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MANAGER'S REPORT NO.	42
COUNCIL MEETING	93/06/21

TO: CITY MANAGER 1993 JUNE 16

FROM: ACTING DIRECTOR PLANNING & BUILDING OUR FILE: 01.125.5

**SUBJECT: PROPOSED EXTENDED SERVICES ESTABLISHMENT
BYLAW FOR REGIONAL STRATEGIC PLANNING**

PURPOSE: To provide a review and recommendations in response to the letter from the Chairperson of the GVRD concerning draft Bylaw 750, a Bylaw to establish a Regional Planning Extended Service for the Greater Vancouver Regional District.

RECOMMENDATIONS:

1. **THAT** Section 9 of the draft Bylaw be amended to extend the minimum time for member municipalities to review a proposed Regional Strategic Plan from 5 months to 12 months.
2. **THAT** the draft Regional Strategic Plan not be circulated to member municipalities for review and comment until the completion and integration of the results of the Transport 2021 Medium Range Transportation Plan with the Regional Strategic Plan.
3. **THAT** a copy of this report be forwarded to the GVRD Strategic Planning Committee.

REPORT

1.0 BACKGROUND

At its meeting of 1993 June 7, Council received correspondence from the Chairperson of the GVRD requesting Council's comments and possible amendments concerning a bylaw (draft Bylaw 750 - see Appendix A) to establish a Regional Strategic Planning Extended Service for the Greater Vancouver Regional District. Comments from member municipalities were requested to be forwarded to the GVRD Strategic Planning Committee by 1993 June 30, in order for the GVRD Board to consider the advice of the Strategic Planning Committee at its July meeting.

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This report is submitted in response to the letter received and to provide the basis for an appropriate response to the GVRD Strategic Planning Committee.

2.0 THE DRAFT EXTENDED SERVICES BYLAW

2.1 Purpose and Content

The draft Bylaw as forwarded is intended to establish Regional Strategic Planning as an Extended Service of the Greater Vancouver Regional District for the purpose of enabling the Regional Board to prepare, adopt and implement a Regional Strategic Plan. In this respect, the draft Bylaw deals with the general parameters to be associated with a Regional Strategic Plan Bylaw and the process for its approval and implementation. The Expanded Services Bylaw is intended to apply to each of the municipalities and electoral areas within the GVRD.

The Regional Strategic Plan Bylaw is to include the goals and objectives of the Regional District with respect to its future growth and quality of life and outline a desired pattern of development for the GVRD. The Strategic Plan is also to describe the required infrastructure and economic and social initiatives to support the Plan's objectives.

Provision is made for the review of municipal Official Community Plans by the GVRD in terms of its conformance to the Regional Strategic Plan.

2.2 Plan Approval Process

The draft Extended Services Bylaw proposes adoption of a Regional Strategic Plan Bylaw by the Regional Board needing an affirmative vote of at least 3/4 of all Directors in an unweighted vote. The following approval steps are included within the draft Bylaw:

- adoption of a GVRD Board resolution of approval in principle of the Regional Strategic Plan at least six months prior to first reading being given
- within one month of passage of the above resolution, the Board must refer the proposed Regional Strategic Plan to member municipalities
- if within five months following receipt of the proposed Plan, the Council of a member municipality adopts a resolution objecting to the Plan receiving first reading, the Plan cannot be considered for a further 90 days from the date of notification to the Board. If the objection cannot be resolved within the 90 days, then a statement of the objection is to be included in the Regional Strategic Plan

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- after first reading and before third reading of the Regional Strategic Plan Bylaw, the Regional Board holds a public hearing with appropriate notification
- following third reading, the Board submits the Bylaw to the Minister of Municipal Affairs, Recreation and Housing with supporting documentation. The Board is not to give final reading of the Regional Strategic Plan Bylaw until the earlier of receiving the comments of the Minister or 120 days having passed from the date of third reading.

