base, the region faces a number of challenges related to the protection, management and promotion of industrial and employment lands. Based on engagement with the Task Force and a range of regional stakeholders, these challenges have been categorized into four themes:

- A Constrained Land Supply
- Pressure on Industrial Lands
- Site and Adjacency Issues
- A Complex Jurisdictional Environment

**HEMSON**

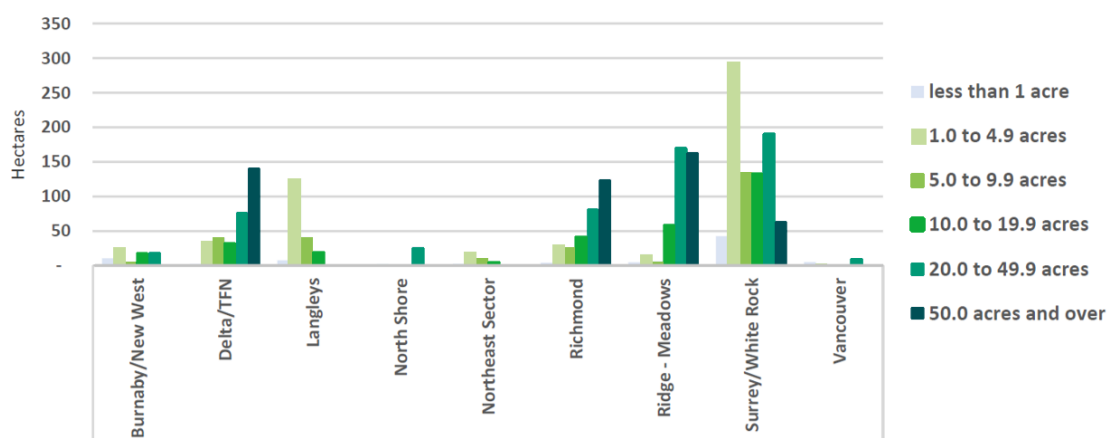
The challenges within each theme are complex and interconnected, and addressing them will require creative responses and collaboration among all stakeholders in the region.

### 2.2.1 A Constrained Land Supply

The challenges facing Metro Vancouver and its industrial land supply are somewhat unique, at least in the North American context. Unlike most other North American markets, where continued demand can often be accommodated via development and growth into outer areas, Metro Vancouver is bounded both physically and politically between mountains, an ocean and an international border. While there is some potential for industrial development in the neighbouring Fraser Valley Regional District to the east, it too has a limited supply of vacant industrial land available, leaving the land supply within the Lower Mainland predominantly capped.

Between the limited supply of vacant industrial lands and high demand for new space, there is a scarcity of employment lands in general. This is of particular concern as it relates to larger parcel sizes (20+ acres), that are typically required for major industrial and logistical uses. This problem is further exacerbated by the fragmented nature of much of the region's remaining vacant land parcels, which result in lands that are suitable for some industrial activities, but insufficient for large-scale development. The vacant industrial land supply by parcel size and sub-region is provided in Figure 7.

**Figure 7: Vacant Lands by Site Size and Sub-Region, Metro Vancouver, 2015**



Source: Metro Vancouver 2015 Industrial Lands Inventory: Technical Report

With limited options through traditional expansion-based methods, Metro Vancouver will need to embrace creative options for increasing both the supply and capacity of its industrial lands. These alternative approaches are not without their own challenges, as discussed in the examples below:

## **HEMSON**

### A. Can We Create New Land?

In the past, it was common to expand industrial and port areas into shorelines by using fill. However, the environmental and economic costs and necessary approvals and mitigation measures can be prohibitive, resulting in the practice being used much more sparingly in recent years. The Port of Vancouver is currently undertaking a comprehensive study to expand the Roberts Bank container terminal using this approach; though beyond this project there are few prospects for this approach to be applied elsewhere in the region.



### B. Increasing Industrial Capacity through Multi-Storey Intensification

With limited options to increase the land base, many industrial projects are now considering building upwards; modern warehouse distribution centres are developed to be significantly more volumetrically intensive than traditional warehousing operations. Multi-storey industrial buildings are somewhat rare in North American markets due to the high capital costs associated with constructing space that meets the needs of modern industrial businesses, which in turn requires a much higher rent in order to ensure a sufficient return on investment for developers. This also includes the need for sufficient truck access to enable the movement of goods, requiring ramps, freight elevators and loading bays, making site design more complex.

Traditionally, this meant that only smaller users were likely to occupy multi-storey industrial space, specifically those that needed to be located in proximity to the urban core, and were flexible in their space needs. However, as market pressures have increased, interest in multi-storey industrial projects is beginning to grow more broadly, with a number of multi-storey projects having been constructed in Metro Vancouver and similar North American markets in recent years. Some of these projects have involved a mix of uses and tenures, most commonly strata industrial with office uses over industrial

space. The completion of the Georgetown Crossing development in Seattle shows the potential for large scale stacked industrial distribution and logistics buildings that could potentially be replicated in Metro Vancouver.<sup>12</sup>

Allowing for, and potentially incentivizing, the creation of multi-storey industrial space has the potential to modestly increase the supply of industrial space within the region, so long as the market conditions are sufficient to support it. It is important to recognize that such an option will be contextual within the region, as factors such as local rents, site size, industry activity, and geotechnical conditions will determine where such projects are feasible.



### C. Other Forms of Industrial Intensification

In addition to increasing the amount of built space, there are a number of other ways to measure industrial intensity or density on the existing land base. These methods may not be as directly tied to land use policy, but can still accommodate increased employment and economic activity.

Examples include:

- Labour activity (employees per land acre/hectare or per building sq. ft./m2)
- Business revenue per unit (value generated per unit of land, or building floor area)
- Volume of goods produced/processed/stored per unit (per floor space, land area, employee)
- Vehicle or equipment movement per hour (trucks, loading, crane lifts)
- Quality and pay of jobs (education and pay levels)

<sup>12</sup> [Is It Time To Go Vertical In Vancouver, Colliers International Market Intelligence Report](#)

- Value or level of equipment/technology investment (e.g. automation, racking warehouses)
- Transportation infrastructure utilization rates (goods/trips per unit)
- Building lease absorption period, vacancy rates, rental rates
- Longer hours of operation (shift work)

Industrial uses are not the only ones constrained by the region's limited amount of available land, as the region's commercial, office, retail and other employment sectors also compete for space. While some of these uses are compatible with industrial activities, the market economics of these other uses may potentially undermine existing and potential industrial activity. These other employment uses typically tend to offer a higher return on investment and higher rents on a per square foot basis, often pricing-out industrial land uses for floor space. Similarly, the rising popularity of industrial stratification poses a potential disruptor to other large scale industrial and trade-oriented activities, as the latter may not be able to compete with other industrial users for the remaining industrial land base.

#### **D. Stratification of Industrial Land**

Another way in which Metro Vancouver is unique in the North American context is the popularity of owner-operated strata industrial space.<sup>13</sup> Whereas most commercial and industrial users in North American markets tend to operate in leased space, the limited land supply and rising prices in the Metro Vancouver market, coupled with sustained periods of low interest rates, have resulted in significant demand for owner-occupied strata units.

The benefit of strata-ownership is that it allows smaller industrial users to have security of tenure over their space, providing stability while also enabling the owner-occupier to capture the market capital appreciation. The upfront nature (i.e. pre-sales) and high sales prices for strata property sales also enable developers to de-risk the development of more capital-intensive built forms, including multi-storey industrial projects, and can prove beneficial for users seeking space in denser inner-city locations.

However, stratified space is not conducive to all industrial users. The high cost may be prohibitive to smaller businesses and may limit the flexibility of firms looking to expand. The subdivision of individual units within buildings may also prove problematic for larger firms seeking large, cohesive spaces. This also poses a potential long-term issue for the

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<sup>13</sup> Similar to condominium residential housing, commercial strata is a form of tenure, distinct from ownership and rental or lease with a tenant-landlord relationship, in which a building or land is separated into separate lots or units that are separately owned. The strata lot owners hold collective ownership of the common areas of the property through a strata corporation.

redevelopment of existing space, requiring the consolidation of fragmented ownership within buildings. With stratified industrial space able to offer significantly more return for land developers, speculation for strata may also price-out larger traditional and trade-oriented industrial users from being able to acquire optimally located properties.<sup>14</sup>

#### **E. The Struggle for Space – Non-Industrial Uses on Industrial Lands**

Industrial areas can benefit from the presence of a number of complimentary non-industrial uses, including restaurants and amenities to serve local workers, and ancillary retail and office components that are related to the main industrial use. However, these and many other non-industrial uses can also compete for space in the industrial area. Many non-industrial uses are able to locate in other parts of the urban land supply, but given the comparatively lower cost of land and space, may prefer to locate in industrial areas if permitted to do so. This can prove problematic, as these non-industrial uses are often able to outbid the intended industrial users, effectively driving up land and rent prices challenging industrial businesses to locate in these areas.

#### **F. The Struggle for Space – Trade-Enabling Uses**

Industrial businesses cover a range of activities, locational preferences and site needs. For example, a manufacturer of specialized computer components may require a far different type of space than that of a distribution and logistics warehouse operation. Much like the competition between industrial and non-industrial space users, industrial uses with different operational needs may also be able to support different values for land and space.

This disparity is of particular note when it comes to trade-enabling uses, such as the logistics, warehousing and distribution of goods. These uses tend to require specific locations with good access to port, rail or highway infrastructure, often in the form of large warehouses with ample space for the loading and unloading of trucks. However, smaller specialized industrial users can also compete for these types of sites, and may be a more financially viable development form on high value lands, particularly if developing multi-storey and/or stratified sites. This can prove a challenge given the limited number of large sites in the region that feature the characteristics needed by trade-enabling businesses.

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<sup>14</sup> [Stratification of Industrial Land in Metro Vancouver, Metro Vancouver, September 2018](#)

### **G. Mixing Residential to Encourage Light Industrial Redevelopment in Key Areas**

With increasing competition for land and an overlap in regional and local land use policy objectives, some proponents are advocating for changes to zoning permissions to allow for the development of mixed-residential uses in existing industrial areas, specifically for those in close proximity to rapid transit station areas. Advocates of this kind of zoning suggest that it will encourage the redevelopment of industrial space to modern standards while also addressing non-industrial policy objectives such as providing affordable housing and transit-oriented development. By mixing in higher-value residential uses, there is also the potential to subsidize the redevelopment of new industrial space in an expensive urban context.

Given the conflicts that can occur between industrial and residential activities, the successful integration of these two uses is quite challenging. Generally speaking, only certain light industrial activities are compatible with sensitive residential uses in such close proximity, and even then, site design that ensures both livability and functionality for both uses can be difficult and expensive. Even with strict covenants on what uses are permitted, allowing higher value uses like residential also creates the risk of encouraging speculation on neighbouring industrial properties, and could result in the loss or displacement of the intended industrial use over time.

### **H. Accommodating Innovation and the Changing Nature of Work**

When seeking to protect industrial lands for industrial uses, it is important to recognize that that industrial activity can cover a broad range of businesses and involve the production of a various types of goods. Not all industrial businesses produce goods one might otherwise associate with traditional industrial activities, such as concrete, construction goods or chemicals. As new technologies have emerged in recent decades, Metro Vancouver has benefited from the growth of numerous high-skill tech and innovation clusters. While these jobs are commonly associated with office-related employment, they also spur demand for space to accommodate the production of goods related to bio-tech, green tech, and other innovative products.

Demand for these types of spaces tends to focus on certain industrial sub-markets, most commonly found in proximity to post secondary institutions, which in turn provide linkages to emerging high-skilled labour opportunities. These businesses often seek well-located and well-equipped facilities, which means they are often able to locate in more expensive and urban industrial areas, such as Vancouver and Central Surrey.

## **HEMSON**



### 2.2.2 Pressure on Industrial Lands

Not only are the region's industrial lands in short supply, they are also under threat of being further diminished due to a number of factors, including being converted to non-industrial uses and being out-priced due to high land values and property taxation. At the same time, industrial uses seeking other locations to suit their needs are putting pressure on the region's agricultural land.

Competition and encroachment from non-employment uses are putting considerable pressure on industrial lands. The encroachment of these sensitive land uses often result in conflicts with industrial operations (i.e. truck traffic, noise, odors) which can prove disruptive to existing and prospective industrial uses. Mixing non-industrial uses in industrial areas or converting the lands entirely, runs the risk of encouraging speculation, which in turn may drive up land values and prevent industrial growth or displace existing industrial users.

#### A. Industrial Edges and Buffers – Tools for Mitigating Conflict

Industrial land edges and buffers are a common means to mitigate conflict between industrial and adjacent sensitive uses, such as residential. Establishing these measures helps to ensure, for example, that residents are not negatively impacted by industrial activities, while also providing industrial users with a degree of certainty that they will be able to conduct their business without disruption.

There is no single approach between Metro Vancouver's member jurisdictions in how to manage the interface between industrial and sensitive uses, though there are some common elements. These include design guidelines to manage noise, odour and light, and minimum setbacks to ensure a reasonable degree of physical separation from other uses. Most commonly these are established in a municipality's Official Community Plan (OCP) or zoning bylaw, requiring on-site mitigation measures at time of site plan, but may also include more broad buffers, including transitionary land uses (such as light industry or office parks) or other physical separation be located in between industrial and sensitive uses.

Depending on the approach and standard required, these measures can restrict the development of some industrial uses, or may require site plan elements that add additional cost to the design.<sup>15</sup>

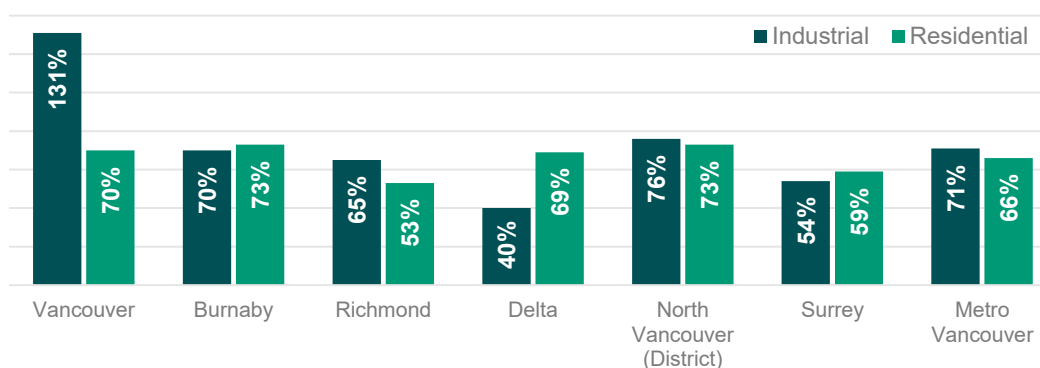
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<sup>15</sup> [Industrial Edges: Compatibility and Interface Issues in Metro Vancouver, Metro Vancouver, September 2018](#)

## B. Rising Land Values and the Impact of Taxation

As industrial areas continue to experience rising land values, this not only increases rental rates, but also taxation. Property tax in British Columbia is assessed on market land value, not just as it is today, but as the ‘highest and best’ use of the land. As industrial areas begin to permit a broader mix of densities and uses, this means that the assessed value of the land can rise sharply, in some cases well beyond the value being generated by the existing industrial users. For example, a small automotive repair business in an area that permits multi-storey office uses would be assessed as if it were a multi-storey office. In a five-year period between 2012 and 2017, the rate of industrial assessment growth outpaced residential assessment growth in the region, with the greatest impacts being observed in more urban municipalities.

