

JAN 28 2019

Kate O'Connell, City Clerk  
City of Burnaby  
4949 Canada Way  
Burnaby, BC V5G 1M2  
VIA EMAIL: [kate.oconnell@burnaby.ca](mailto:kate.oconnell@burnaby.ca)

Dear Ms. O'Connell:

**Re: City of Burnaby's Regional Context Statement - 5 Year Review**

At its January 25, 2019 regular meeting, the Board of Directors of Metro Vancouver Regional District (Metro Vancouver) adopted the following resolution:

*That the MVRD Board accept the City of Burnaby's Regional Context Statement as submitted to Metro Vancouver on November 20, 2018.*

Sincerely,



Chris Pagnol  
Corporate Officer

CP/mp

cc: Neal Carley, General Manager, Planning and Environment  
Heather McNell, Director, Regional Planning & Elector Area Services, Planning and Environment

Encl: Report dated December 21, 2018, titled "City of Burnaby's Regional Context Statement – 5 Year Review" (Doc #27968005)

Referred to:  
Planning and Development Committee (2019.02.26)

Copied to:  
City Manager, Dir. Corporate Services, Dir. Planning and Building, City Solicitor  
28314014

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To: Regional Planning Committee

From: Sean Tynan, Regional Planner, Regional Planning

Date: December 21, 2018 Meeting Date: January 11, 2019

Subject: **City of Burnaby's Regional Context Statement – 5 Year Review**

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#### **RECOMMENDATION**

That the MVRD Board accept the City of Burnaby's Regional Context Statement as submitted to Metro Vancouver on November 20, 2018.

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#### **PURPOSE**

To seek MVRD Board acceptance of the City of Burnaby's 2013 Regional Context Statement as requested in the City of Burnaby's letter dated November 20, 2018.

#### **BACKGROUND**

Metro Vancouver received a letter from the City of Burnaby dated November 20, 2018 requesting continued acceptance of its 2013 Regional Context Statement (Attachment 1). *Local Government Act* Section 448 (2) notes that the Board must respond by resolution within 120 days after receipt indicating whether or not it accepts the regional context statement. If the Board fails to respond within this period of time, the Regional Context Statement is deemed to be accepted.

This report brings forward the City of Burnaby's request for acceptance of its 2013 Regional Context Statement for consideration by the Regional Planning Committee and MVRD Board.

#### **REGIONAL CONTEXT STATEMENT REQUIREMENTS UNDER THE LOCAL GOVERNMENT ACT**

Section 446 of the *Local Government Act* requires that each member jurisdiction submit a regional context statement that identifies the relationship between the municipality's Official Community Plan (OCP) and the relevant regional growth strategy, and how the OCP is, or will be made, consistent with the regional growth strategy over time. When the MVRD Board considers acceptance of a regional context statement, it is expected that it be "generally consistent" with the goals, strategies, actions, and parcel-based regional land use designations in *Metro Vancouver 2040: Shaping our Future* (Metro 2040), the regional growth strategy.

*Local Government Act* Section 448 (1) (c) requires that municipalities review their Regional Context Statement at least once every five years after its latest acceptance by the Board and, if no amendment is proposed, to submit the regional context statement to the Board for its continued acceptance. The five-year review provides an opportunity for the member jurisdiction to consider if any changes have occurred to its OCP that would trigger an amendment to the Regional Context Statement.

#### **BURNABY REGIONAL CONTEXT STATEMENT AND *METRO 2040* ALIGNMENT**

In 2013, the City of Burnaby submitted its Regional Context Statement to Metro Vancouver, and it was accepted by the MVRD Board on November 15, 2013. The November 15, 2013 staff report stated that a number of items should be addressed in the Regional Context Statement at the next available opportunity. These included items included:

- consider adjusting municipal growth projections;
- include a clear definition and policies to exclude non-residential major trip generating uses from General Urban areas outside of Urban Centres and Frequent Transit Development Areas;
- reference detailed policies to direct office development to Urban Centres; and
- commit to developing a Housing Action Plan.

Additional detail on the 2013 comments provided by Metro Vancouver staff to the City of Burnaby are included in Attachment 2. Since 2013, Metro Vancouver has worked closely with member jurisdictions to update *Metro 2040's* growth projections to align with accepted Regional Context Statements; therefore, the first item identified above has been sufficiently addressed. The other three items remain outstanding and should be addressed at the next available opportunity.