2.3 Other Components of the Draft Bylaw

Other items referred to in the draft Bylaw include the following:

- adoption of a Regional Strategic Plan does not commit the Board or a member municipality to proceed with any action contained in the Plan, nor does it reduce the powers or duties of member municipalities
- The Regional Board is given the authority to enter into contractual arrangements to assist the implementation of the Plan
- the annual operating costs for the extended service is to be recovered by monies to be collected by a property value tax.

3.0 CITY OF BURNABY RESPONSE

The City of Burnaby provided a comprehensive submission to the GVRD Board in response to the mandate question in 1993 February and have had a number of follow up discussions and meetings with the GVRD on this matter since that time. Notwithstanding Burnaby's previous position on this matter, it is clear that the majority of the regional community is prepared to pursue consideration of the regional planning mandate question and the associated regional strategic plan in the coming months. The request for comment on the draft Bylaw is evidence of this. The next section comments on the changes that the Region has proposed and to recommend possible amendments to the draft bylaw that may better address the concerns of the City.

3.1 Regional Strategic Plan

The Lower Mainland is projected to grow by an estimated 1.2 million people over the next 30 years. Without a more directive Regional Strategic Plan, this growth will migrate over the middle and eastern portions of the Fraser Valley in a form that will rely almost entirely on the private auto for transportation. Such a pattern of development will be costly to service and environmentally unsound.

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A Regional Strategic Plan is to provide a common base where the regional and local interests of the region's communities can be coordinated with provincial transportation and environmental objectives to pursue a development pattern which best reflects common goals.

The Region has prepared a draft regional strategic plan based on a Compact Metropolitan Region Option that provides a disproportionate amount of growth for the City of Burnaby.

Comments:

The consistent position of the City of Burnaby has been that it supports efforts directed at developing an acceptable regional strategic plan.

As part of our initial submission to the Region, it was proposed that following receipt of Regional input concerning the development of a draft regional plan, individual municipalities initiate their own Official Community Plan reviews in this context with its citizens as a way of determining the extent to which specific growth targets and related policies could realistically be achieved. It was further suggested that the regional strategic plan and its associated transportation improvements have both a 10 to 15 and 30 year time horizons to make them more compatible with the OCP timeframes.

Staff are still convinced that this represented the most desirable approach for the region to pursue. The depth of our concern relates to the fact that the Compact Metropolitan Region Option, as statistically related to the City of Burnaby, is likely unachievable without a significant shift of existing community values. To better quantify this, the projected number of dwelling units for Burnaby under the Compact Metropolitan Growth Option to the year 2006 is 100,878 and 123,800 by the year 2021, which represents 130 percent and 159 percent respectively of the total dwelling unit potential as presently defined under our existing Official Community Plan.

The Region has clearly indicated that a Regional Strategic Plan would not supersede an Official Community Plan or local zoning. The decision as to the extent a local Council wishes to amend its Official Community Plan to reflect the Regional Strategic Plan would be at the discretion of the local Council. As such, should the City wish to undertake a more comprehensive review of the Strategic Plan, it will be able to take the necessary time to complete the desired public consultation process in that the City could either:

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- agree to participate in the proposed Regional Strategic Planning Service, but not enter into implementation agreements with the Region concerning the Regional Strategic Plan until it was satisfied with the Plan as related to the City, or
- not agree to participate in the proposed Regional Strategic Planning Service until it was satisfied with the Plan.

3.2 Consensus Approach

Approval of the Regional Strategic Plan under the terms of the draft Bylaw continues to require an affirmative vote of 3/4 of all the Directors in an unweighted vote.

Comment:

The draft Bylaw contains a new clause that specifically states that passage of a Regional Strategic Plan adoption Bylaw does not commit a member municipality to proceed with any action or project contained in the Regional Strategic Plan. In other words, the adoption of either the Extended Services Establishment Bylaw or a Regional Strategic Plan Bylaw by the 3/4 unweighted majority of the Board will not bind the City of Burnaby or any other municipality to the outcome of the Plan if it finally proves to be at variance with the objectives of the City following its public review process.