**Figure 8: Assessment Value Increase, By Municipality, 2012-2017**



Source: Adapted from Andy Yan, City Program, SFU, using data from BC Assessment, 2019.

This has the potential to put pressure on both land owners and leaseholders, as many leases in Metro Vancouver are “triple net”, meaning that the leaseholder is responsible for paying rent, along with building maintenance and property tax. As land prices and the associated assessment values rise across the region, so too can the tax payment – leading to an increase in costs that many businesses, particularly smaller ones, may not be able to absorb. These rising tax rates can put considerable pressure for businesses to relocate elsewhere in the region, or shut down entirely. As a result, this also creates pressure to convert industrial land to non-industrial use.

## C. Competition between Industrial and Agricultural Land Uses

In much the same fashion of how speculation for other land uses is driving up real estate prices on industrial lands, so too is speculation impacting lands designated for agricultural uses across the region. While most of these lands are subject to provincial regulation as part of the Agricultural Land Reserve (ALR), which prevents non-agricultural uses, speculation from various land uses is raising land prices, undermining the feasibility of using these lands for their intended agricultural use and driving pressure for conversion.

While both industrial and agricultural land bases are under pressure to convert from other land uses, there is also pressure between the two. Industrial and agricultural land uses are often posited against one another, with agricultural interests advocating that agri-industrial<sup>16</sup> uses be located on industrial lands, and industrial interests advocating agri-industrial uses be allowed on agricultural lands.

Currently, ALR regulations limit industrial and commercial uses from locating on industrial land, requiring that 50% of the product involved in these activities be grown/raised on site. This “50/50 rule” plays a critical role in determining what agri-industrial activities are permitted on ALR land, barring approval from the Agricultural Lands Commission (ALC). Limits to infrastructure, servicing and transportation in both Metro 2040 and ALR regulations also direct many agri-industrial uses to industrial areas instead. Given the comparatively high cost of industrial land, agri-industrial activities that qualify as farm use (or successfully apply to the ALC for an exception) will usually locate on agricultural land instead.<sup>17</sup>

In a general sense, agri-industrial uses are not a significant component or threat to either land base. However, given the limited land supply and similarities between site profiles (large, flat sites) there is some pressure to convert agricultural lands to more traditional industrial uses, particularly in the case of sites that are considered underperforming or poorly located for their designated use. In a limited number of cases, such as the recently approved land swap between the City of Delta and the MK Delta Lands Group<sup>18</sup>, such a conversion may be considered reasonable.

#### **D. Climate Change Vulnerability**

Another issue of note impacting the long-term functionality of the industrial land supply is the risk posed by climate change. Detailed climate change projections have been completed for the Metro Vancouver region, and significant work is underway to understand the impacts, including increased flood risk.

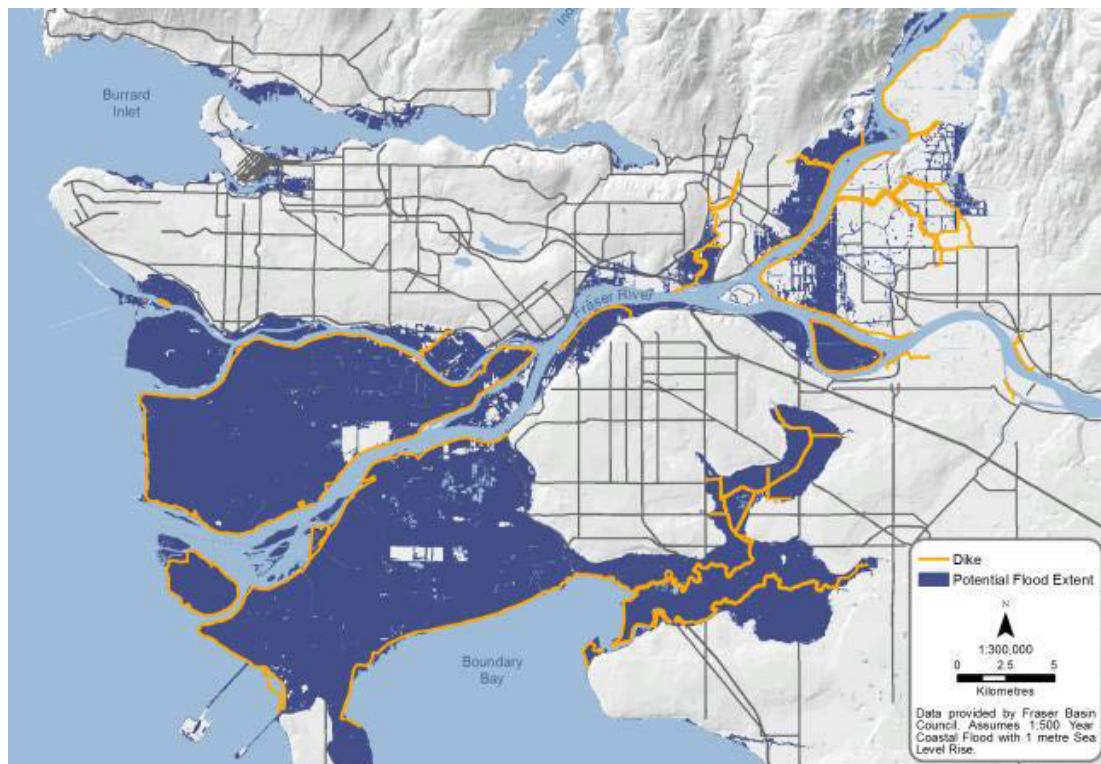
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<sup>16</sup> Agri-industrial uses are defined as: all commercial or industrial activities included in primary production from local agriculture, as well as the upstream and downstream activities related to the agrifood and seafood sector excluding retail and other consumption activities.

<sup>17</sup> [Agri-Industrial Activities in Metro Vancouver, Metro Vancouver, February 2018](#)

<sup>18</sup> [Metro Vancouver Regional Planning Committee Regular Meeting - April 5, 2019, Report 5.1](#)

**Figure 9: Potential Coastal Flood Extent Map (with 1 metre sea level rise)**



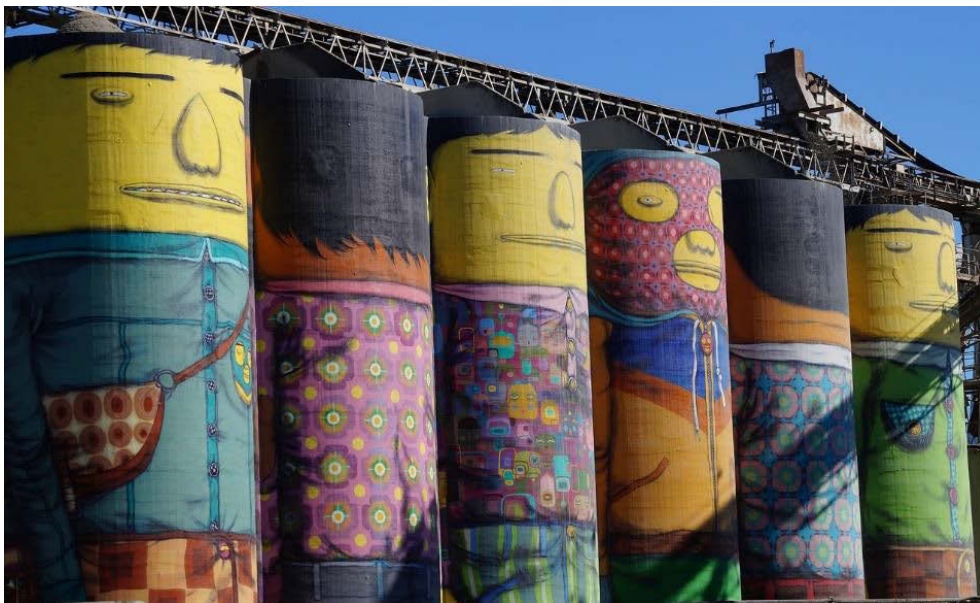
Source: Metro Vancouver, using data provided by Fraser Basin Council <sup>19</sup>

A significant portion of the region's industrial land supply, including most major port and airport facilities, are located within low laying areas. Assuming only one metre of sea level rise, many of these areas would be vulnerable to major coastal flood events in the absence of considerable adaptation measures. Should sea level rise continue as projected, significant portions of the industrial land supply may no longer be considered viable for long-term development, further reducing opportunities for growth and economic resiliency. While certain measures can be engineered to adapt to this risk, including diking and improved site design, these measures may be cost prohibitive for many industrial users to implement.

In addition to responding to the impacts of a changing climate, industrial activities also have a role to play with regards reducing regional Greenhouse Gas (GHG) emissions. Metro Vancouver is currently developing its Climate 2050 strategy, which reflects climate issues specific to the region by addressing ten key issue areas, one of which is industrial

<sup>19</sup> Flood extent data was provided by the Fraser Basin Council as part of the Lower Mainland Flood Management Strategy. The scenario assumes a 1:500 Annual Exceedance Probability Stillwater ocean state and a 0.6 metre wave allowance with 1 metre of sea level rise. More information on the Lower Mainland Flood Management Strategy can be found at [https://www.fraserbasin.bc.ca/water\\_flood.htm](https://www.fraserbasin.bc.ca/water_flood.htm)

activities. Metro Vancouver’s manufacturing sector (including cement production, food processing, metal fabrication, chemical manufacturing, forest products, and petroleum refining) and construction industry contribute approximately 23% of the region’s total GHG emissions combined. As part of developing Climate 2050, the region is preparing “roadmaps” for each issue area, providing a summary analysis of current conditions and challenges facing each issue area. These roadmaps will identify regional and corporate goals and actions necessary to achieve a low carbon, resilient region. In the case of industrial activities, this is likely to include targeted approaches to reduce emissions by encouraging or requiring switching to low carbon fuels and adopting new technologies where appropriate.<sup>20</sup>



### 2.2.3 Site and Adjacency Issues

In addition to the macro-level challenges facing industrial lands, various site-specific issues are creating barriers to the effective development and redevelopment of the region’s industrial lands:

- In the case of un-serviced industrial lands, the high cost of delivering necessary servicing and infrastructure may be preventing the establishment of new industrial activity;
- A number of industrial areas feature limited access to the Regional Truck Route Network and other infrastructure intended for the movement of goods and materials, including access to railways and navigable waterways;

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<sup>20</sup> Metro Vancouver Climate 2050 Strategic Framework, September 2018 (Revised July 2019)

- Poor transportation infrastructure to some areas, coupled with a lack of local amenities, are making it difficult for some industrial businesses to attract and retain workers; and
- Policies related to industrial impacts on sensitive environmental features are limiting the development capacity of certain sites, requiring setbacks that can reduce building footprints to unusable sizes. Similar requirements for the remediation of previously occupied industrial sites have proven cost prohibitive for some industrial developments.

#### **A. The Importance of Transportation and Goods Movement**

From local deliveries, to the movement of materials and components for production, to importing and exporting goods to marketplaces beyond the region, having access to reliable and efficient methods of goods movement is an integral consideration for many industrial businesses. In this regard, Metro Vancouver's network of trucking routes, highways, railways and ports support both local serving businesses and its broader role as a gateway city between Canada and the western gateway.

Much as growth in the context of a finite land base is putting pressure on the region's industrial land base, so too does it put pressure on the region's transportation infrastructure network for moving goods and people. Concerns related to congestion, aging infrastructure, road safety, pollution and other externalities like the truck parking all affect the outlook for lands throughout the region. Towards this end, planning for the effective management of industrial land is intertwined with planning for the effective management of the transportation network.

A number of organizations and agencies in the region have made strides towards supporting the effective management of the transportation network, including initiatives such as:

- Translink's Regional Goods Movement Strategy and Regional Transportation Strategy;
- The BC Ministry of Transportation and Infrastructure's innovations and improvements in commercial vehicle monitoring and emissions standards;
- The Greater Vancouver Gateway Council's work to coordinate investment on regional infrastructure projects; and
- The Greater Vancouver Urban Freight Council's work to coordinate and champion initiatives related to goods movement.

#### **2.2.4 A Complex Jurisdictional Environment**

Industrial lands and the activities play a crucial role in the region and its economy. While land use is primarily managed at the municipal level, decisions related to the effective management of industrial lands have the potential to affect neighbouring municipalities, the broader region, and even aspects of the economy at the provincial and national level.



At the same time, the issues facing industrial lands involve multiple stakeholders and overlapping jurisdictions of government, which may have their own organizational mandates. The result is a fractured regulatory landscape which can occasionally result in redundancies or competing policy objectives that stifle the effective utilization of the region's remaining industrial lands for various purposes. For example, the Port of Vancouver, with its federal mandate to accommodate and grow trade-related economic activity, is not subject to provincial or regional policy. As the Port has acquired lands to support this objective, critics have raised concern that the Port is overriding local, regional and provincial land use policies and objectives, including the protection of agricultural land or other local economic priorities.

In other regards, competition between neighbouring municipalities to attract business and grow their respective tax bases may result in decisions that undermine the resiliency of the broader regional economy. This is best exemplified by the continued conversion of designated industrial areas to higher value land uses, despite the limited amount of industrial land remaining within the region.

Lack of collaboration between government agencies is also resulting in insufficient data sharing, education, and policy alignment reviews between organizations. These gaps have resulted in policy misalignment (such as overly permissive zoning in industrial areas) and blind spots (such as infrequent reporting on industrial land take up) which make it difficult to track and respond to issues facing industrial lands in a timely manner.

## **2.3 THE FUTURE OF INDUSTRY AND CHANGING SPACE NEEDS**

Like many other industrial markets around the world, the region's industrial lands have undergone a long-term transition in the nature and form of their use. A steady shift away from heavy manufacturing and natural resource sectors, particularly amongst forestry-related businesses, coupled with increasing competition with other markets in an increasingly globalized market, have changed the balance and character of the region's industrial market over time. Throughout this transition, the region has evolved a diverse sectoral mix, while also retaining its role as a leading global port and economic gateway.

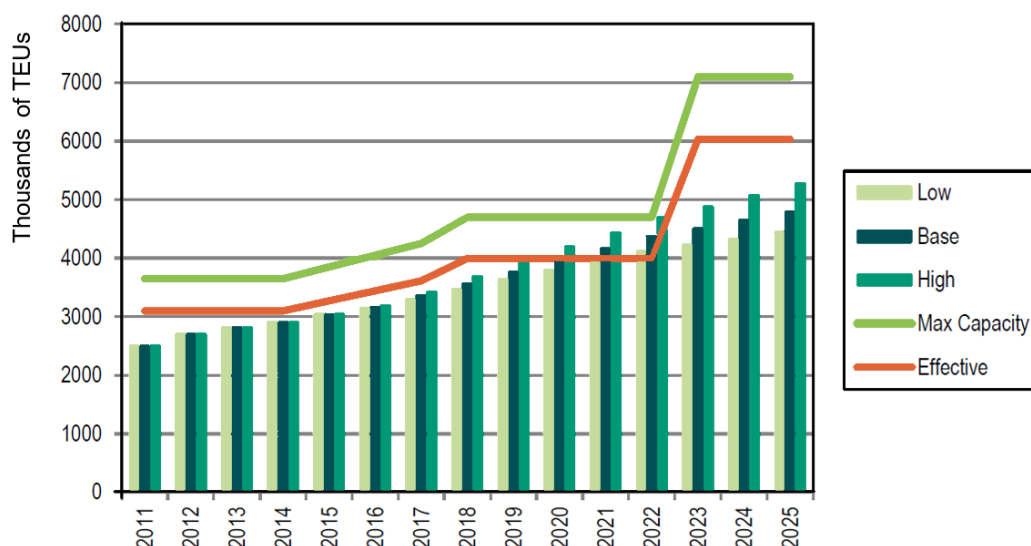
Locations including Granville Island, shores of False Creek, Fraser River and Burrard Inlet were once dominated by heavy industry, sawmills, large scale manufacturing, and rail operation. While a few of these uses still exist today, many industrial businesses have moved eastward or have ceased operation altogether, being replaced by predominantly commercial office and

residential development. In instances where employment uses have been retained, they tend to be in the form of light industrial, office parks and mixed commercial space.<sup>21</sup>

Though some traditional waterfront-oriented industrial activities have relocated or dissipated, the core ‘gateway’ functions of the Port of Vancouver and YVR airport have continued to thrive. Continued growth in global trade have driven demand for additional operational space, including the need for additional container terminals, warehousing space, and logistical facilities.