The request for continued acceptance of the 2013 Regional Context Statement is based on a City of Burnaby staff assessment and Council resolution that the Regional Context Statement is current and accurately identifies the relationship between Burnaby's OCP and *Metro 2040*. City of Burnaby staff note that the City will be embarking on an update to its OCP beginning in 2019, a process that would necessitate an updated Regional Context Statement.

The City of Burnaby's letter and staff report further indicate several plans and programs that demonstrate progress towards the goals and aspirations of *Metro 2040*, the City's OCP and the 2013 Regional Context Statement. These include:

- completion of the City's Environmental Sustainability Strategy and Community Energy and Emissions Plan;
- completion of the Metrotown Downtown Plan;
- completed master plans to support growth in Brentwood, Lougheed and Edmonds Municipal Town Centres;
- development of a Secondary Suite Program and City Lands Program for non-market housing; and
- significant progress towards an update to the Transportation Plan.

The City's Regional Context Statement should be updated to reflect the status and outcomes of these plans and policies. In addition, an update to the Regional Context Statement provides an opportunity to identify Frequent Transit Development Areas as a means to align local aspirations for growth with *Metro 2040* and to better describe the spatial distribution of anticipated growth to support Metro Vancouver's utility demand planning and service provision.

While there are several potential updates that would improve alignment between the City of Burnaby's Regional Context Statement and *Metro 2040*, it may be inefficient to require these updates now when a substantive OCP update is planned to begin in 2019. Therefore, staff recommend Alternative 1.

#### **ALTERNATIVES**

1. That the MVRD Board accept the City of Burnaby's Regional Context Statement as submitted to Metro Vancouver on November 20, 2018.
2. That the MVRD Board decline to accept the City of Burnaby's Regional Context Statement as submitted to Metro Vancouver on November 20, 2018 and request that the City of Burnaby update its Regional Context Statement to address the outstanding items noted in the report dated December 28, 2018, titled "City of Burnaby Regional Context Statement – Five Year Review".

#### **FINANCIAL IMPLICATIONS**

If the Board chooses Alternative 1, there are no financial implications. The City of Burnaby will be notified of the Regional Context Statement acceptance and staff will work with City of Burnaby staff on an updated Regional Context Statement aligned with its planned OCP update.

If the Board chooses Alternative 2, to decline to accept the regional context statement, a dispute resolution process may occur, as prescribed in the *Local Government Act*. The cost for this dispute resolution is prescribed based on the proportion of assessed land values; Metro Vancouver would be responsible for most of the associated costs.

#### **SUMMARY / CONCLUSION**

The City of Burnaby has requested continued acceptance of its 2013 Regional Context Statement. In accordance with the provisions of the *Local Government Act*, each member jurisdiction's regional context statement must be reviewed at least every five years, giving the local government an opportunity to consider whether any recent municipal planning studies or changes to its OCP trigger changes to its regional context statement. The City's 2013 Regional Context Statement remains generally consistent with the goals, strategies and actions in *Metro 2040*. While there are several potential updates that would improve alignment between the City's Regional Context Statement and *Metro 2040*, it may be inefficient to require these updates when a substantive OCP update is planned for 2019. Staff therefore recommend continued acceptance of the City of Burnaby's Regional Context Statement, acknowledging the City's intent to update its RCS in concert with the intended OCP update.

#### **Attachments (Orbit Doc # 27767417)**

1. Correspondence dated November 20, 2018 from the City of Burnaby re: City of Burnaby Regional Context Statement – Five Year Review
2. Staff report titled "Consideration of the City of Burnaby's Regional Context Statement", dated October 22, 2013

**Reference:** 2013 City of Burnaby Regional Context Statement



CITY OF BURNABY  
OFFICE OF THE MAYOR  
MIKE HURLEY  
MAYOR

2018 November 20

FILE: 2410-20

Councillor Sav Dhaliwal, Chair  
Metro Vancouver Board  
Metrotower III, 4730 Kingsway  
Burnaby, BC V5H 0C6

Dear Councillor Dhaliwal:

**Subject: Burnaby Regional Context Statement – Five Year Review**

Burnaby City Council, at its Open Council meeting held on 2018 November 19, received the above noted report from the Planning and Development Committee reviewing the City's Regional Context Statement and recommending application to the Metro Vancouver Board of Directors for continued acceptance. The following recommendation was adopted:

1. THAT the Mayor, on behalf of Council, write to the Metro Vancouver Board of Directors to request continued acceptance of Burnaby's existing Regional Context Statement.