3.3 Approval Process for Extended Services Establishment Bylaw

The Municipal Act requires that each Municipality which will be participating in the proposed Regional Strategic Planning Service agree to its participation by passing a resolution approving the Extended Service Establishment Bylaw. The present schedule proposes that the GVRD Board give first reading to the Bylaw on 1993 July 30 and then forward it to Municipal Councils for approval by resolution. The Chairperson of the GVRD has indicated that municipalities will have until 1994 January 31 to inform the GVRD as to whether they individually wish to participate in the proposed service. If the Bylaw fails to receive unanimous consent, then the Board may proceed to adopt the Bylaw and establish the service for those municipalities which approved participation in the service.

Following adoption of the Regional Strategic Plan, the Board would then enter into agreements (see Appendix B) with municipalities and others to achieve the implementation of the Regional Strategic Plan. Such an agreement with a municipality would focus on growth allocations, densities and green zones to complement the Regional Strategic Plan's transportation, growth management and centres policies.

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Comments:

The present schedule as proposed by the GVRD would see the Regional Strategic Plan being forwarded to municipalities near the end of 1993 July. At the same time it is noted that the Transport 2021 Medium Range Transportation Plan is not scheduled to be presented to the GVRD Board until the end of 1993 September.

The Regional Administrative Advisory Committee of the GVRD has noted the anticipated September completion date of the Transport 2021 work and passed a motion at its 1993 June 2 meeting that the consideration, decision making and reporting of the Transport 2021 work and the regional strategic plan should be merged and presented together. This would mean that **the draft regional strategic plan should not be circulated to member municipalities at the end of 1993 July as proposed, but rather await the completion of the Transport 2021 Medium Range Transportation Plan as an integral component of the regional strategic plan.** The Transport 2021 Medium Range Transportation Plan is scheduled for consideration by the Strategic Planning Committee and the GVRD Board on 1993 September 8 and October 1 respectively.

Council has also previously expressed a need to concurrently review the specific short to medium term transit/transportation improvements proposed in the Transport 2021 Transportation Plan that relate to Burnaby at the time it considers the Regional Strategic Plan.

In view of the magnitude of the proposed growth, Council has previously indicated that **it would need to consult with the citizens of Burnaby before committing to a mandate that would see this City absorb a significantly higher proportion of projected regional growth.**

While not explicitly incorporating local Official Community Plans as the first step in the preparation of a regional strategic plan, the Region has, as outlined in Section 2.2, increased the time available to five months for member municipalities to comment on the Plan.

The Region has been advised that it would take approximately one year to complete the public consultation process required by the City of Burnaby to assess the draft regional strategic plan, including the medium term transportation priorities. In view of the significant potential impacts of the Compact Metropolitan Option to this community and the need to obtain a broadly based community response, it is highly probable that the City of Burnaby would not be in a position to provide its response concerning the Regional Strategic Plan Bylaw within the five month period allotted.

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In view of the above considerations and the need for the City of Burnaby to undertake a public review process as discussed in Section 3.1 above, **it is recommended that Section 9 of the draft Bylaw which provides 5 months for member municipalities to review the proposed Regional Strategic Plan be extended to 12 months.** No changes are proposed to the other provisions of Section 9.

Given the 1994 January 31 notification date as proposed by the GVRD, Council has the option of not dealing with the matter of the resolution supporting the Extended Services Establishment Bylaw until January of 1994. The advantage of delaying consideration of the resolution supporting the Extended Services Bylaw until that time, and thereby being part of the Regional Strategic Planning Service, is that the draft Regional Strategic Plan, including the prioritization of transportation improvements will have been received and assessed in a preliminary way. As such, **staff would support delaying consideration of the Bylaw resolution until early 1994 January.**

4.0 CONCLUSIONS

As Council indicated in its previous submission of the mandate question, a model for the preparation of a regional strategic plan needs to provide an appropriate mechanism for the adoption and implementation of a plan that will achieve overall regional goals, and that at the same time protect autonomy for land use and zoning at the local level.