In terms of growth, the Port of Vancouver has consistently outperformed other North American ports since 1990, with growth in container traffic forecasted to outpace all other ports in the Pacific Northwest for the foreseeable future. Even with the establishment of a second provincial port in Prince Rupert and improvements and expansions to local port facilities, demand is forecast to drive the need for additional port-related facilities on Metro Vancouver’s industrial lands, as shown in Figure 10.

**Figure 10: Port of Vancouver Capacity and Demand Development to 2025**



Source: Container Traffic Forecast Study – Port of Vancouver, 2016

Note: Demand and Capacity are measured in Twenty-foot Equivalent Units (TEU). Demand scenarios present a Low, Base and High scenario for each year. The increase in capacity in 2023 represents the anticipated expansion of Roberts Bank Container Terminal 2.

Trade-enabling uses associated with the Port and YVR only represent one part of the demand for industrial lands. Despite the changing nature of industrial activities in the region, industrial lands continue to serve a fundamental role in facilitating city-serving activities, such as vehicle

<sup>21</sup> The Changing Nature of Industry and Industrial Land Demand in Metro Vancouver: Discussion Paper Section 4.8



repair, food production, commercial laundry, utilities, light manufacturing and local distribution. These activities are crucial to the continued function of a range of economic activities across the region, including tourism (tour bus repair, restocking cruise ships), major office employment (printing, couriers, transit infrastructure management), and local retail businesses (food production and distribution, wholesales). At the same time, continued population growth has also increased the in-region demand for goods and related services, such as e-commerce, transportation, warehousing and distribution space, particularly last mile and fulfillment centres in close proximity to major population centres.<sup>22</sup>

In addition to these city-serving functions, industrial lands are also playing a prominent role in accommodating the region's emerging innovation economy. These businesses do not fit easily into any one classic or conventional employment sector, as the nature of their work encompasses a wide range of activities including light manufacturing, media and digital entertainment production, clean-tech and bio-tech, software and hardware design, and various other uses. The space needs of these businesses can vary, but typically require a diversity of spaces at different scales, including offices, production space, and logistical facilities, many of which are most commonly associated with industrial and employment lands.<sup>23</sup>

Changing industry profiles are not the only factor resulting in different land and space needs. Technological innovations are also dramatically changing the relationship between employment, productivity, and how industrial lands are occupied and used.

Automation, which has already significantly affected the manufacturing industry in recent decades, is expected to continue to change how goods are produced and tasks accomplished. With the potential advent of artificial intelligence and advanced robotics, there is a real possibility that more jobs in many more sectors could be affected by automation than ever, with 42% of the Canadian labour force at high risk of being affected by automation in the next decade or two.<sup>24</sup> As shown in Figure 11, automation will have a different impact on different sectors over time, with some sectors being susceptible to a significantly reduced need for labour as different waves of technological advancement occur over the next few decades.<sup>25</sup>

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<sup>22</sup> The Changing Nature of Industry and Industrial Land Demand in Metro Vancouver: Discussion Paper, Section 4.2

<sup>23</sup> [Industrial Lands and the Innovation Economy, Metro Vancouver, June 2018](#)

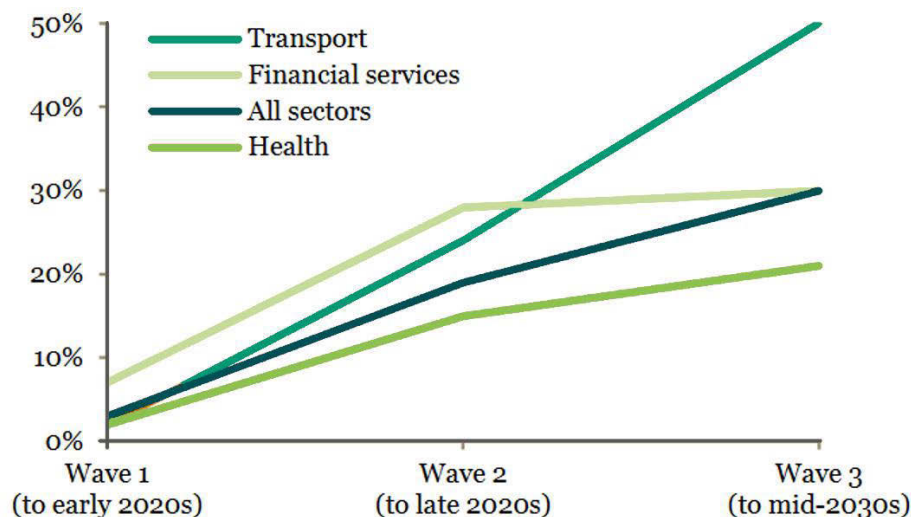
<sup>24</sup> [The Talented Mr. Robot, The Brookfield Institute for Innovation + Entrepreneurship](#)

<sup>25</sup> According to recent reports by Price Waterhouse Coopers, the next major impacts from automation are expected to occur in three waves:

- Wave 1 involves algorithmic automation (the automation of simple computational tasks);
- Wave 2 involves augmentation (dynamic interaction with technology for clerical support and decision making); and
- Wave 3 involves full automation of various tasks (including tasks that involve physical labour, manual dexterity, and problem solving, such as transportation and construction).

**Figure 11: Estimated Potential Job Automation Rates by Industry across Waves**

% of existing jobs at potential risk of automation



Source: 'Will Robots Really Steal Our Jobs?', PwC, based on OECD PIAAC data, 2018

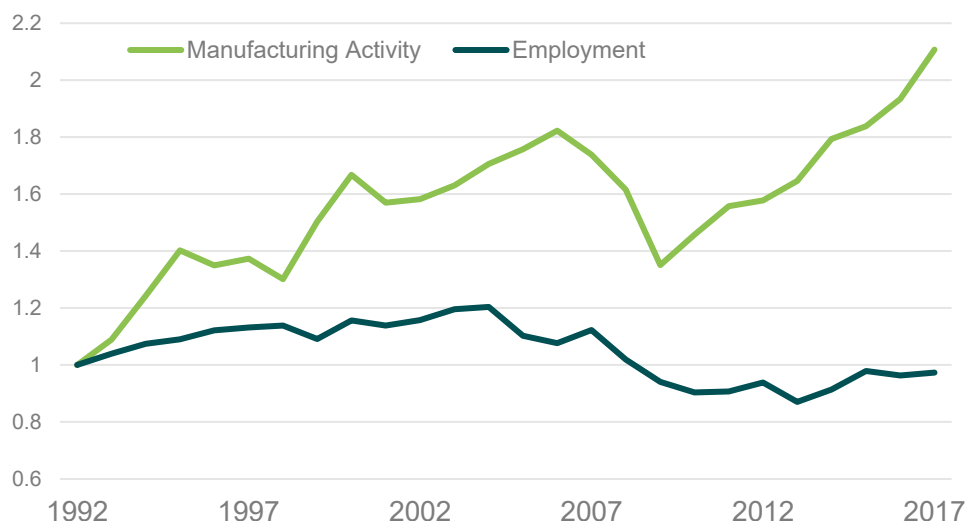
This change has the potential to affect the demand for labour in different sectors, but it does not necessarily mean that there will be any less demand for industrial land. While automation can lead to a number of operational efficiencies, it typically still requires space to conduct the business activity (e.g. production and warehousing of goods). As shown in Figure 12, despite declines in total manufacturing employment, manufacturing productivity in British Columbia has continued to grow.

The separation between manufacturing activity and employment has been occurring for quite some time, however this trend began to accelerate most notably following the 2008-2009 Global Recession. While manufacturing employment has yet to recover to its pre-recession levels, manufacturing activity has continued to grow.

Over this same time period (2008-2018), Metro Vancouver increased its industrial floor space by over 30 million square feet. This translates into an average growth rate of nearly 1.7% per year, significantly higher than the average annual industrial employment growth rate of 0.5% per year. While the amount of land take-up associated with this growth has declined over time, suggesting denser industrial buildings are being built, the demand for space is still resulting in a net demand for land.<sup>26</sup>

<sup>26</sup> The Changing Nature of Industry and Industrial Land Demand in Metro Vancouver: Discussion Paper, Section 4.6

**Figure 12: Comparison of Annual Manufacturing Activity (dollars) and Employment, Province of British Columbia, 1992 - 2017**



Source: Hemson Consulting Ltd. using data from Statistics Canada Tables 304-0015 & 14-10-0023-01

Note: Figures have been indexed (1992 = 1)

## 2.4 INDUSTRIAL LAND DEMAND TO 2030 AND 2050

Forecasting the longevity of the industrial land supply is a particularly challenging task in Metro Vancouver because of its unique situation as a metropolitan region with a fixed land supply. While not quantifiable for the overall market, there is ample evidence that industrial development and land absorption is already limited by the availability of land for development. Some larger distribution and manufacturing facilities are already locating outside of Metro Vancouver simply because there are few large industrial sites available today or likely to be available in the future.

The preliminary update to Metro Vancouver's industrial land inventory indicates significant absorption of lands since 2015, including many of the last remaining larger well-configured sites. While the remaining supply of about 1,050 ha truly vacant and another 750 ha in non-industrial uses that may eventually be developed for industrial, may seem significant, much of it is lands that are difficult to develop, fragmented and require assembly to bring to market, otherwise encumbered or whose owners are disinterested in development. As more of the unencumbered available sites are developed, an increasing proportion of that supply will be the more "difficult" or unavailable sites. Typically, full development of an industrial land supply is about a remaining 5% long-term land vacancy or 95% development; in Metro Vancouver's case the long-term vacancy would be about 570 ha of an 11,330 ha developed and vacant supply.

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The land supply availability in Metro Vancouver means that there are two perspectives that can be taken to the demand forecast:

- What would the land demand be if there were no significant supply constraints in the region? and,
- Given the supply constraints, what is the demand for land that can be satisfied in the market and when will the available long-term supply near 95% full development?

There are two primary ways of forecasting land demand, both of which are appropriate ways to forecast and each can be used as a check on the other approach:

- The absorption method looks at the recent history of land absorption in hectares and projects the absorption forward for the forecast period. Adjustments to the forecast rate of absorption, up or down, are made to reflect expectations for a changing proportion of economic activity occurring on industrial land and higher or lower levels of overall growth expected, compared to the past.
- The other approach is an employment-based forecast, starting with a forecast of total employment and the relative growth by economic sector. The proportion of growth within sectors that may be accommodated on industrial lands provides an employment forecast for industrial areas. Applying an anticipated floor space per worker (in m<sup>2</sup> per employee) or an employment density (in employees per net ha) provides building space and land areas.

The most recently prepared forecast of regional land demand used an absorption method with a range of 80 to 110 ha per year (200 to 275 acres per year)<sup>27</sup>. Applied to the effective supply of 1,820 ha (4,500 acres) identified in its analysis, full development would be reached between 2035 and 2045. Of course, land development does not proceed in a linear fashion until the last acre is consumed, rather it nearly always tails off for reason already described. This means that there is demand that cannot be met by the available supply well before a point of build out is reached. As noted in Section 2.3.1, for large sites (15+ ha) that point has already been reached in Metro Vancouver. To meet the demand forecast to 2050, the land demand White Paper recommends that an additional 800 to 1,600 ha (2,000 to 4,000 acres) be added to current vacant land inventory.

As part of the Regional Industrial Lands Strategy work, Hemson Consulting looked at industrial land demand from an employment growth perspective. The forecast is based on a low, medium and high range of Metro Vancouver employment growth from the current base. Following ongoing economic trends, a continued shift in the employment base of Metro Vancouver away from those sectors occupying industrial land towards service sector uses is

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<sup>27</sup> The Changing Nature of Industry and Industrial Land Demand in Metro Vancouver: Discussion Paper

assumed to continue. Under this assumption, 24% of the region's job growth would be accommodated in industrial areas by 2051 (as compared to the 27% in 2016). Assuming an employment density at a somewhat optimistic average of 40 jobs per net ha, the resulting industrial land demand to accommodate this growth would be 75 to 110 ha per year (185 to 260 acres per year). This rate is quite similar to the conclusion noted in the land demand White Paper. Similarly, an additional 800 to 1,600 ha of land on top of existing supply would be a reasonable estimate of the lands needed to satisfy this demand.

In the absence of finding new land to meet the needs of continued demand for industrial land, the rate of absorption will tail off until near-full-development is reached. This decline in absorption will not be due to a lack of interest, but instead will be the result of businesses and jobs having relocated to markets that are more readily able to meet their needs. The combination of a constrained land supply and steady demand will keep the price of industrial land high, likely even higher than we are seeing today. This will be a limiting factor for some industrial activities, but will likely also force more intensive use of land where possible.

## **2.5 IMPLICATIONS FOR THE REGIONAL ECONOMY**

Industrial lands serve a crucial role in accommodating a diverse and resilient economy. Regions that are more economically diverse tend to experience less instability and lower unemployment rates when compared to regions with more homogeneous economies. Complex economies, that is those that feature a web of interconnected industries and business sectors, also tend to be far more resilient, experiencing less economic decline during periods of recession, and faster recoveries.<sup>28</sup>

In the same regard, failing to ensure a suitable amount of industrial land could limit growth and investment, and even weaken existing sectors that rely on these lands and their unique characteristics. Even with the changing nature of work and technological innovations resulting in evolving land and space needs, industrial lands will still be necessary to ensure regional economic diversity and resiliency for the foreseeable future.

The consequences of a constrained land supply are already being witnessed, with a number of large industrial businesses and activities being unable to find suitable space to locate or expand their business. For example, the Port of Vancouver has noted that, despite significant improvements to site intensification and optimization in recent years, it may be unable to accommodate future trade demand given its current land supply. As the Port approaches its capacity, it risks losing business to other ports along the western coast.

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<sup>28</sup> [Metro Vancouver Industrial Lands: Economic Impact and Future Importance, Metro Vancouver, February 2019, Section 6.0](#)

Similarly, a shortage of space for logistics terminals is seeing demand grow for inland distribution ports as far away as Calgary.<sup>29</sup> These inland ports serve as staging areas for containers that are unloaded in Vancouver, transported by rail to the distribution hub to be unpacked and sorted, and then transported back to Vancouver to be delivered to end users and points of sale. Ashcroft offers an inland terminal focused on processing exports, such as lumber. In other cases, larger manufacturers are choosing to locate, or relocate, to areas with more available and affordable land south of the border, in communities such as Blaine, Washington.