As directed by Council, a copy of the staff report is enclosed for your information.

Yours truly,

A handwritten signature in black ink, appearing to read 'M Hurley', written over a horizontal line.

Mike Hurley  
MAYOR

**PLANNING AND DEVELOPMENT COMMITTEE**

*HIS WORSHIP, THE MAYOR  
AND COUNCILLORS*

**SUBJECT: BURNABY REGIONAL CONTEXT STATEMENT – FIVE YEAR REVIEW**

**RECOMMENDATION:**

1. THAT the Mayor, on behalf of Council, write to the Metro Vancouver Board of Directors to request continued acceptance of Burnaby's existing Regional Context Statement.

**REPORT**

The Planning and Development Committee, at its meeting held on 2018 October 30, received and adopted the attached report reviewing Burnaby's Regional Context Statement and recommending application to the Metro Vancouver Board of Directors for continued acceptance.

Respectfully submitted,

Councillor C. Jordan  
Chair

Councillor D. Johnston  
Vice Chair

Copied to: City Manager Director Planning and Building City Solicitor
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Item .....  
Meeting ..... 2018 Oct 30

## COMMITTEE REPORT

**TO:** CHAIR AND MEMBERS  
PLANNING AND DEVELOPMENT COMMITTEE

**DATE:** 2018 October 25

**FROM:** DIRECTOR PLANNING AND BUILDING

**FILE:** 70500 01  
*Reference:* OCP

**SUBJECT:** BURNABY REGIONAL CONTEXT STATEMENT – FIVE YEAR REVIEW

**PURPOSE:** To review Burnaby's Regional Context Statement and recommend continued acceptance to the Metro Vancouver Board of Directors.

### RECOMMENDATION:

1. **THAT** the Mayor, on behalf of Council, write to the Metro Vancouver Board of Directors to request continued acceptance of Burnaby's existing Regional Context Statement.

## REPORT

### 1.0 INTRODUCTION

On July 29, 2011, the Metro Vancouver Board adopted the Regional Growth Strategy, "Metro Vancouver 2040 – Shaping Our Future" (Metro 2040). On June 19, 2013, in accordance with requirements of the *Local Government Act*, the City submitted a Regional Context Statement to the Metro Vancouver Board of Directors, which identified the relationship between Burnaby's OCP and Metro 2040. This Regional Context Statement was officially accepted by the Metro Vancouver Board on November 15, 2013.

The *Local Government Act* specifies that official community plans must contain a regional context statement that identifies the relationship between the official community plan and the regional growth strategy. The Act also states that local governments must review the regional context statement at least once every five years after its latest acceptance by the (regional district) board and, if no amendment is proposed, submit the statement to the board for its continued acceptance. As such, it is now time for the City to review its Regional Context Statement.

### 2.0 POLICY

The Regional Context Statement Review is aligned with the City of Burnaby's Corporate Strategic Plan by supporting the following goals and sub-goals of the Plan:

#### A Safe Community

- Transportation Safety
  - Make City streets, pathways, trails and sidewalks safer



To: Chair and Members Planning and Development Committee  
From: Director Planning and Building  
Re: Burnaby Regional Context Statement – Five Year Review  
2018 October 25..... Page 2

#### **A Connected Community**

- Partnership
  - Work Collaboratively with businesses, educational institutions, associations, other communities and governments
- Geographic Connection
  - Ensure that people can move easily through all areas of Burnaby, using any form of transportation

#### **An Inclusive Community**

- Serve a Diverse Community
  - Ensure City services fully meet the needs of our dynamic community

#### **A Healthy Community**

- Healthy Life
  - Encourage opportunities for healthy living and well-being
- Healthy Environment
  - Enhance our environmental health, resilience and sustainability

#### **A Dynamic Community**

- Economic Opportunity
  - Foster an environment that attracts new and supports existing jobs, businesses and industries
- Community Development
  - Manage change by balancing economic development with environmental protection and maintaining a sense of belonging
- City Facilities and Infrastructure
  - Build and maintain infrastructure that meets the needs of our growing community

### **3.0 DISCUSSION**

Since the 2013 acceptance of Burnaby's Regional Context Statement, Burnaby's development has continued to be guided by the adopted OCP. Metro 2040 has been amended from time to time; however, the policy framework and other substantive matters addressed by the Regional Context Statement have remained the same. Therefore, the existing Regional Context Statement continues to accurately identify the relationship between the City's OCP and the current Regional Growth Strategy.