While not specifically meeting each of Council's concerns, the draft Extended Services Establishment Bylaw for Regional Strategic Planning does include three important areas that respond to Council's previous submission. These are:

1. A more extensive period (5 months that can be extended to 8 months) with a formal notification of objection) to allow a member municipality to consult with its citizens on the various aspects of the Plan prior to agreeing to participate in the program. This reports contains a recommendation to extend this time to a minimum period of 12 months.
2. Further clarification that adoption of the Plan by the consensus majority does not commit a local municipality to proceed with the implementation of the Plan unless it is in agreement with it.
3. The statistical information related to the proposed Regional Strategic Plan now contains projections for a shorter term 15 year time horizon in addition to the previous 30 year period.

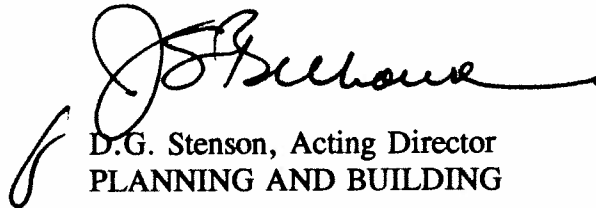
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The central concern of the City of Burnaby is that appropriate time is provided to enable a proper consultation process with its citizens once the parameters of the Regional Strategic Plan are known. The magnitude of the proposed population and dwelling unit increases for the next fifteen years for the City under the Compact Metropolitan Growth Option are beyond levels previously contemplated and raise a number of fundamental issues. It also highlights the need for clear answers to the prevailing questions about Light Rapid Transit along the Lougheed Corridor to help focus and serve higher density development.

The GVRD has indicated that if the Board decides to seek formal endorsement of the draft Bylaw following receipt of the comments of the member municipalities, then the Board would give the Extended Service Establishment Bylaw first reading on 1993 July 30. This would be followed by further information being sent to municipalities in August together with a request that the GVRD be informed by 1994 January 31 as to whether the City wishes to participate in the proposed regional planning service. Staff propose that Council delay consideration of a resolution supporting the Extended Services Establishment Bylaw until early January of 1994 when the integration of the draft Strategic Plan and the Transport 2021 work is completed.


D.G. Stenson, Acting Director
PLANNING AND BUILDING

JSB:BLS\db

cc: Director Administrative & Community Services
Director Engineering
Director Finance
Director Recreation & Cultural Services

11. After third reading of the Regional Strategic Plan Adoption Bylaw, the Regional Board shall submit the bylaw to the Minister of Municipal Affairs, Recreation and Housing together with the results of the research, review and analysis and a summary of consultations carried out under Paragraph 5 of this bylaw and comments received and changes made as a result of discussions and the public hearing referred to in Paragraph 9 and 10 of this bylaw. The Regional Board shall not give final reading to the Regional Strategic Plan Adoption Bylaw until after the earlier of its receiving the comments of the Minister of Municipal Affairs, Recreation and Housing or 120 days having passed from the date of third reading.
12. Adoption of a Regional Strategic Plan Adoption Bylaw does not commit the Regional District, a Greater Board or member municipality to proceed with any action, or project contained in the Regional Strategic Plan referred to therein.
13. All bylaw enacted or works undertaken by the Greater Vancouver Housing Corporation, Greater Vancouver Hospital District, Greater Vancouver Regional District, Greater Vancouver Sewage and Drainage District and the Greater Vancouver Water District after adoption of a Regional Strategic Plan Adoption Bylaw shall be consistent with the Regional Strategic Plan referred to therein.
14. The powers, obligations and duties of member municipalities are not reduced by adoption of a Regional Strategic Plan Adoption Bylaw.
15. The Regional Board has, for the purposes of exercising its power to implement a Regional Strategic Plan Adoption Bylaw, authority to enter into any contract considered by the Board of Directors as necessary to achieve the implementation thereof.
16. The annual operating costs for this extended service shall be recovered by requisition of monies to be collected by a property value tax to be levied and collected under Sections 810 (1) and 810.1(1) of the Municipal Act.
17. No borrowing shall be incurred for the purposes of this extended service.