The relocation of these business and trade activity could have a negative impact on the region, province and even country. For example:

- Should a business relocate to another port in the province, such as Prince Rupert, the impact might be neutral for British Columbia and Canada, but negative for the Metro Vancouver region;
- Should a business relocate to Alberta, the net impact might be neutral for Canada, but negative to the Metro Vancouver region and British Columbia; and
- Should a business relocate south of the border (such as Washington, Oregon or California), the net impact would be negative to the Metro Vancouver region, British Columbia, and Canada.<sup>30</sup>

The potential impacts of losing industrial activity due to lack of available land are threefold:

- The loss of local businesses could negatively impact the economy due to the loss of potential or existing jobs and tax revenues for governments.
- The further abroad these businesses locate, the greater the distance goods must be transported, resulting in increased fuel consumption, greenhouse gas emissions, traffic congestion and cost to consumers.
- The loss of industrial activity could weaken the region's economic diversity and resiliency, potentially exposing the economy to greater fluctuations in market cycles and broader economic shifts.<sup>31</sup>

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<sup>29</sup> [Calgary Economic Development, "Calgary is becoming a major port city – no shoreline needed", February 6, 2018](#)

<sup>30</sup> [Metro Vancouver Industrial Lands: Economic Impact and Future Importance, Metro Vancouver, February 2019, Section 8.0](#)

<sup>31</sup> [Metro Vancouver Industrial Lands: Economic Impact and Future Importance, Metro Vancouver, February 2019, Section 8.0](#)

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It is worth noting that adding new industrial uses in Metro Vancouver could result in its own set of costs and challenges, including increased competition for land and the potential to increase traffic, business related emissions, and possible conflicts with other uses. However, on the whole, these costs and challenges are unlikely to be greater than the net loss and environmental impact that is likely to occur if these businesses relocate elsewhere.

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### 3. RECOMMENDATIONS

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To achieve the vision of the *Regional Industrial Lands Strategy*, and to address the issues identified in the previous section, four BIG MOVES have been identified. These policy areas respond to the challenges discussed above, and have been used to organize the 35 recommendations below. The four BIG MOVES are:

1. Protect Remaining Industrial Lands
2. Manage Pressure on Industrial Lands
3. Bring the Existing Land Supply to Market and Address Site Issues
4. Ensure a Coordinate Approach

#### 1. PROTECT REMAINING INDUSTRIAL LANDS

##### Conduct a Regional Land Use Assessment

In the context of Metro Vancouver's finite and constrained land base, there is significant pressure for competing, legitimate land uses across the region. There is an opportunity to undertake either a targeted or region-wide assessment of land use, seeking not to reflect what is already in existing policy frameworks, but rather to proactively identify the 'best' locations for different land uses depending on a developed set of criteria (e.g. location, adjacent land uses, lot size, proximity to the goods movement network). Such an assessment could potentially identify areas where a swap of existing land uses may be reasonable, including opportunities to optimize the remaining supply of industrial land.

**RECOMMENDATION 1: That Metro Vancouver, in collaboration with member jurisdictions, other regional agencies, First Nations, and other relevant stakeholders, conduct a comprehensive assessment of current land uses and designations in identified areas of interest.**

This assessment will identify, based on a defined set of criteria and cross-jurisdictional considerations, opportunities for more optimized locations and uses of land in order to support regional and local policy objectives and to inform policy changes.

- a) That Metro Vancouver and member jurisdictions work with the Provincial and Federal governments, the Port of Vancouver, and YVR to identify if industrial functions can be integrated or co-located on public industrial lands. This includes examining the potential for joint use for large non-intensive land uses such as extractive activities, airports, public rights-of-way, and others.
- b) Where existing designated land uses are determined to be underutilized, Metro Vancouver, in consultation with the owners of the subject lands, the member jurisdiction in which they are located, and other relevant stakeholders, may consider the potential for swaps with other land uses. The proposed swap should be

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considered between lands that are identified as being underutilized through the land use assessment, located within the same jurisdiction or elsewhere within the region, and improve the potential for the intended uses per the land use assessment criteria.

- c) That Metro Vancouver assess whether or not there are sufficient supplies of suitable land to reasonably accommodate retail, service or recreational uses that may be restricted from otherwise locating within Industrial areas.

### **Strengthen Regional Policy**

*Metro 2040* seeks to protect the stock of industrial land in the region and to promote its efficient use. Working with member jurisdictions, TransLink and the Port of Vancouver, the plan supports a strong, prosperous economy, job diversity and an efficient goods movement network. The primary tool to protect industrial lands is the application of parcel based land use designations. If a member jurisdiction seeks to change the use of lands with a regional Industrial designation, it must first come to the Metro Vancouver Board for a discussion about the regional implications and trade-offs.

The Metro Vancouver Board has initiated a comprehensive update to *Metro 2040*. This provides an opportunity to strengthen regional policy through a number of means, including increasing the voting threshold for the conversion of industrial lands, potentially requiring no net loss of industrial lands when considering a conversion, refining regional definitions for permitted uses on industrial lands, or considering mixed-use as an acceptable use in certain locations and in alignment with other criteria. Metro Vancouver will be undertaking a *Metro 2040* policy review for Industrial and Employment lands.

### **RECOMMENDATION 2: As part of the update to Metro 2040, that Metro Vancouver strengthen regional policy by considering:**

- a) an increase in the voting threshold required for a minor amendment to convert Industrial and/or Mixed Employment to General Urban;
- b) exploration of 'no net loss of land' as part of the amendment criteria for Industrial lands, recognizing the regional benefit of conversions that are offset by land-swaps in suitable locations within the municipality or elsewhere in the region;
- c) clarification of the definitions and permitted uses on the Industrial and Mixed Employment regional land use designations, including appropriate principal and accessory uses by type and scale; and
- d) allowing mixed-use with residential on Mixed Employment lands immediately proximate to Rapid Transit Stations (distance to be determined, but suggest 200 m) as long as existing industrial space is maintained or expanded and other *Metro 2040* objectives are met (e.g. affordable, rental housing).

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### **Zoning Consistency for Industrial Lands**

The definition of ‘industrial’ in zoning bylaws and associated permitted uses (and scale of accessory uses) varies significantly across the region. Different zoning bylaws permit accessory and non-industrial uses, such as recreation, big-box retail and places of worship, on industrially zoned lands, creating additional competition for industrial land from uses that should be located elsewhere. This bylaw review and update should both: remove non-industrial uses from the zoning while adding new types of industrial uses, and limit the scale or size of accessory uses.

Zoning consistency would limit non-industrial, commercial and institutional uses in certain locations consistently across the region, and would create a clear understanding and unified permissible uses while aligning well with the regional growth strategy.

**RECOMMENDATION 3: That Metro Vancouver, in collaboration with member jurisdictions and other regional agencies, develop a consistent definition of ‘industrial’ and guidelines for which primary and secondary (or ancillary) land uses should be permitted in Industrial and Mixed Employment designated areas, respectively;**

and that member jurisdictions, as part of their Regional Context Statement updates, commit to review and update their zoning by-laws using the established guidelines as a resource to amend the permitted uses in their local industrial and employment lands.

### **Recognize and Protect Trade-Enabling Lands**

It is important to recognize that trade-enabling industrial uses (such as logistics, warehouses, distribution centres, along with transportation terminals) are a crucial part of Metro Vancouver’s role as an economic gateway between the Pacific and the rest of the country, and that these uses typically have a very specific set of needs that set them apart from other industrial uses. These types of uses typically require larger, low-density sites (as measured in the amount of building area) that allow for flexible movement and storage of goods, with proximate access to highway, port, or rail infrastructure. Amongst the region’s industrial land supply, sites that offer these characteristics are limited.

Because these sites also tend to offer attractive characteristics for other types of industrial uses, trade-enabling uses often compete with other industrial uses when looking to purchase and develop these lands. The low-density nature of many trade-enabling uses means that they often struggle to compete, particularly when increased development densities are permitted as of right under more broad industrial zoning. This of particular concern when stratification of industrial is permitted, which tends to both significantly increase the price competing users can offer for the land, while also fragmenting ownership of the property, which can be an issue for operators that require large secured sites.

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To ensure these strategically located sites are protected, a coordinated approach among the Province, the region, and local municipalities is likely required. This could be in the form of a provincial designation, regional overlay and municipal zoning. Given the limited control municipalities have over tenure of non-residential land uses through zoning, the province may also need to consider granting additional powers under the Local Government Act to ensure these sites are reserved for their intended use.

**RECOMMENDATION 4: That the Province of BC, in consultation with local municipal governments, establish an Industrial Land Reserve for strategically located Trade-Enabling industrial lands in the Lower Mainland (Metro Vancouver and Fraser Valley Regional Districts).**

This designation would be intended to curtail industrial land conversions by providing clear land use permissions and restrictions. Criteria for lands in the Reserve would be developed in collaboration with affected jurisdictions, but would at a minimum, identified lands would feature large sites and access to existing and/or planned major infrastructure, such as navigable waterways, railroads, airports and highways.

**RECOMMENDATION 5: That Metro Vancouver, as part of the Metro 2040 Update, develop a Trade-Enabling land use overlay.**

This overlay would distinguish industrially designated lands based on key criteria (i.e. site size, proximity to existing and infrastructure linkages) and provide additional guidance to member jurisdictions regarding permitted land uses to protect trade-enabling regional activities.

**RECOMMENDATION 6: That municipalities, in collaboration with Metro Vancouver, identify and designate appropriate areas as Trade-Enabling Zoning.**

Non-industrial uses and the fragmentation of parcels are to be restricted within these areas in order to maximize these strategically located lands for industrial and trade-focused activity. To achieve this, member jurisdictions may also seek to limit stratification of ownership to a minimum size to prevent the fragmentation of large trade-enabling parcels.

**RECOMMENDATION 7: That the Province of BC, via the *Local Government Act*, grant municipalities the legislative powers to define permitted forms of tenure (i.e. leasehold versus stratified freehold) on industrial land through local zoning bylaws.**

### **Encourage Intensification in Appropriate Locations**

Within the context of a constrained land base, it is critical to encourage development in a manner which makes the most efficient use of the remaining supply for all types of industrial users. Currently multi-storey industrial is exceedingly rare in most North American markets because, for most uses, multi-storey space is much more expensive than the single storey

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buildings. However, as the remaining industrial land supply is diminished, it may become feasible for more of this type of development to occur in the future.

To encourage more efficient use of the region's remaining industrial lands, it would be beneficial to ensure industrial users that are able to locate in more intensive built forms are not restricted by policy. In addition to removing height and density restrictions in areas that have the opportune market and physical characteristics necessary to support intensive development, municipalities may also seek to offer incentives to attract and realize this form of development in strategic locations.

**RECOMMENDATION 8: That municipalities facilitate the physical intensification (i.e. densification) of industrial built forms where possible by:**

- a) reviewing and removing any unnecessary restrictions to density or height limits, where contextually appropriate;
- b) planning the space to accommodate new, smaller industrial uses when older, centrally located industrial areas densify;
- c) allowing mixing of industrial with other employment uses so long as the industrial component is secured as a condition of redevelopment; and
- d) exploring opportunities to encourage intensification in target areas (i.e. proper geotechnical conditions, access to infrastructure and transit) via incentives. These could include pre-zoning, density bonuses, financial incentives, and/or others.

**RECOMMENDATION 9: That Metro Vancouver conduct a study of the financial factors and other issues that prevent the development of multi-storey industrial spaces in various regional market areas.**

The study should identify the gap between development costs and market rents or sales prices in different municipalities to assess if there are ways that Metro Vancouver and member jurisdictions could improve the feasibility of delivering higher-density industrial spaces.

## **2. INTENSIFY AND OPTIMIZE INDUSTRIAL LANDS**

### **Provide Greater Clarity on Agri-Industrial Uses in the Agricultural Land Reserve**

While both industrial and agricultural lands are under pressure to convert to other land uses, these two types of land uses are often posited against one another, particularly as it relates to agri-industrial businesses. While there are permissions for some agri-industrial uses within the Agricultural Land Reserve, there is some uncertainty over the scope and scale of activity that can be permitted before these uses would have to relocate to urban industrial areas.

**RECOMMENDATION 10: That the Ministry of Agriculture, in consultation with the Agricultural Land Commission, amend legislation to define under what conditions, if**

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any, large-scale organic waste processing facilities are permitted in the Agricultural Land Reserve.

**RECOMMENDATION 11:** That the Ministry of Agriculture produce guidelines or amend legislation to: define the metrics used to measure the 50/50 rule (i.e. volume, weight, value, etc.) to facilitate consistent application; and clarify the permitted value-added infrastructure of an approved use on an agricultural parcel and define a cap on building infrastructure footprint.

### **Ensure Consideration of Industrial Lands and Assets in a Regional Flood Management Strategy**

Climate change and the impacts of rising sea levels are likely to be one of the greatest challenges of our time, and their potential impact on the industrial land supply cannot be ignored. A significant portion of the region's industrial land supply, including most major port and airport facilities, are located within low lying areas that are anticipated to be at risk in the face of rising sea levels and more frequent flooding events. As the Fraser Basin Council develops a flood management strategy for the region, it is critical that that industrial lands be given proper consideration to ensure the continued economic resiliency of the region, while also recognizing the cost that adaptation measures may have on industrial development in the future.

**RECOMMENDATION 12:** That in developing a Regional Flood Management Strategy, the Fraser Basin Council commit to ensuring industrial lands and their economic contributions to the broader region are considered when identifying and prioritizing measures to adapt to rising sea levels and flood events.

### **Review the Impact of Tax Assessment on Existing Industrial Uses**

Growth in assessment values on the region's industrial lands have risen rapidly in recent years. The associated rise in property taxes is putting increasing pressure on industrial businesses, particularly in high growth and value urban areas where the practice of assessing property in terms of the highest and best use has limited link to the current use. Should this trend continue, it could potentially displace industrial users and undermine the intended use for the land.

**RECOMMENDATION 13:** That the Province of BC study the implications of the current approach to property tax assessment and tax rates based on the highest and best use of a property with regard to its impact on industrial businesses.

This study should identify if there are reasonable approaches to mitigate the destabilizing effect of rapidly rising assessments and taxes on established businesses, particularly in high growth and value areas.

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### 3. BRING THE EXISTING SUPPLY TO MARKET & ADDRESS SITE ISSUES

#### Manage Land Use Conflicts through Buffering Policies

Managing the interface between industrial uses and other sensitive land uses, particularly residential, is a significant issue when it comes to preserving the functionality of existing industrial uses, while also protecting for future economic activity. A broad range of planning tools exist that may contribute to the mitigation of potential, existing or perceived nuisances, offering varying degrees of flexibility or conversely, prescriptiveness. Member jurisdictions across Metro Vancouver incorporate a range of approaches to managing this interface. However, while there are common elements amongst these approaches, there is no single approach that meets the context and needs of each community.

While there is little appetite for a “one-size-fits-all” approach to interface management, both locally and in other jurisdictions, there are certain leading practices which could be formally recognized through regional guidance to encourage more effective management of industrial edges and conflict prevention.