Since 2013, Burnaby has completed a number of plans and implemented programs that align with the existing Regional Context Statement and Regional Growth Strategy. For example, the City has completed the Environmental Sustainability Strategy, the Community Energy and Emissions Plan, the Metrotown Downtown Plan, the Secondary Suites Program, the City Lands Program for non-market housing, policy for a new vision, themes and goals for an updated transportation plan; and has also adopted master plans to support growth in the Brentwood, Lougheed and Edmonds Town Centres. This work provides a strong policy foundation for a future OCP update, which is anticipated to begin in 2019.



To: Chair and Members Planning and Development Committee  
From: Director Planning and Building  
Re: Burnaby Regional Context Statement – Five Year Review  
2018 October 25..... Page 3

Metro Vancouver has indicated it is currently reviewing Metro 2040 and preparing for a future update. Staff expect that the OCP will be updated during the same time period. This provides an opportunity for matters of regional and local interests to be considered concurrently, and for Burnaby to develop a new Regional Context Statement as part of its updated OCP that reflects the relationship between local and regional growth management policy, as required by legislation.

#### 4.0 CONCLUSION

Staff have reviewed the existing Regional Context Statement and determined that it is current, as it accurately identifies the relationship between Burnaby's OCP and Metro 2040. As the policy framework for both the OCP and Metro 2040 have remained the same since the acceptance of the Regional Context Statement, the Regional Context Statement remains current, and is suitable for resubmission. With Council adoption of this report, staff will submit the existing Regional Context Statement to the Metro Vancouver Board for acceptance. As part of the forthcoming OCP update, the City will be required to develop and submit an updated Regional Context Statement to the Metro Vancouver Board of Directors, which will reflect the new policy framework of the OCP, and its relationship to the Regional Growth Strategy at that time. Until such time, continued acceptance of the existing Regional Context Statement is appropriate and it is recommended that it be resubmitted to the Metro Vancouver Board for acceptance.

  
Lou Pelletier, Director  
PLANNING AND BUILDING

SC:sla

cc: City Solicitor  
City Clerk

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**metrovanancouver**

SERVICES AND SOLUTIONS FOR A LIVABLE REGION

**To:** Regional Planning and Agriculture Committee  
**From:** Eric Aderneck, Senior Regional Planner  
 Planning, Policy and Environment Department  
**Date:** October 22, 2013 **Meeting Date:** November 8, 2013  
**Subject:** **Consideration of the City of Burnaby's Regional Context Statement**

### RECOMMENDATION

That the Board accept the City of Burnaby's Regional Context Statement as submitted to Metro Vancouver on July 26, 2013.

### PURPOSE

The purpose of this report is to request that the Board consider the City of Burnaby's Regional Context Statement in accordance with Section 866 of the *Local Government Act*.

### BACKGROUND

On July 29, 2011, the Metro Vancouver Board adopted the Regional Growth Strategy. Pursuant to Section 866 of the *Local Government Act*, each local government must submit a Regional Context Statement within two years of the adoption of the new Regional Growth Strategy.

A Regional Context Statement (RCS) identifies the relationship between the municipality's Official Community Plan (OCP) and the Regional Growth Strategy (RGS), and, if applicable, how the Official Community Plan is to be made consistent with the Regional Growth Strategy over time. The RGS identifies Metro Vancouver's role to accept (by a simple majority weighted Board vote) Regional Context Statements that support the goals and strategies of the RGS. The role of municipalities is to adopt RCSs that specify how the municipality's OCP addresses each of the applicable RGS policy actions. In considering an RCS, the Metro Vancouver Board's expectation is that the content of an acceptable RCS is generally consistent with the Goals, Strategies and Actions and the parcel based regional land use designations in the RGS.

The Burnaby RCS was received by Metro Vancouver on July 26, 2013, for consideration of acceptance by the Board (Attachments 1 and 2). Metro Vancouver must respond within 120 days of receipt of the Regional Context Statement (November 23, 2013). Pending acceptance by the Metro Vancouver Board, Burnaby would then hold a Public Hearing and give final readings to enact the OCP/RCS Bylaw (anticipated in late 2013). No other municipal public consultation is proposed.