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- 18. If any section, subsection, sentence, clause or phrase in this bylaw is for any reason held to be invalid by a decision of any court of competent jurisdiction, the decision shall not affect the validity of the remaining portions of the bylaw.
- 19. This bylaw may be cited as the "G.V.R.D. Regional Strategic Planning Extended Service Establishment Bylaw No. 750, 1993".

Read a FIRST time this nth day of mmmm, 1993.

Read a SECOND time this nth day of mmmm, 1993.

Read a THIRD time this nth day of mmmm, 1993.

Approved by the Inspector of Municipalities
this nth day of mmmm, 1993.

Reconsidered, finally passed and adopted by the Regional Board this
nth day of mmmm, 1993.

Chairperson

Secretary

DRAFT

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APPENDIX B

**DRAFT REGIONAL STRATEGIC PLAN IMPLEMENTATION AGREEMENT
BETWEEN THE GREATER VANCOUVER REGIONAL DISTRICT AND THE
MUNICIPALITY OF REGIONAL HARMONY**

**(NOTE: THIS DOCUMENT HAS BEEN PREPARED FOR ILLUSTRATIVE
PURPOSES ONLY AND DOES NOT REPRESENT THE VIEWS OF THE GVRD
BOARD OR ANY OTHER PARTY)**

WHEREAS:

- (1) The Greater Vancouver Regional District has adopted a Regional Strategic Plan under Regional Strategic Plan Extended Service Establishment Bylaw No. 750 and this plan sets out regional development policies which can only be implemented through partnerships with member municipalities and other entities;
- (2) The Municipality of Regional Harmony has enacted an Official Community Plan and other policies which set out the Municipality's development objectives and priorities; and
- (3) The GVRD and the Municipality wish to harmonize their efforts to pursue complementary goals,

THE GVRD AND THE MUNICIPALITY HEREBY AGREE AS FOLLOWS:

- (1) The GVRD will:
 - (a) Plan, organize and deliver regional drinking water, liquid waste management and solid waste management services in a manner which advances the objectives of the Regional Strategic Plan and the Municipality's Official Community Plan;
 - (b) Seek implementation by appropriate authorities of road and transit improvements contained within the Regional Strategic Plan;
 - (c) etc.
- (2) The Municipality will:
 - (a) Give consideration to the growth management goals of the Regional Strategic Plan in administering its local planning and development powers;
 - (b) Encourage a transit orientation for all new developments and redevelopments and in the development of the municipal street system;
 - (c) Attempt to focus employment growth in the regional urban centres identified in the Regional Strategic Plan;
 - (d) etc.
- (3) The GVRD and the Municipality will jointly:
 - (a) Promote the development of the regional urban centres identified in the Regional Strategic Plan;
 - (b) Develop and implement Trip Reduction Programs and Transportation Demand Management Programs within the municipality;
 - (c) Promote private and public sector investment which supports the objectives of the Regional Strategic Plan and the Official Community Plan;
 - (d) Develop an open space system for the municipality which integrates municipal parks, regional parks and other resources contained within the Green Zone;

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- (e) Establish and operate programs to enhance public understanding and support of the role of agriculture in the Municipality and the region;
- (f) etc.

THE GVRD AND THE MUNICIPALITY FURTHER AGREE AS FOLLOWS:

- (1) This agreement will be in effect for a period of five years from the date of its execution by the two parties;
- (2) This agreement may be renewed, amended or terminated by mutual consent.

Chairperson
Greater Vancouver Regional District

Mayor
Municipality of Regional Harmony