**RECOMMENDATION 14: That Metro Vancouver, in consultation with member jurisdictions, develop guidelines for land use policies along the edge of planned or developing Industrial areas where no natural or other physical buffer already exists.**

These guidelines will serve as reference for member jurisdictions on how to mitigate the potential for conflict with other sensitive uses depending on the context:

- Where the industrial area is already established, direct employment uses, including light industrial, commercial, and office, or other non-sensitive uses to the area abutting the Industrial lands to serve as a transitional land use.
- Where the industrial use is encroaching upon an established sensitive use, direct light industrial and ancillary components of the primary Industrial use to the edge of the industrial area where the sensitive use is located to serve as a transitional land use.
- In cases where the abuttal of industrial and other sensitive uses cannot be separated by other land uses, the guidelines should also provide direction towards:
  - Site design best practices including recommended minimum setbacks for different industrial uses, on-site migration measures such as visual screening of mechanical equipment, requirements for enclosing industrial activities, lighting fixtures, and recommended performance standards, where appropriate.
  - Mitigation requirements for residential and other sensitive uses that are encroaching upon areas of existing or planned industrial activity and associated vehicle traffic, including consideration for the potential for future intensification of industrial uses.

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**RECOMMENDATION 15: That the Province of BC enable municipalities the discretion to place a warning of anticipated nuisance effects on title of any sensitive uses that are being developed within a defined proximity of an established or planned industrial use or goods movement corridor.**

The notification warning should be included in any offers of purchase and sale, notifying current and prospective owners and tenants that they within the potential area of influence of the industrial use, and may experience adverse effects as a result.

**RECOMMENDATION 16: That municipalities adopt the Railway Association of Canada and Federation of Canadian Municipalities Guidelines for New Development in Proximity to Railway Operations when considering development permissions and changes of use in proximity to active railway corridors and other major goods movement corridors.**

### **Develop Local Bring-To-Market Strategies**

Certain parts of the vacant industrial land supply suffer from site-specific challenges, such as limited infrastructure support, environmental concerns, and undersized parcels. Where vacant lands have not come to the market, local municipalities may benefit from the preparation of a bring-to-market strategy. Such a strategy would identify the issues which have prevented the development of the undeveloped or underdeveloped industrial land, while providing a roadmap to achieve the municipality's economic goals for its remaining industrial lands.

**RECOMMENDATION 17: That municipalities with vacant or under-developed industrial lands prepare a bring-to-market strategy for their industrial land supply.**

The strategy should address:

- assessing the strengths, weaknesses, opportunities and challenges facing the development of their vacant industrial land;
- identifying opportunities to encourage reinvestment and more intensive use of their existing industrial lands;
- whether municipal assembly and consolidation of fragmented parcels may be required, or is feasible, in order to bring the lands to market;
- if environmental remediation is required and if current programs are sufficient to facilitate the required degree of site remediation; and
- if local servicing and infrastructure improvements are required and can be accommodated through front-ending infrastructure investment agreements.

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### **Ensure Transportation Connectivity between Industrial Areas**

The efficient movement of goods and people is an important consideration for many industrial businesses in terms of where they choose to locate. This is true for both local serving businesses and trade-enabling operations. As such, the maintenance and growth of a resilient and reliable transportation network, including various modes of transit, is an integral component in planning for the effective management of the region's industrial lands.

**RECOMMENDATION 18:** That TransLink, Metro Vancouver, the Port and municipalities continue to work together to proactively designate, manage, and regularly update the Regional Truck Route Network in line with the recommendations of the Regional Goods Movement Strategy to ensure the safety and reliability of the regional goods movement network.

**RECOMMENDATION 19:** That TransLink, as part of the update to the Regional Transportation Strategy, continue to identify viable new opportunities to create and improve transit linkages between the region's industrial areas and local workers.

**RECOMMENDATION 20:** That the Port of Vancouver, through updates to Gateway 2030, Metro Vancouver, through updates to Metro 2040, and TransLink through updates to the Regional Transportation Strategy, work together to identify policies and actions that support the optimization and safety of goods movement to and from industrial lands via roads, highways, railways and access points to navigable waterways including short sea shipping.

**RECOMMENDATION 21:** That the Province of BC work with municipalities and industry partners, to understand, forecast, plan for, and mitigate the impacts of the land demands for truck traffic and parking related to goods movement and drayage.

**RECOMMENDATION 22:** That the Port of Vancouver continue to work with Metro Vancouver and TransLink to optimize port-related land uses and container drayage using a triple bottom line approach. Example strategies to evaluate and assess for viability include:

- more effective utilization of the existing multi-modal transportation network on a 24-hour basis;
- expanded short sea shipping; and
- enhanced co-location of import and export transload facilities near-dock, on dock and along regional rail linkages.

**RECOMMENDATION 23:** That the Greater Vancouver Gateway Council continue its efforts to attract grants and other funding, and leverage their success towards improved infrastructure linkages and capital investments that support regional and local policy goals.

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**RECOMMENDATION 24:** That the Greater Vancouver Urban Freight Council continue its efforts to coordinate the implementation of the Regional Goods Movement Strategy between its member organizations.

**RECOMMENDATION 25:** That regional organizations and stakeholders continue to investigate and implement options designed to reduce the environmental impacts related to the transportation of goods and people in the region, through their respective plans and policies including:

- the Province of BC's efforts to improve standards such as the Renewable & Low Carbon Fuel Requirements Regulation and improved permitting and tracking to help reduce greenhouse gas emissions from the commercial trucking industry;
- Metro Vancouver's efforts towards protecting and improving air quality while ensuring infrastructure, ecosystems and communities are resilient to the impacts of climate change through Climate 2050 Strategic Framework and associated policy road maps;
- the Port of Vancouver's efforts to optimize and reduce the carbon impact of its operations;
- TransLink's efforts to optimize goods movement and public transit options through the Regional Goods Movement Strategy and Transport 2050; and
- local municipal efforts to expand access to charging station infrastructure for electric vehicles.



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## 4. ENSURE A COORDINATED APPROACH

### Improve Data Standards and Sharing

A challenge for the effective planning and management of industrial lands is timely access to quality data. This is true for both land management and the development of effective economic policy. However, many of the data sources available to the region are prepared infrequently, such as the Census and Industrial Lands Inventory Update, or are not fine-grained enough to provide useful guidance at the local level, such as the Labour Force Survey. Through the development of more effective data collection frameworks and sharing agreements, the region and its partners would be able to greatly improve the quality of data on which it bases its future policy decisions.

**RECOMMENDATION 26:** That Metro Vancouver produce an annual report that summarizes changes to the industrial land inventory, while continuing to publish a comprehensive Regional Industrial Land Inventory every 5 years.

**RECOMMENDATION 27:** That municipalities provide a summary report of local development activity on lands in the Metro Vancouver Industrial Land Inventory as part of their regional Development Cost Charge reporting, which are required once per year.

**RECOMMENDATION 28:** That Metro Vancouver, in collaboration with member jurisdictions, conduct a regional employment survey on a bi-annual basis.

This survey should be designed to provide a greater level of detail related to employment activity and space use than is currently available through the Statistics Canada Census and other primary worker surveys, and should be standardized to provide comparable data across different employment sectors, time periods, and parts of the region.

**RECOMMENDATION 29:** That major regional industrial land users and organizations, such as the Vancouver Fraser Port Authority, YVR, NAIOP and other relevant stakeholders, consider expanding data sharing partnerships for the purpose of improving economic development and infrastructure investment, guiding land use and goods movement planning, and informing the development of associated policies.

### **Encourage Growth and Investment through Regional Economic Coordination**

Both the Regional District and its member jurisdictions have a vested interest in attracting new investment and accommodating new economic and employment activity to within their borders, many of which feature their own respective economic development arms or departments. However, inter-jurisdictional competition for investment has meant that cooperation and collaboration between economic agencies in Metro Vancouver has historically been somewhat limited.

By following the successful example set by other economic regions and taking a more holistic regional approach to economic collaboration, Metro Vancouver's newly formed Regional Economic Prosperity Service could work together with member jurisdictions to improve the region's ability to promote the growth and development business across all parts of the region. Doing so could help to identify new economic opportunities in line with local and regional economic objectives, while also better guiding prospective investors to identify and develop suitable locations within the region's industrial land supply.

**RECOMMENDATION 30: That Metro Vancouver, in consultation with member jurisdictions, First Nations and relevant stakeholder organizations, document and promote the region's value proposition from an industrial economy perspective.**

This proposition would broadly identify the types of businesses and investments that the region collectively wants to both grow locally and attract from other markets, and would guide future policies for economic development and land use.

**RECOMMENDATION 31: That Metro Vancouver, within the scope of the Regional Prosperity Service's mandate, and in line with the region's values proposition, encourage the growth and expansion of local businesses, and attract and coordinate industrial investment to Metro Vancouver's industrial lands.**

This should be done in partnership with the economic development bodies of municipalities and other partners to provide a coordinated regional approach to economic development, promotion, data collection and research.

**RECOMMENDATION 32: That Metro Vancouver, through the Regional Prosperity Service, assist member jurisdictions seeking to develop and update their own local bring-to-market strategies by providing data and research support in line with its mandate.**

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### **Coordinate with Neighbouring Regions**

In the case of population and economic growth in an area of finite land capacity, pressure for industrial land is already spilling over into neighbouring regions. For example, the Fraser Valley Regional District is likewise facing a shortage of industrial land. However, with these challenges also comes the possibility of shared opportunity. The broader economic region of southwestern British Columbia presents opportunities for collaborative planning that reaches beyond Metro Vancouver's borders, building on shared infrastructure linkages to expand upon the role as an economic gateway, while also creating new opportunities for growth.

**RECOMMENDATION 33: That the Province of BC develop a framework for economic and land use planning coordination between neighbouring regions in the broader Southwestern BC economic region to support industrial land protection by:**

- providing a Lower Mainland-wide view for industrial land management, infrastructure investment and other economic development opportunities between Metro Vancouver and the Fraser Valley Regional District;
- identifying options to expand the Lower Mainland's economic linkages with trade-oriented and industrial uses along major highway and rail corridors in the Squamish-Lillooet Regional District, Thompson-Nicola Regional District, and Regional District of Okanagan-Similkameen; and
- identifying opportunities to for short sea shipping and maritime linkages with other port facilities located on Vancouver Island and along the Georgia Strait.

**RECOMMENDATION 34: That Metro Vancouver and the Fraser Valley Regional District develop and sign a memorandum of understanding that outlines their shared priorities regarding and commitment to the effective and efficient management, protection, and development of industrial lands within the Lower Mainland.**

**RECOMMENDATION 35: That the federal government, in implementing the Port's Modernization Review, take a broader provincial perspective for ports in British Columbia, in part to alleviate land pressure in the Lower Mainland.**

## 4. PRIORITY ACTIONS - IMPLEMENTATION

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The challenges facing Metro Vancouver's industrial lands are complex and interconnected, and no one policy change will resolve them. A complicating factor is the diverse make-up of the region and its industrial sub-markets. Land use policies that work well in one jurisdiction may not be effective in another. As such, policy implementation must reflect the local context.

Successfully achieving the vision of the *Regional Industrial Lands Strategy* will require a collaborative approach and sustained effort on the part of various governing bodies and stakeholders with overlapping, yet distinct areas of business, jurisdiction in the region. Each of the identified actions will take time and resources to realize their full potential, and while some recommendations can be implemented in the near term, while others may take additional time to build capacity before implementation. The key to success will be to act in partnership, setting early priorities with clearly defined roles.

From the list of 35 recommendations, a short-list of 10 priority actions is identified. This list reflects the immediacy of specific pressures facing the region's industrial land supply, along with stakeholder feedback gathered through the development of the draft strategy. Due to the complexity of the issues and areas of overlapping jurisdiction among partner organizations, lead roles are identified for implementation with respect to the core mandates of each partner.



**HEMSON**

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## Protect Remaining Industrial Lands

Given the projected high demand for industrial land in the region, it is imperative to protect the region's remaining industrial lands while curbing the threats that undermine industrial uses on these lands.

Implementation Priority	Recommendation	Lead Role
1. Strive for zoning consistency for industrial land by developing a consistent definition of industrial and guidelines for permitted uses.	3	Metro Vancouver and municipalities
2. Strengthen regional policy in the Regional Growth Strategy by increasing the minor amendment voting threshold for Industrial and other requirements.	2	Metro Vancouver
3. Recognize and protect trade-enabling lands in strategic locations through specific land use designations and increased direction for permitted uses.	4 5 6	Province of BC, Metro Vancouver, Municipalities

## Intensify and Optimize Lands

While acknowledging the reality of a constrained land base, policies that encourage the intensification of industrial land, while also investigating opportunities to optimize the location of certain land uses over time.

Implementation Priority	Recommendation	Lead Role
4. Encourage intensification of industrial uses in appropriate locations by removing unnecessary restrictions on increased development heights and densities and explore opportunities to incentivize such developments, as informed by regional guidelines.	8	Municipalities
5. Conduct a Regional Land Assessment.	1	Metro Vancouver

## **HEMSON**



## Bring the Existing Land Supply to Market and Address Site Issues

To ensure the region's remaining vacant supply gets to market, identify the local issues facing these lands and the linkages between them, and map out the necessary policy updates and strategic investments in response.

Implementation Priority	Recommendation	Lead Role
6. Develop 'bring-to-market' strategies for remaining areas of vacant land to proactively identify and address issues preventing sites from being developed.	17	Municipalities
	32	Metro Vancouver
7. Coordinate strategies encouraging local economic growth, local business expansion, and attraction of investment across Metro Vancouver.	30	Metro Vancouver and municipalities
	31	
8. Ensure transportation connectivity among the region's industrial areas by working together to proactively designate, manage and coordinate investment related to the region's goods movement network.	18	TransLink
	19	Port of Vancouver
	20	
	22	



## HEMSON

## Ensure a Coordinated Approach

Improved cooperation and data tracking between governments and other organizations will be necessary to ensure accurate monitoring and effective land management into the future, while also guiding future coordination and alignment in terms of policy responses to issues as they arise in Metro Vancouver and across southern British Columbia.

Implementation Priority	Recommendation	Lead Role
9. Establish a broader framework for economic and land use planning collaboration between Metro Vancouver, neighbouring regions, and port facilities to support industrial land protection.	33	Province of BC
	34	Metro Vancouver, FVRD
	35	Canadian Federal Government, Port of Vancouver
10. Conduct a regional employment survey bi-annually to provide a better method of tracking changes in employment growth, land use, and built space over time.	28	Metro Vancouver

Together, these priority actions will work to ensure the region's industrial lands continue to provide an attractive and viable location for businesses to locate, grow and prosper, while supporting the broader regional economy and community.

As recommendations are implemented, new issues will emerge and new priorities may need to be adjusted and the roles of partner organizations may need to be reshuffled. Additional new policy actions, not included on the list of priorities and big moves, will be added as actions are implemented. This is expected to be an iterative and ongoing process that will need to be implemented and monitored over time. As new challenges arise and new information becomes available, new actions will inevitably need to be identified and prioritized, which may augment or replace other short-listed recommendations.

## **HEMSON**



## **APPENDIX**

### **REGIONAL INDUSTRIAL LANDS STAKEHOLDERS – ROLES AND RESPONSIBILITIES**

#### **HEMSON**

## Regional Industrial Lands Stakeholders – Roles and Responsibilities

Many different agencies and organizations play a key role in the management, development, and use of industrial lands in the Metro Vancouver region. Each actor has a different role, different responsibilities, and different authority over the rules, guidelines and decision making as it relates to industrial land and its use.