### DISCUSSION

#### Burnaby Official Community Plan

Burnaby's current Official Community Plan was adopted in 1998, and is supported by a number of community plans (Town Centres, Urban Villages, Suburban Multi-Family Areas, Mixed-Use Areas, Park/Conservation Areas). The City intends to develop a new OCP by 2016 which will better support the RGS and include further specific links between the OCP, area plans and supporting policies.

The Burnaby OCP/RCS Bylaw which received 1<sup>st</sup> Reading contains a new section 3.2.6 "A Community within a Livable Region" (Attachment 3) which updates references to the Livable Region Strategic Plan to the Regional Growth Strategy, and includes the new Regional Context Statement.

#### **City of Burnaby Context**

The City of Burnaby is one of the larger municipalities in the region, and is centrally located with excellent transportation access. Most of Burnaby is urban, along with municipal and regional parks. The City contains a significant amount of commercial and employment activity, and new high density residential developments. Land use and transportation decisions in Burnaby have impacts on the wider region.

#### **Comments on Burnaby Regional Context Statement**

Burnaby staff provided to Metro Vancouver a draft RCS on June 14, 2013 for review, with Metro Vancouver staff being asked to provide written comments by June 17. These preliminary comments were prepared under a condensed timeline in order to have the RCS advance to the Burnaby Community Development Committee on June 25. Additional Metro Vancouver staff comments were provided on July 17. On July 8, Burnaby Council approved the advancement of a bylaw to amend its Official Community Plan Bylaw with the new RCS, and on July 22 Council gave the Bylaw 1<sup>st</sup> Reading.

As a regular practice, municipalities send their draft RCS to Metro Vancouver staff before and at OCP Bylaw 1<sup>st</sup> Reading for comment, and Metro Vancouver staff can make requests for changes at that time. Then the municipality sends the revised RCS to Metro Vancouver for acceptance after Public Hearing. As a result, there are generally no further changes requested by Metro Vancouver at this time, as changes were made prior to Public Hearing. However, Burnaby submitted their RCS to Metro Vancouver for acceptance before their Public Hearing in order to meet the July 29, 2013 RCS submission deadline. Consequently, several of the comments provided by Metro Vancouver staff were not incorporated into the Burnaby RCS, and these changes cannot be made without asking Burnaby to revise and resubmit their RCS. The *Local Government Act*, section 866(4) states that any changes to the Regional Context Statement must be submitted to the Metro Vancouver Board for acceptance or non acceptance. Consequently, staff is recommending that these items be addressed collaboratively moving forward, and included in the next opportunity to update the RCS and OCP.

The following section highlights Burnaby's commitment in their RCS to the RGS under each of the five RGS goals.

#### **Goal 1 – Create a Compact Urban Area**

##### **Urban Containment Boundary**

The City of Burnaby has included a map which depicts its portion of the Urban Containment Boundary (UCB), which is along the shore on Burrard Inlet and the shore of the Fraser River. All of Burnaby is within the UCB; this is consistent with the mapping in the RGS.

##### **Population, Dwelling Unit and Employment Projections**

Table A.1 of the RGS sets out population, dwelling unit, and employment projections as guidelines for long range planning in Metro Vancouver and member municipalities. The RCS growth projections are important to achieve consistency between local and regional plans, and also

become the basis for regional water, liquid waste and solid waste demand planning, as well as regional transportation modeling. All regional works and services must be consistent with the RGS.

The Burnaby RCS indicates that their OCP provides ample development capacity to accommodate the long term Regional Growth Strategy projections for the City. The Burnaby RCS projects a population of 345,000, with 149,300 dwelling units, and 203,000 jobs for 2041. This is consistent with the RGS. However, the growth projections provided in the RCS indicate that Burnaby anticipates employment growth to be slower than expressed in the RGS between 2011 and 2021, with growth slowing to about half the historic rate, then doubling the historic rate over the 2021-2031 period. There are apparent discrepancies in growth rates between the Burnaby RCS Tables A, B, and C and the text statement on RCS page 6. Table 1 compares the growth projections from the Burnaby RCS and the RGS, and variances.