Organization		Purpose/Mandate	Roles and Responsibilities related to Industrial Lands
Local	Member Jurisdictions (21 municipalities, 1 Treaty First Nation, 1 Electoral Area)	Represent the interests and respond to the different needs and changing circumstances of their communities, residents and businesses	<ul style="list-style-type: none"> <li>• Designating permitted land uses and regulating the density and form of development through local zoning by-laws, neighbourhood plans, and Official Community Plans</li> <li>• Building and maintaining streets, sidewalks, and local infrastructure</li> <li>• Regulate traffic, use of streets (including on-street parking) and the size and weight of vehicles that are permitted to travel on municipal streets</li> <li>• Setting municipal property tax mill rates for industrial and commercial uses</li> </ul>
	Metro Vancouver	Delivers regional services, policy and political leadership on behalf of 23 member jurisdictions	<ul style="list-style-type: none"> <li>• Supports coordinated land use planning around common framework for regional growth management</li> <li>• Communicating value of industrial land uses and improved regional transportation network, including efficient goods movement, as components of broader economic ecosystem</li> </ul>
Regional	TransLink: South Coast British Columbia Transportation Authority (SCBCTA)	Transportation authority for Metro Vancouver region Mandate to provide a regional transportation system that moves people and goods and supports the regional growth strategy and regional and provincial environmental and economic objectives	<ul style="list-style-type: none"> <li>• Operates integrated regional transit system</li> <li>• Owns and operates 5 bridges</li> <li>• Together with municipalities, co-funds and co-manages the Major Road Network (MRN)</li> <li>• Leads and facilitates regional goods movement research and planning</li> </ul>

**HEMSON**

Organization		Purpose/Mandate	Roles and Responsibilities related to Industrial Lands
Provincial	Government of British Columbia	<p>Authority to create local governments and their governing legislation</p> <p>Authority over Provincial Highways, roads and other infrastructure</p> <p>Coordinates high level economic development issues of provincial interest</p> <p>Authority to identify and legislate use for specific lands (i.e. Agricultural Land Reserve)</p>	<ul style="list-style-type: none"> <li>• Provincial legislation, such as the Local Government Act</li> <li>• Provincial transportation planning and policy</li> <li>• Administers a number of acts related to transportation and goods movement, including the Motor Vehicle Act and the Commercial Transport Act</li> <li>• Highway construction and maintenance</li> <li>• Commercial vehicle safety and enforcement</li> <li>• Port and airport development</li> <li>• Infrastructure grants</li> <li>• Major capital project management</li> <li>• Provincial emergency management</li> </ul>
	Agricultural Land Commission	<p>Preservation of agricultural land</p> <p>Encourage local governments, First Nations, and others to enable and accommodate farm use of agricultural land and uses compatible with agriculture in their plans, by-laws and policies</p>	<ul style="list-style-type: none"> <li>• Sets regulations for determining which business activities are permitted within the Agricultural Land Reserve</li> <li>• Determines the scope and scale at which agri-industrial businesses are allowed to locate within the ALR before having relocate to industrial lands in the urban containment boundary</li> </ul>
Federal	Government of Canada	<p>Promotes safe, secure, efficient and environmentally-responsible transportation and trade-oriented land uses in Canada</p>	<ul style="list-style-type: none"> <li>• Administers a number of Acts related to transportation, including vehicle requirements on new equipment pursuant to the Canada Motor Vehicle Safety Standards (CMVSS), engine emission standards, and rail safety standards</li> <li>• Provides funding to help improve major infrastructure systems, including Asia Pacific Gateway initiatives</li> <li>• Works with its portfolio partners, other government departments and jurisdictions and industry to ensure that trade-related networks and transportation systems work well</li> <li>• 18 Port authorities fall under the federal portfolio across Canada</li> </ul>

## **HEMSON**

Organization		Purpose/Mandate	Roles and Responsibilities related to Industrial Lands
Federal	Port of Vancouver	Responsible for the stewardship of federal port lands in and around the region	<ul style="list-style-type: none"> <li>• Oversee transportation operation in collaboration with terminal operators, railroads and shippers to ensure efficient goods movement on port lands and waters</li> <li>• Acquire and develop lands to support current and anticipated port-related operations</li> </ul>
	Vancouver Airport Authority	Oversees Vancouver International Airport's operations	<ul style="list-style-type: none"> <li>• Develops and maintains airport infrastructure and oversees day-to-day operations at Vancouver International Airport</li> <li>• Plays active role in the development and growth of air cargo and the Asia Pacific Gateway</li> </ul>
Non-Profit Industry and Business Associations	Greater Vancouver Gateway Council	Collaborate to establish a globally competitive Pacific Gateway in trade and travel between North America and the Asia Pacific economies	<ul style="list-style-type: none"> <li>• Advocate for members' interests</li> <li>• Conduct and publish research studies</li> <li>• Provide economic impact data</li> <li>• Support and coordinate application for infrastructure grants</li> </ul>
	Greater Vancouver Urban Freight Council	Champion the implementation of the priority actions identified in the Regional Goods Movement Strategy (RGMS)	<ul style="list-style-type: none"> <li>• Advocate for members' interests</li> <li>• Coordinate the implementation of policy recommendations related to goods movement in the region</li> <li>• Monitoring and assessing the progress of RGMS implementation</li> <li>• Periodically reviewing and comparing current priorities against the region's evolving goods movement needs</li> </ul>
	BC Trucking Association (BCTA)	Province-wide, non-partisan, non-profit motor carrier association formed to advance the interests of British Columbia motor carriers and associated industrial land owners	<ul style="list-style-type: none"> <li>• Promotes prosperous, safe, efficient and responsible commercial road transportation industry</li> <li>• Conduct research</li> <li>• Advocate for member interests</li> </ul>

## **HEMSON**

Organization		Purpose/Mandate	Roles and Responsibilities related to Industrial Lands
Non-Profit Industry and Business Associations	NAIOP	Non-partisan, non-profit business association formed to advance the interest of commercial land users, developers and real estate industry	<ul style="list-style-type: none"> <li>• Conduct research</li> <li>• Provides education on commercial and industrial development and real estate related issues</li> <li>• Advocate for member interests</li> </ul>
	Boards of Trade and Chambers of Commerce	Non-partisan, non-profit business associations formed to advance the interest of their members	<ul style="list-style-type: none"> <li>• Conduct research</li> <li>• Advocate for member interests</li> </ul>
	Fraser Basin Council	A charitable non-profit society committed to advancing sustainability in the Fraser Basin and across British Columbia	<ul style="list-style-type: none"> <li>• Conduct and publish research related to environmental and economic sustainability</li> <li>• Preparation of BC Regional Adaptation Collaborative to strengthen regional capacity and increase action to advance adaption planning and implementation related to climate change impacts, including coastal flooding</li> </ul>
Private Sector	Railways	Delivers returns on investments by providing fast and reliable transportation for rail and intermodal customers	<ul style="list-style-type: none"> <li>• Provide rail and intermodal services to customers consistent with federal Rail Transportation Acts</li> <li>• Coordinate with local governments on adjacent land use and road networks</li> </ul>
	Goods Movers	Deliver returns on investments by providing fast and reliable transportation for their customers	<ul style="list-style-type: none"> <li>• Provide road delivery services to customers consistent with federal, provincial and municipal regulations</li> </ul>
	Business	Deliver a return on investment for shareholders or owners	<ul style="list-style-type: none"> <li>• Consume and produce goods and services to support customers and other businesses</li> <li>• Make locational, transportation, investment, real estate, and scheduling decisions to advance business operations</li> </ul>

## **HEMSON**

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To: Regional Planning Committee

From: Eric Aderneck, Senior Planner, Regional Planning and Housing Services

Date: February 19, 2020 Meeting Date: March 6, 2020

Subject: ***Metro 2040 Industrial and Mixed Employment Policy Review Scope of Work***

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## RECOMMENDATION

That the Regional Planning Committee receive for information the report titled “*Metro 2040 Industrial and Mixed Employment Policy Review Scope of Work*”, dated February 19, 2020.

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## EXECUTIVE SUMMARY

To inform the update to *Metro Vancouver 2040: Shaping our Future (Metro 2040)*, the regional growth strategy, Metro Vancouver is undertaking an Industrial and Mixed Employment Policy Review. The Policy Review, along with results from the forthcoming Regional Industrial Lands Strategy will provide key inputs into the update, and will include engagement with member municipalities and industry stakeholders to test and refine recommended policy changes to the regional growth strategy. The Committee can expect to see a report on the completed policy review by mid-2020.

## PURPOSE

To provide the Regional Planning Committee and MVRD Board with an opportunity to consider and provide feedback on the scope of work for the *Metro 2040 Industrial and Mixed Employment Policy Review*. Although the Regional Industrial Lands Task Force is responsible for the development of the Regional Industrial Lands Strategy, the industrial and employment portfolio is part of the regional growth strategy and implementation will be guided by the Regional Planning Committee.

## BACKGROUND

The purpose of the *Metro 2040 Industrial and Mixed Employment Policy Review (Policy Review)* is to identify challenges and options to enhance associated regional policies in the regional growth strategy, taking into account policy research, best practices, industrial and economic trends, development patterns, and input from stakeholders and member jurisdictions, including that received through the preparation of the draft Regional Industrial Lands Strategy.

## ROLE OF INDUSTRY AND EMPLOYMENT LANDS IN REGIONAL GROWTH MANAGEMENT

Industrial lands are crucial to supporting a prosperous and sustainable regional economy. The lands accommodate over one-quarter of the region’s total employment, and contribute to the region’s economic well-being, along with associated linkages to transportation, trade, and taxation.

‘Industrial’ represents a wide spectrum of uses and intensities, ranging from large distribution and transportation lands, warehouses, manufacturing and processing facilities, to small local-serving production and suppliers, and new technology-driven businesses. These various uses need different types of accommodations to optimize their operations. Many regional jobs and businesses are also connected to trade, which require industrial lands for handling goods on the national scale.

With a constrained land supply and strong demand for all types of land uses in this region, some industrial lands are under significant pressure for conversion to residential, retail and office uses. In a constrained region with a growing population and economy, rising land costs could hamper job growth, discourage business expansion / attraction, and push some activities to relocate elsewhere.

### **Scope of the *Metro 2040* Industrial and Mixed Employment Policy Review**

As part of the update of *Metro 2040*, a series of Policy Reviews by topic are currently underway. This background work is intended to be completed in 2020, informing the regional growth strategy update which is to be completed in 2022. This work is intended to explore: what's working, what's not working, and what's missing, in terms of the existing policies.

The product of the Industrial and Mixed Employment Policy Review will be a report that documents issues identified, assesses how well the existing policies meet *Metro 2040* objectives, tests possible policy options, explores best practices in other jurisdictions, and recommends policy changes to better support regional (existing or new) goals for industrial and employment lands. The report is not intended to identify specific parcels for designation changes, as this step, if needed, would occur after the *Metro 2040* update, driven by the local jurisdictions.

Aspects of the regional growth strategy that will be explored as part of this Policy Review are:

- Definitions / criteria of land use designations (Section D);
- Associated policy (Strategy 2.1, Strategy 2.2, and Performance Monitoring); and
- The land use designation amending voting thresholds (Section 6.1-6.4).

As part of developing the Regional Industrial Lands Strategy, a series of reports were completed, along with direction by the Regional Industrial Lands Task Force and stakeholder engagement. This work will also be considered as part of the Industrial and Mixed Employment Policy Review.

### ***METRO 2040* POLICY CONTEXT**

*Metro 2040* sets out the shared regional vision, with Goal 2 (Support a Sustainable Economy) articulating the importance of industrial lands and employment matters for the prosperity of the region. Because industrial land use is integrated with multiple other matters such as economics, development and infrastructure, *Metro 2040* emphasizes the coordination of land use and transportation, and identifies actions for Metro Vancouver, member municipalities, and other levels of government, along with private sector organizations, to advance implementation (see Figure 1).

**Figure 1. Industrial and Mixed Employment Elements of *Metro 2040***

#### ***Metro 2040* Goal 2 - Support a Sustainable Economy**

- Strategy 2.1: Promote land development patterns that support a diverse regional economy and employment close to where people live.
- Strategy 2.2: Protect the supply of industrial land.

### **Metro 2040 Land Use Designations**

- **Industrial** lands are primarily intended for heavy and light industrial activities, and appropriate accessory uses. Limited commercial uses that support industrial activities are appropriate. Residential uses are not intended on lands designated as Industrial.
- **Mixed Employment** lands are intended for industrial, commercial, and other employment related uses to help meet the needs of the regional economy. They are intended to continue to support industrial activities, and complement and support the planned function of Urban Centres and FTDA's. Residential uses are not intended on lands designated as Mixed Employment.

### **Metro 2040 Amendment Requirements**

Type 2 minor amendment, which requires a bylaw passed by a 2/3 weighted vote and a regional public hearing (RGS section 6.3.3):

- Amendment from Agricultural, Rural or Conservation / Recreation land use designation to Industrial, Mixed Employment or General Urban land use designations.
- For sites located outside the Urban Containment Boundary that are designated Industrial or Mixed Employment, amendments to Industrial, Mixed Employment or General Urban land use designations.

Type 3 minor amendment, which requires a bylaw passed by a simple majority weighted vote, and no regional public hearing (RGS section 6.3.4):

- 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.
- Amendment from Industrial, Mixed Employment or General Urban land use designations to Rural, Agricultural or Conservation and Recreation land use designations.
- For sites that are contiguous with, or within, the Urban Containment Boundary and are not within the Agricultural Land Reserve, amendment from Agricultural or Rural land use designations to Industrial land use designation, and associated Urban Containment Boundary adjustments.

## **METHODOLOGY AND ANTICIPATED REGIONAL PLANNING AND POLICY ISSUES**

The following is preliminary, based in part by recent regional planning policy research, current plans and policy documents, the draft Regional Industrial Lands Strategy, and emerging practices.

The following are key 'steps' in the Policy Review and development process:

1. Understand the issues / establish a 'baseline'
2. Understand the effectiveness of current policies and any challenges or 'gaps'
3. Identify items from the Regional Industrial Lands Strategy to be considered through new or amended policies in *Metro 2040*
4. Determine the policy priorities and any 'show stoppers'
5. Explore options and alternatives (including role of stakeholders in implementation)
6. Test proposed ideas with stakeholders
7. Recommend amended or new policies in the regional growth strategy

As a first step, a 'baseline' of the existing situation will be established as follows:

- Document all existing relevant policies in *Metro 2040*
- Generate an understanding of the issues from multiple perspectives through stakeholder engagement



- Review Regional Context Statements relating to Mixed Employment / Industrial provisions
- Review market / development trends on lands designated as Mixed Employment / Industrial
- Document drivers and implications of industrial and employment (re)development
- Document industrial / economic trends in other North American jurisdictions
- Document planning policy 'best practices' from other similar North American jurisdictions
- Determine 'criteria' for review of policy effectiveness (for current or possible new objectives)

The issues or gaps that have been identified that are to be further explored as part of the review, are as follows:

- Industrial uses on Mixed Employment lands being redeveloped as commercial (conversion);
- Pressures on industrial users within these lands, including how pressure may differ by sub-sectors;
- Need to respond to the changing nature of employment and business;
- Municipal / community goals that may include reduction of industrial uses and/or more jobs;
- Special consideration for Mixed Employment/Industrial lands in Urban Centres / FTDA's / rapid transit; and
- Ways to intensify industrial lands without displacing industrial users (e.g. waterfront sites).

A preliminary list of possible issues and priority areas, while considering their associated feasibility and effectiveness includes:

- More robust Industrial and / or Mixed Employment land use designation definitions, or further clarity between the designations;
- Additional means to protect Industrial lands and / or industrial uses within Mixed Employment lands;
- Ways to further densify / intensify the existing industrial land base;
- Opportunities to add to the existing industrial land base;
- Introduction of a more refined industrial overlay with associated policy actions (e.g. trade-oriented);
- Introduction of a more flexible land use designation or overlay for Mixed Employment lands around transit nodes;
- A higher voting threshold for Industrial and / or Mixed Employment regional land use amendments;
- Additional criteria for land use amendments (e.g. no net loss, other);
- Policy tools to incentivize relocation of non-industrial uses from industrial lands; and
- Policy tools to promote industrial densification / intensification.

## **TIMELINE AND ENGAGEMENT**

The timeline for the *Metro 2040* Policy Review is generally described as follows, starting in early 2020 with completion by mid-2020:

- **Step 1: Preliminary Analysis**
  - Review of existing applicable *Metro 2040* policy
  - Determine municipal and stakeholder issues and concerns
  - Identification of policy gaps and development of proposed issue areas to explore
- **Step 2: Scoping Report / Work Plan**
  - Draft and finalize work plan

- Create staff Scoping Report for Policy Review with exploration direction
- Present Scoping Report and receive feedback – Regional Planning Advisory Committee (RPAC), Regional Planning Committee, and the *Metro 2050* Intergovernmental Advisory Committee (IAC)
- **Step 3: Policy Analysis**
  - Confirm the key issue areas (policy gaps), based in part on RPAC feedback received
  - Confirm the potential solutions to explore what is not working and to address policy gaps
  - Undertake research to develop policy options for areas not addressed by the Regional Industrial Lands Strategy
- **Step 4: Policy Development**
  - Develop draft Industrial and Mixed Employment policy options
  - Develop and test draft policy options, including implications and implementation
  - Present draft Industrial and Mixed Employment policy options - RPAC, Regional Planning Committee, *Metro 2050* IAC
- **Step 5: Policy Review Report**
  - Prepare Policy Review report, with policy recommendations.
  - Present Policy Review report – RPAC and the Regional Planning Committee

The intended deliverables are as follows:

- Memo #1 (what's working well, what are the policy gaps)
- Memo #2 (what we heard, policy options)
- Final Recommendations and Summary Report

Staff will advance the final recommendations and summary report to RPAC and the Regional Planning Committee setting out the recommended policy directions for consideration and feedback by mid-2020. In accordance with the timeline for the development of *Metro 2050*, the second half of 2020 will be spent on policy writing, on this and the other topic areas that are under review, in collaboration with RPAC and the *Metro 2050* IAC.

## **ALTERNATIVES**

This is an information report. No alternatives are presented.

## **FINANCIAL IMPLICATIONS**

There are no financial implications.

## **CONCLUSION**

Industrial lands and associated economic and employment matters are a key component of the regional growth strategy, and going forward will be in the development of *Metro 2050*. The purpose of the *Metro 2040* Industrial and Mixed Employment Policy Review is to explore and identify the challenges and opportunities to enhance *Metro 2040*, taking into account policy research, current practices, and emerging trends.

## **Reference**

[Metro Vancouver Industrial Lands](#)

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To: Regional Planning Committee

From: Erin Rennie, Senior Planner, Regional Planning Services

Date: February 20, 2020 Meeting Date: March 6, 2020

Subject: ***Metro 2050 Q1 2020 Status Update***

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## RECOMMENDATION

That the Regional Planning Committee receive for information the report titled “*Metro 2050 Q1 2020 Status Update*” dated February 20, 2020.

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## EXECUTIVE SUMMARY

In April 2019, Metro Vancouver began the process of updating *Metro Vancouver 2040: Shaping our Future (Metro 2040)*, the regional growth strategy. The amended regional growth strategy will be titled *Metro 2050*. The development of content for *Metro 2050* is taking place through a series of policy reviews on different policy topics; progress on these is summarized below. Engagement activities are guided by the Metro Vancouver Board-approved *Metro 2050* Engagement Plan and those activities that have already occurred are summarized below.

## PURPOSE

The purpose of this report is to provide the Regional Planning Committee with a status update on progress towards developing *Metro 2050*, including an update on policy reviews and engagement activities.

## BACKGROUND

On April 26, 2019, the MVRD Board passed a resolution to initiate a comprehensive update to *Metro 2040* (Reference 1). The process to develop *Metro 2050* includes a series of “*Metro 2040* Policy Reviews” which are technical policy analysis projects by topic area, designed to review the existing policies of the regional growth strategy and identify opportunities to enhance them.

On October 4, 2019 the MVRD Board approved the updated *Metro 2050* Engagement Plan (Reference 2) which outlined four key audience groups and described engagement activities that had been specially designed for each. On September 13, 2019 the Regional Planning Committee received a report titled “*Metro 2050* Scope and Status Update” (Reference 3) which provided an update on the progress of the work completed to that point by staff.

## POLICY REVIEW STATUS

The development of *Metro 2050* has been divided into three phases. The objective of Phase 1 is to review current policies and consider new ideas. Phase 1 is scheduled to be completed in the summer of 2020. The primary activity in Phase 1 are policy reviews of each of the key policy topics in *Metro 2040*. The status of each policy review is outlined in the table below (Table 1).

**Table 1: Status of Metro 2050 Policy Reviews**

TASK	STATUS	PROGRESS NOTES
Extension of Sewerage Services Policy Review	Complete	This work was completed in 2017.
Performance Monitoring	Complete	A review was completed in 2017. Additional changes may be considered within each policy review.
Long Range Growth and Transportation Scenarios	Complete	The scenarios will be used to qualitatively evaluate the resilience of <i>Metro 2040</i> policies.
Update Housing Demand Estimates	In progress	The housing demand estimates will be updated by 2021, including a revised methodology.
Urban Centre and Frequent Transit Development Area Policy Review	In progress	Five recommendations are being presented to the Regional Planning Committee on March 6, 2020 in the Final Summary Report.
Update Projections for Population, Housing and Jobs to 2050	In progress	Draft projections to 2050 will be available in Q2 of 2020 and discussed with member jurisdictions through Q3 2020. They will be finalized in Q4 of 2020.
Agriculture Policy Review	In progress	Proposed changes to <i>Metro 2040</i> Strategy 2.3 have been drafted and will be presented to Regional Planning Committee on May 1, 2020 and the Agricultural Advisory Committee on March 20, 2020.
Environment Policy Review	In progress	Draft policy ideas were provided to Regional Planning Committee on February 7, 2020. Policy options will be refined and feedback will be collected from RPAC in spring 2020.
Transportation Policy Review	In progress	In development in coordination with <i>Transport 2050</i> . A report on the scope of the policy review was presented to Regional Planning Committee on November 8, 2019 (Reference 4).
Climate Change and Natural Hazards Policy Review	In progress	A proposed amendment to update <i>Metro 2040</i> 's GHG targets to align with IPCC targets was brought to Regional Planning Committee on October 11, 2019 (Reference 7). The scope of the review was presented to Regional Planning Committee on February 7, 2020 (Reference 8).
Equity in Regional Growth Management Study	In progress	Phase 1 report presented to Regional Planning Committee on November 8, 2019 (Reference 6). Phase 2 to begin in 2020.
Housing Policy Review	In progress	Scope presented to Regional Planning Committee on November 8, 2019 (Reference 5). A consultant has been retained to prepare a discussion paper.
Rural Lands Policy Review	Upcoming	This review will focus on opportunities to enhance <i>Metro 2040</i> Strategy 1.3.
Industrial and Mixed Employment Policy Review	In progress	The scope of this review is being presented to the Regional Planning Committee on March 6, 2020 (Report titled: Regional Industrial Lands Strategy - Draft and Status Update).
Complete Communities Policy Review	Upcoming	This review will focus on opportunities to enhance <i>Metro 2040</i> Strategy 4.2.
Implementation Policy Review	Upcoming	Staff are considering proposals regarding voting thresholds for minor amendments, updating content regarding First Nations, and other updates.

## ENGAGEMENT STATUS

The *Metro 2050* Engagement Plan (Reference 2) identifies four audiences for engagement on *Metro 2050*: Signatories (Metro Vancouver, member jurisdictions, TransLink, and adjacent regional districts), Non-Signatories (e.g. Health Authorities, Post-Secondary Institutions), First Nations, and the General Public. Engagement activities have been specially targeted to each of these four audiences. An update on engagement activities which have occurred to date are outlined below by audience group (Table 2).

**Table 2: Summary of Metro 2050 Engagement Activities Completed To Date**

Audience	Activity	Detail	Completed
<b>Signatories</b>			
	Notification Letters	Sent to all affected local governments notifying them of <i>Metro 2050</i> .	December 2019
	Intergovernmental Advisory Committee meeting	Invited representatives from member jurisdictions, adjacent regional districts, health authorities, Port of Vancouver, TransLink, First Nations, post-secondary institutions, Agricultural Land Commission, YVR, Provincial government and others.	January 17, 2020
	Council Presentations / Workshops	Presentations made to: Delta, City of North Vancouver, District of North Vancouver, New Westminster, Pitt Meadows, Surrey, Vancouver, West Vancouver, and White Rock Councils, Sunshine Coast Regional District, Tsawwassen First Nation Executive, and Council of Councils. Three additional presentations are scheduled for March / April.	2019-2020
	Ongoing communication with adjacent regional districts	Telephone meetings with staff at Fraser-Valley and Squamish-Lillooet Regional Districts. Staff have participated in several policy reviews	2019-2020
	Ongoing meetings with TransLink staff	Includes development of Phase 1 Engagement Survey and Regional Stakeholder Forum as well as ongoing integration with the T2050 team at multiple levels.	Spring 2019 and ongoing
	Urban Centre and FTDA RPAC Workshop	Workshop to identify opportunities to enhance regional growth framework.	April 12, 2019
	Urban Centre and FTDA TransLink Workshops	Workshop to identify opportunities to enhance regional growth framework.	April 8, 2019
<b>Non-Signatories</b>			
	Agricultural Land Use Planning Policy Forum	Member jurisdiction and Provincial staff and affected agricultural stakeholders (e.g. researchers, advocates) in attendance.	April 3, 2019
	Environmental Land Use Policy Forum	Member jurisdiction staff and affected stakeholders (e.g. researchers, non-profits, advocates) in attendance.	June 6, 2019

	Regional Forum at Rail~Volution Conference	Co-hosted half-day panel discussion and workshop with TransLink on the intersection of transit, affordable housing, equity and climate change. Non-profit, academics, government, business, subject matter experts in attendance.	September 11, 2019
	Regional Industrial Land Strategy Workshops	Multiple workshops involving municipal staff, provincial and federal government staff, industry and agency stakeholders	2019-2020
	Regional Stakeholder Workshop	Co-hosted workshop with TransLink on <i>Metro 2050</i> and <i>Transport 2050</i> . Non-profit, business, and member jurisdiction representatives in attendance.	June 4, 2019
<b>First Nations</b>			
	Presentation to Musqueam First Nation	Presentation of Metro 2050 and Transport 2050	April 9, 2019
	Presentation to Tsawwassen First Nation Executive Council (also noted under Council presentations above)		February 4, 2020
	Notification Letters	Notification of Metro 2050 development and invitation to speak about ways to be engaged.	November 2019
	Meetings On Request	Available on request. One First Nation has requested a meeting scheduled for February.	
<b>General Public</b>			
	Phase 1 Engagement Survey	Developed jointly with TransLink. Over 31,000 participants took the survey on regional values and vision for the future.	Summer 2019
	<i>Metro 2050</i> Online Comment Form	Available now for residents to submit comments on <i>Metro 2050</i> . Direct email to project team posted.	Ongoing
	Website	Provides information about <i>Metro 2050</i> process, background, and engagement opportunities.	Ongoing
	<i>Metro 2050</i> Dialogue Series	Four public dialogues held at sub-regionally at the Cities of North Vancouver, Vancouver, Coquitlam, and Surrey	February 2020

### Upcoming Engagement Activities in 2020

Additional engagement activities are in development and will be rolled out throughout the course of 2020. These include:

- **Videos:** Four videos are in development and will be released through the course of 2020.
- **Webinar:** Online platform for engagement to be launched summer of 2020.

- **Ongoing Council Presentations:** On request, staff will present the scope and engagement opportunities to Councils.
- **Ongoing First Nations Meetings:** At the request of a First Nation within the region, staff will meet with First Nation staff and/or elected representatives to discuss issues of interest; for those Nations outside of the region staff have offered to set up teleconference/video conference presentations.
- **Ongoing meetings with non-signatory stakeholders:** the project team responds to requests for information from additional parties for example; Health Authorities, academic institutions, Real Estate Institute of BC and similar.

## ALTERNATIVES

This is an information report. No alternatives are presented.

## FINANCIAL IMPLICATIONS

The activities listed above have been covered by the Board approved 2019 and 2020 Regional Planning budgets to support the development of *Metro 2050*. In 2020, the Regional Planning Budget contains \$30,000 to support the Climate and Natural Hazards Policy Review, \$20,000 to support the Equity in Regional Growth Management Study (Phase 2), and \$40,000 to support general *Metro 2050* expenses. An additional \$12,000 was approved in the External Relations budget to support engagement on *Metro 2050*.

## CONCLUSION

Metro Vancouver is in the process of updating *Metro Vancouver 2040: Shaping our Future*, the regional growth strategy. A wide variety of policy review activities and engagement activities have occurred since the update was initiated in April 2019 and will be ongoing until mid to late 2020. Summaries of these activities have been described in the report.

## References

1. [“Towards Metro 2050: Updating Metro Vancouver 2040: Shaping our Future”](#), dated, March 28, 2019
2. [“Metro 2050 Engagement Plan”](#), dated, August 15, 2019
3. [“Metro 2050 Scope and Status Update”](#), dated, August 15, 2019
4. [“Metro 2040 Transport Policy Review Scope of Work”](#), dated, October 17, 2019
5. [“Metro 2040 Housing Policy Review Scope of Work”](#), dated, October 17, 2019
6. [“Social Equity in Regional Growth Management – Key Findings”](#), dated, October 17, 2019
7. [“Amending Metro Vancouver 2040: Shaping our Future to Align with the IPCC Special Report on Global Warming of 1.5°C”](#), dated September 16, 2019
8. [“Metro 2040 Climate and Natural Hazards Policy Review Scope of Work”](#), dated January 15, 2020

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To: Regional Planning Committee

From: Heather McNell, General Manager, Regional Planning and Housing Services

Date: February 20, 2020 Meeting Date: March 6, 2020

Subject: **Manager's Report**

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**RECOMMENDATION**

That the Regional Planning Committee receive for information the report titled "Manager's Report", dated February 20, 2020.

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**Transit-Oriented Affordable Housing Executive Summary**

The Transit-Oriented Affordable Housing Study is a multi-year policy research initiative led by Metro Vancouver and undertaken in partnership with other agencies, to expand the knowledge base of practitioners and decision-makers about the challenges and opportunities to incrementally increase affordable rental housing along the Frequent Transit Network in this region. In 2019, Metro Vancouver completed Phase 2 of the Transit-Oriented Affordable Housing Study. Phase 2 explored the effectiveness, limitations, and applicability of specific tools to support the delivery of new transit-oriented affordable rental housing supply in the region. Specifically, the work looked at a business framework for a regional TOAH revolving loan fund and a review of policy tools to address the barrier of high land cost.

A plain language executive summary of the key findings of the Phase 2 work has now been completed and is available for reference and use by member jurisdictions and partner agencies (Attachment 1).