**Table 1 – City of Burnaby vs. Metro Vancouver Growth Projections for the City of Burnaby**

<b>City of Burnaby Source</b>	<b>2006</b>	<b>2011</b>	<b>2021</b>	<b>2031</b>	<b>2041</b>
Population	202,799	223,218	270,000	314,000	345,000
Dwelling Units	82,950	91,383	117,800	136,000	149,300
Employment	136,000	143,000	152,000	189,000	203,000
<b>Metro Vancouver Source</b>	<b>2006</b>	<b>2011</b>	<b>2021</b>	<b>2031</b>	<b>2041</b>
Population	210,500	232,300	277,000	314,000	345,000
Dwelling Units	81,110	90,400	115,000	136,000	149,300
Employment	136,000	143,000	169,000	189,000	203,000
<b>Variance</b>	<b>2006</b>	<b>2011</b>	<b>2021</b>	<b>2031</b>	<b>2041</b>
Population	7,701	9,082	7,000	-	-
Dwelling Units	(1,840)	(983)	(2,800)	-	-
Employment	-	-	17,000	-	-

*City of Burnaby Source: Burnaby Regional Context Statement, July 2013.*

*Metro Vancouver Source: 2006, 2021, 2031, 2041 - Regional Growth Strategy; 2011 - Census (plus undercount) and National Household Survey*

It is intended that growth projections contained in accepted Regional Context Statements be incorporated into the Regional Growth Strategy to strive for alignment with municipal numbers in future regional planning and utility planning efforts. Metro Vancouver staff will work collaboratively with Burnaby staff to assess whether Burnaby's numbers will be part of an overall housekeeping RGS amendment to reconcile the adopted RGS numbers with accepted Regional Context Statements.

#### **Urban Centres**

Consistent with the RGS, Burnaby's RCS identifies Metrotown as a Regional City Centre, and Brentwood, Lougheed and Edmonds as Municipal Town Centres. Burnaby also has identified in its OCP Urban Villages as well as other areas for growth. For Burnaby, between 2006 and 2041, 88% of all new dwelling units and 56% of new jobs will be directed to Burnaby's four Urban Centres, which is supportive of the RGS's targets for focusing growth to these types of locations (RGS targets: 40% and 50%, respectively). Growth will also occur in other Urban Village / Local Centre locations.

**Metrotown Regional City Centre** is Burnaby's largest Centre, and has been planned as a centre of activity with opportunities for regional office locations, large scale high density commercial uses, and medium to high density residential development. The Regional Context Statement indicates that 29% of new dwelling units and 21% of new jobs are directed to Metrotown over the 2006 to 2041 period. These targets are reasonable given the significant amount of ongoing high density development occurring in this area, and the significant population and employment growth projected for Burnaby.

**Municipal Town Centres (Lougheed, Brentwood, and Edmonds)** are fundamental components of the City's long established urban structure and generally accommodate similar opportunities for higher densities and intensity use. These three centres are well positioned to develop with substantial medium to high density residential forms, and to accommodate local, sub-regional and regional servicing retail, commercial and office development in close proximity to major road and transit facilities, and institutional and recreational amenities. The RCS indicates that of Burnaby's growth over the 2006 to 2041 period, 59% of new dwelling units and 35% of new jobs will be directed to these three Municipal Town Centres.

**Frequent Transit Development Areas** – The RGS provides for the designation of Frequent Transit Development Areas (FTDAs) by municipalities as an additional overlay on land use destinations for higher density development along TransLink's Frequent Transit Network. Burnaby is not currently including any proposed FTDAs in their RCS, although generally supports the concept of higher density development near transit. Ideally, the RCS would contain a work towards commitment to develop FTDAs as part of the preparation of an updated OCP, which would require TransLink review and Metro Vancouver approval.

**Policies to Exclude Non-Residential Major Trip Generating Uses**

RGS action 1.2.6 d iv) directs municipalities to "include policies for General Urban Areas which: . . . iv) exclude non-residential major trip-generating uses, as defined in the Regional Context Statement, from those portions of General Urban areas outside of Urban Centres and Frequent Transit Development Areas". Burnaby's RCS states that such uses are limited to Burnaby's Mixed Employment Areas and Special Employment Areas, including new suburban business centres/office parks. This does not fully respond to the RGS, as municipalities have been requested to define non-residential major trip generating uses and explicitly exclude them outside of Urban Centres and FTDAs. This gap should be addressed at the next opportunity to revise the RCS through the provision of a definition and policies for major trip generating uses in support of RGS 1.2.6(d) (iv).