**20-Minute Neighbourhoods**

The Recently completed "Plan Melbourne 2017–2050" is Australia's Victorian Government's long-term planning strategy, guiding the way Melbourne will grow and change to 2050 and accommodate the city's future growth in population and employment. The strategy establishes directions and policies to encourage jobs, services and transportation choices close to where people live. The Plan is supported by the principle of 20-minute neighbourhoods which promote the idea of 'living locally' by giving people the ability to meet most of their daily needs within a 20-minute walk from home, with access to safe cycling and local transport options (Reference). The principle is very similar to the intent of *Metro 2040's* Complete Communities Goal 4 and that of Urban Centres. Regional Planning staff are reviewing the policy language of the Complete Communities goal through the policy review work underway as part of the development of *Metro 2050*, and exploring how to enhance or make improvements to the policy language, where appropriate; the principles of *Plan Melbourne 2017-2050*, in particular the notion of 20-minute neighbourhoods, is something that Metro Vancouver can learn from.

**Regional Planning Committee 2020 Work Plan**

The Regional Planning Committee's Work Plan for 2020 is attached to this report (Attachment 2). The status of work program elements is indicated as pending, in progress, ongoing or complete. The listing



is updated as needed to include new issues that arise, items requested by the Committee, and changes to the schedule.

**Attachments**

1. Executive Summary Transit-Oriented Affordable Housing Study Phase 2
2. Regional Planning Committee 2020 Work Plan

**Reference**

<https://www.planning.vic.gov.au/policy-and-strategy/planning-for-melbourne/plan-melbourne/20-minute-neighbourhoods>

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## EXECUTIVE SUMMARY

# Transit-Oriented Affordable Housing Study

As neighbourhoods densify, and land prices near public transportation trend upwards, the public transit system is becoming more accessible to some households and less to others.

Access to public transit reduces the housing and transportation cost burden on households and supports more equitable access to education, services, amenities and employment opportunities. Given the same location, renters, especially lower income renters, have higher levels of transit use than owners.



There is an estimated yearly shortfall of 2,400 units in the region that are affordable to lower income households.\*



The **Transit-Oriented Affordable Housing Study** identifies ways to increase affordable rental housing for lower income households in Metro Vancouver, particularly in locations with good access to frequent public transit.



Constructing new affordable rental housing is financially challenging

Affordable rents typically do not cover development costs (land and construction). These challenges are amplified in transit-oriented locations, where expectations for higher density, absent of any rental tenure or affordability protections, lead to higher land and construction costs.



## REDUCING BARRIERS TO AFFORDABLE RENTAL HOUSING

The study identified several approaches to help reduce high land cost, which is one of the main barriers for affordable rental housing.

### 1. Identify surplus or underutilized lands with potential to accommodate affordable rental housing.

- Consider lands under public ownership (e.g. municipalities, school districts) or non-profit ownership (e.g. places of worship, legions).
- Consider surplus public lands resulting from transit infrastructure projects.

### 2. Continue to trade market density increases for new affordable rental housing.

- Combine density bonusing or rezoning with affordable rental housing requirements or cash-in-lieu.

### 3. Make use of Housing Agreements between municipalities and landowners.

- Lock in the long-term affordability of new rental housing units and establish the rent and other matters related to the administration and management of the units.

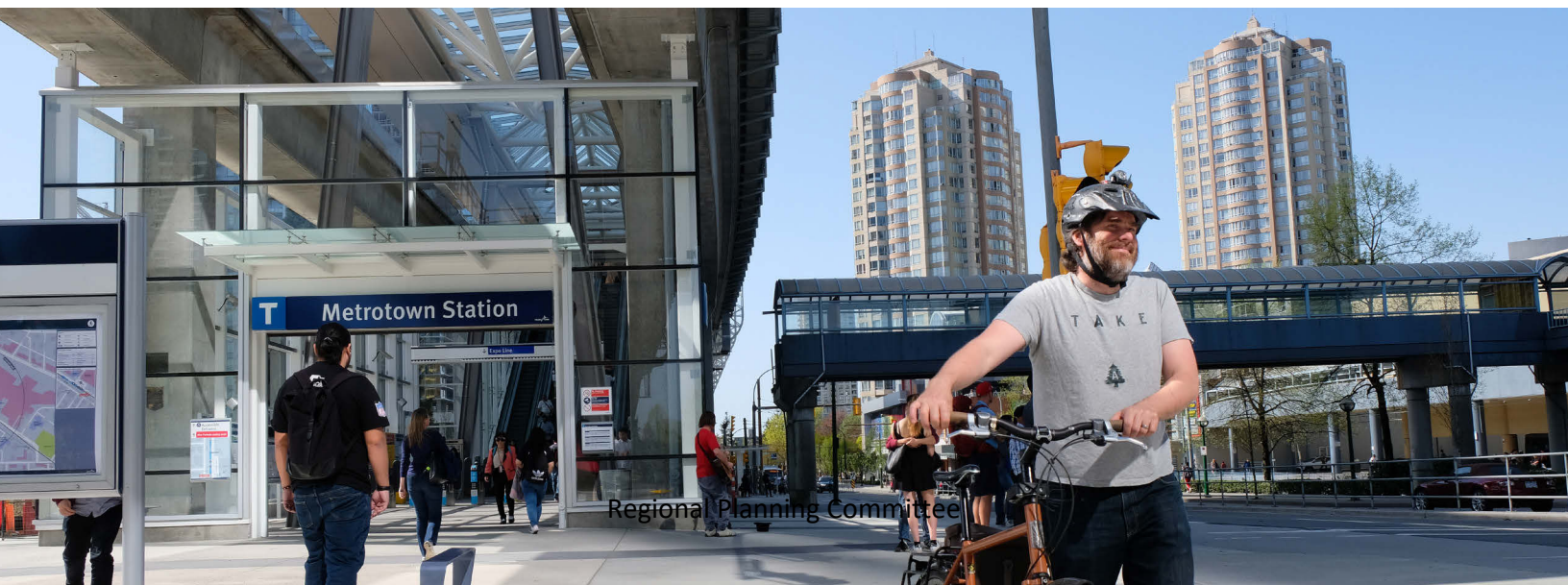
### 4. Use residential rental tenure zoning to preserve existing rental housing units and protect the opportunity for new rental housing development.

- This tool can achieve certain goals, but it could make redevelopment more challenging, and additional density may be required to make rental housing projects financially viable.

### 5. Send clear and early expectations to the development community and land market that affordable rental housing is to be integrated with transit investment planning and redevelopment.

- Establish affordable rental housing expectations in conjunction with transit corridor and station area planning.
- Medium-density neighbourhoods near frequent bus corridors or neighbourhoods adjacent to rapid transit stations are appropriate locations for mid-rise, wood-frame (i.e. lower construction cost) rental housing construction.
- Affordable rental housing should be incorporated in market housing projects to accommodate lower income renters in transit-oriented neighbourhoods.

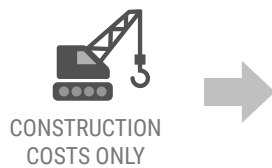
### 6. Consider establishing a regional transit-oriented affordable housing fund to provide low-interest loans to help finance new affordable rental housing in the region.





## FINANCIAL BARRIERS TO CREATING AFFORDABLE RENTAL HOUSING\*

Rent needs to include the costs of creating a new housing unit.



To build a new non-profit, wood-frame project with zero land cost, the average break-even rent is about **\$1,750 per month**.

**AFFORDABLE RENT** for lower income households is about **\$1,500 per month**.

WOOD FRAME BUILDING  
\$1,750/MONTH



Even with land provided at no cost, the rent needed to cover the costs of the construction of a new concrete building is about **\$2,800/month** (\$2,000/month for non-profit developers).

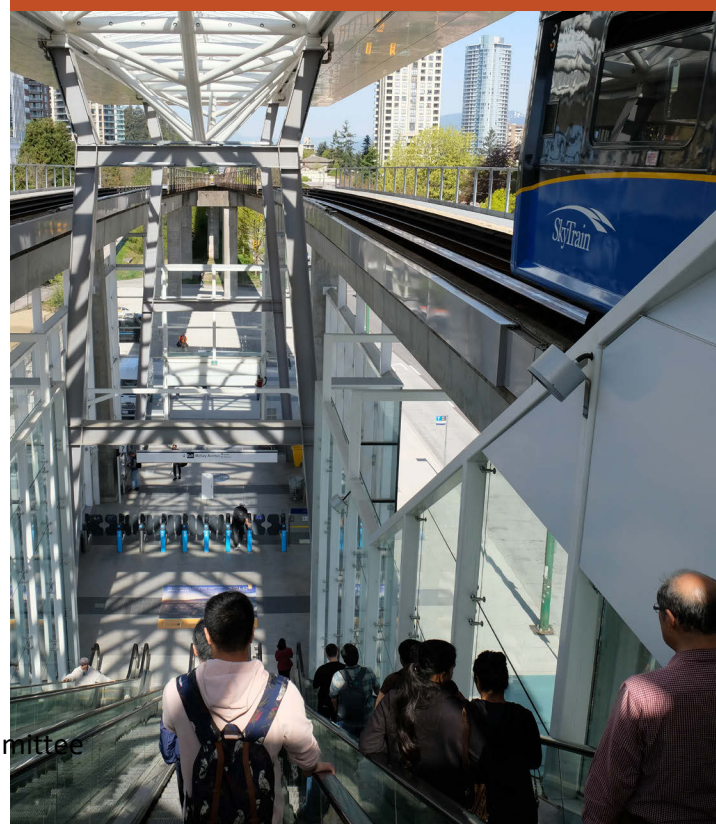
CONCRETE BUILDING  
\$2,800/MONTH

All scenarios require a break-even rent higher than the \$1,500/month considered affordable for households earning \$60,000 per year. Add in land cost and the break-even rent will be even higher.

\*The study focuses on housing that is affordable to households that earn less than \$60,000/year, which is 80% of the regional median income. "Affordable housing" has been defined as housing that costs less than 30% of a household's pre-tax income, which equates to a monthly rent of \$1,500/month. The rent projections used are based on a 2-bedroom unit.



Reducing or eliminating land cost is a key part of the solution.





## GOVERNMENT INITIATIVES

Local governments are taking action to increase the supply of new affordable rental housing. Some approaches being used are:

- Using zoning authority to increase the supply of affordable housing (e.g. secondary suites, laneway housing, inclusionary housing policies associated with density bonusing and rezoning).
- Reducing or waiving development fees and reducing minimum parking supply requirements for new development.
- Requiring that existing rental stock be replaced as part of redevelopment.

The provincial and federal governments are investing in affordable housing through grants, loans, technical assistance and partnerships.

## ABOUT THIS STUDY

This study received a 2019 CMHC Gold Roof Award for Housing Research Excellence.

This study was undertaken by Metro Vancouver and community partners:

**TransLink**

**BC Non-Profit Housing Association**

**BC Housing**

**Vancity Credit Union**

**Ministry of Municipal Affairs and Housing**

**Canada Mortgage and Housing Corporation**

**The Urban Development Institute**

The Real Estate Foundation of BC provided a grant to support a portion of the study. The study findings do not necessarily represent the views of all of the partner organizations.

## MORE INFORMATION

[metrovancover.org](http://metrovancover.org) (search 'transit-oriented housing')



**metrovancover**  
SERVICES AND SOLUTIONS FOR A LIVABLE REGION

## Regional Planning Committee 2020 Work Plan

Report Date: February 20, 2020

## Priorities

1 <sup>st</sup> Quarter	Status
Metro 2040 UC + FTDA Policy Review - Policy Recommendations	Complete
Metro 2040 Agriculture Policy Review - Update	Complete
Metro 2040 Environment Policy Review - Update	Complete
Metro 2040 Housing Policy Review – Discussion Paper	In Progress
Metro 2040 Rural Policy Review – Scope of Work	In Progress
Metro 2040 Transport Policy Review – Workshop Results	Pending
Metro 2040 Industrial and Mixed Employment Policy Review – Scope of Work	Complete
Metro 2040 Climate and Natural Hazards Policy Review – Scope of Work	Complete
Housing Demand Estimates Update – Scope of Work	Complete
Metro 2040 Equity in Growth Management – Phase 2 Scope of Work	In Progress
Metro 2050 – Progress Report	Complete
Scott Road Corridor Study – Project Initiation	Pending
Where Matters II – Project Initiation	Pending
Hey Neighbour – Project Initiation	Pending
Respond to Proposed Amendments to Metro 2040	Ongoing
For information: <ul style="list-style-type: none"> <li>• What Works: Securing Affordable / Special Needs Housing Agreements</li> <li>• Metro Vancouver Housing 10 Year Plan - Update</li> <li>• Metro Vancouver Housing - Expression of Interest for Member Jurisdictions</li> <li>• Climate 2050 Discussion Paper – Agriculture</li> <li>• Climate 2050 Discussion Paper – Nature and Ecosystems</li> </ul>	
2 <sup>nd</sup> Quarter	
Metro 2040 Environment Policy Review – Policy Options	In Progress
Metro 2040 Housing Policy Review - Forum Results and Policy Options	Pending
Metro 2040 Implementation Section Review – Policy Options	Pending
Metro 2040 Complete Communities Policy Review – Policy Options	Pending
Metro 2040 Climate and Natural Hazards Policy Review – Policy Options	Pending
Metro 2040 Transport Policy Review – Policy Options	Pending
Metro 2040 Industrial and Mixed Employment Policy Review – Policy Options	Pending
Land Value Capture Study – Findings and Recommendations	In Progress
TOAH Fund – Recommendations for Fund Design	In Progress
Metro 2050 – Progress Report	Pending
Regional Food Flow Study	Pending
Respond to Proposed Amendments to Metro 2040	Ongoing

For information: <ul style="list-style-type: none"> <li>Design and Development Guidelines: Temporary Accommodation for Tenants</li> <li>Displaced by Redevelopment – Final Report</li> <li>Metro Vancouver Housing - Redevelopment Plan – Update</li> </ul>	
<b>3<sup>rd</sup> Quarter</b>	
Metro 2040 Projections – Consultation Report	Pending
Metro 2040 Environment Policy Review – Recommendations	Pending
Metro 2040 Transport Policy Review – Recommendations	Pending
Metro 2040 Climate and Natural Hazards Policy Review – Recommendations	Pending
Metro 2040 Rural Policy Review – Recommendations	Pending
Metro 2040 Implementation Section Review – Recommendations	Pending
Metro 2040 Housing Policy Review – Recommendations	Pending
Metro 2040 Industrial and Mixed Employment Policy Review –	Pending
Housing Data Book Refresh – Update	Pending
Scott Road Corridor Study – Final Report	Pending
2020 Industrial Lands Inventory – Scope and Methodology	Pending
Metro 2050 – Progress Report	Pending
Respond to Proposed Amendments to Metro 2040	Ongoing
For information: <ul style="list-style-type: none"> <li>Affordable Home Ownership / Entry Level Homeownership</li> <li>Invasive Species BMPs</li> </ul>	
<b>4<sup>th</sup> Quarter</b>	
Metro 2040 Projections – Final Report	Pending
Housing Needs Reports – Regional Compendium	Pending
TOAH 3 - Update	Pending
Metro 2050 – Progress Report / Draft	Pending
2020 Industrial Lands Inventory – early findings	Pending
Where Matters II – Final Report	Pending
Corridor Study Monitoring Reports (Marine Main, Lougheed, Scott Road)	Pending
Metro 2040 Equity in Growth Management – Recommendations	Pending
Hey Neighbour – Final Report	Pending
For information: <ul style="list-style-type: none"> <li>Ecological Health – Regional Ecosystem Connectivity</li> <li>Urban Forestry Best Practices</li> </ul>	