**Policies That Encourage Office Development**

One of the key strategies in RGS Goal 2 is to support the development of office space in Urban Centres. RGS action 1.2.6 b iii) asks municipalities to include policies and incentives for Urban Centers to encourage office development. However, the response provided in the RCS is a list of goals and directions; detailed policies and incentives in the RCS and supported in the OCP to advance these goals would assist with implementation. This gap should be addressed at the next opportunity to revise the RCS through the inclusion of detailed policies to direct office development to Urban Centres.

## **Goal 2 – Support a Sustainable Economy**

### **Promote Land Use Patterns That Support a Diverse Regional Economy**

The RCS contains many policies that support economic development in Urban Centres and other employment areas. Burnaby's plans include consideration for employment related land uses which are supportive of the economy. To further advance this, the Burnaby Economic Development Strategy could be further incorporated into the OCP when it is updated.

RGS Action 2.1.4 b) asks municipalities to include policies and incentives to encourage office development in Urban Centres. However, as also noted in the comments for Goal 1, the response provided in the RCS is a list of goals and directions. This gap should be addressed at the next opportunity to revise the RCS through the inclusion of detailed policies to direct office development to Urban Centres.

### **Protecting the Supply of Industrial Land / Policies for Mixed Employment Areas**

The City of Burnaby has industrial lands in various locations throughout the City, including major areas in Lake City, Still Creek, Edmonds, Big Bend, and Hastings East. The RCS Industrial and Mixed Employment designations are consistent with the RGS mapping.

The RGS Industrial lands policy supports protection of those lands, and the identification of the lands on the Regional Context Statement map provides further support for the retention of those areas for industrial purposes. Supportive of RGS policy, Burnaby's OCP protects these lands for a range of industrial uses while limiting other uses, and encourages better utilization and intensification of industrial lands.

The RGS also accommodates Mixed Employment areas, while discouraging further expansion of these areas. The RGS objectives for Mixed Employment areas are supported by City policies that maintain industrial use as the base zoning, that permit office and retail use in clearly defined areas, and that do not permit residential use.

### **Protecting Agricultural Land and Promoting Agricultural Viability**

The Burnaby OCP identifies agricultural lands located in the southern part of the City, consistent with RGS mapping. OCP policies are intended to discourage farm fragmentation, maintain and improve agricultural production potential, and support agricultural opportunities. To further advance this objective, agriculture/food provisions from the Burnaby Social Sustainability Strategy and Economic Development Strategy could be incorporated into the updated OCP.

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

### **Protecting Conservation and Recreation Lands and Enhancing Environmental Features**

The RCS protects a number of Conservation and Recreation areas in Burnaby, covering 150 parks and 5,500 acres of open space, representing 25% of the City's land base. This includes greenways that connect to the wider Metro Vancouver Regional Recreation Greenway Network. Municipal policies also protect, enhance and restore important ecological features.

### **Reducing Energy Consumption and Greenhouse Gas Emissions, and Improving Air Quality**

The Burnaby RCS contributes to achieving greenhouse gas emission reductions by identifying in the OCP supportive land development and transportation strategies, community design and facilities, infrastructure and amenity investments, and supportive policies and programs.



The RCS identifies an OCP goal from 2010: working towards an interim greenhouse gas emissions reduction target of 5% from 2007 levels through the City's environmental sustainability initiatives, community plans and corporate programs. To further advance this objective, applicable provisions, including specific greenhouse gas reduction targets and actions from the Burnaby Environmental Sustainability Strategy and Community Energy Emissions Plan could be incorporated into the updated OCP.

#### **Withstanding Climate Change Impacts and Natural Hazard Risks**

The Burnaby RCS states that the City will continue to encourage land use and development that minimizes risks associated with climate change and natural hazards through the regulatory process, procedures, and actions.

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

##### **Provide Diverse and Affordable Housing Choices**

The City of Burnaby has an extensive array of policies to address its housing needs. These policies, strategies and actions identify housing needs in Burnaby, desired outcomes, and initiatives and tools to increase the supply of diverse and affordable housing options, and support infill development, and high density development especially at locations along SkyTrain transit corridors. The Burnaby staff report states that Burnaby will develop a future Housing Action Plan, which is a requirement of the RGS; however, this commitment is not stated within the RCS. The RCS should clearly commit to developing a required new Housing Action Plan.

##### **Developing Healthy and Complete Communities**

The City of Burnaby has a policy framework to address the RGS goal of developing healthy and complete communities. The RCS supports compact, mixed use communities, locating appropriate institutional uses and amenities in urban centres, providing public spaces, supporting active living, and reinforcing small scale local centres.

To further advance these objective, applicable provisions from the future Housing Action Plan, Burnaby Affordable Housing and Homelessness Report, and Social Sustainability Strategy could be incorporated into the updated OCP. Further, along with the OCP update, some of the noted 'work towards' statements could be advanced with specific policies and actions.

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

##### **Coordinate Land Use and Transportation to Encourage Transit, Cycling and Walking**

The RCS encourages a greater share of trips made by transit, cycling and walking and support for TransLink's Frequent Transit Network through policies and actions that advance municipal and regional transportation systems and demand management strategies.

##### **Safe and Efficient Movement of Vehicles for Passengers, Goods and Services**

The RCS includes a map detailing truck routes and goods movement, and related land use areas, and supports optimizing the efficient movement of vehicles on the Major Road Network and other transportation facilities. The RCS also indicates policies and plans that support transportation systems and demand management strategies. To further advance this objective, applicable provisions from the Burnaby Transportation Plan could be incorporated into the updated OCP.



### **Regional Land Use Designation Changes and Municipal Flexibility**

The Burnaby RCS land use designation map is consistent with the RGS designation mapping – no designation changes are proposed. The RCS notes that the municipal flexibility provided for in RGS sections 6.2.7 & 6.2.8 apply to Burnaby, thereby allowing minor land use designation adjustments within its OCP without the need for RGS amendments and Metro Vancouver Board approval.

### **ALTERNATIVES**

1. That the Board accept the City of Burnaby's Regional Context Statement as submitted to Metro Vancouver on July 26, 2013.
2. That the Board not accept the City of Burnaby's Regional Context Statement, indicating the provisions to which the Board objects and the reasons for objection, and request the City of Burnaby amend its Regional Context Statement and re-submit the revised Regional Context Statement to the Board for consideration.

### **FINANCIAL IMPLICATIONS**

If the Board chooses Alternative 1, Metro Vancouver would accept the Burnaby Regional Context Statement as proposed. Burnaby could revise their RCS when they update their Official Community Plan, expected in 2016. If the Board chooses Alternative 2, the Board would need to indicate the provisions to which the Board objects and the reasons for objection, and request the City of Burnaby amend its Regional Context Statement and re-submit the revised Regional Context Statement to the Board for consideration. This may lead to a dispute resolution process. If the Board chooses not to accept the Regional Context Statement a dispute resolution process may take place, as prescribed in the *Local Government Act*. The cost for this dispute resolution would depend on the process and is prescribed based on the proportion of assessed land values; Metro Vancouver would be responsible for most of the costs.

### **SUMMARY / CONCLUSION**

The City of Burnaby submitted a Regional Context Statement for the Metro Vancouver Board's consideration. The RCS provides a response to the goals, strategies and actions of the Regional Growth Strategy. Burnaby's Regional Context Statement is generally consistent with the Regional Growth Strategy.

Typically, municipalities send their RCS to Metro Vancouver staff before and at OCP Bylaw 1<sup>st</sup> Reading for comment and Metro Vancouver staff can make requests for changes such as indicated in the report at that time. Then the municipality sends the revised RCS to Metro Vancouver after Public Hearing for acceptance, and there is generally no need for Metro Vancouver to request additional changes as they are usually done prior to Public Hearing. In this case, because of the July 29, 2013 RCS submission deadline, Burnaby submitted their RCS to Metro Vancouver before their Public Hearing for acceptance. This demonstrates a committed effort to meet the statutory deadline and is appreciated. However, as a result, some of the comments provided by Metro Vancouver staff were not incorporated into the Burnaby RCS. Specifically, the following items should be addressed in the RCS at the next available opportunity:

- Consider adjusting municipal growth projections;
- Include a clear definition and policies to exclude non-residential major trip generating uses from General Urban areas outside of Urban Centres and Frequent Transit Development Areas;
- Reference detailed policies to direct office development to Urban Centres; and
- Commit to developing a Housing Action Plan.

These changes cannot be made without asking Burnaby to revise and resubmit their RCS. The *Local Government Act*, section 866(4) states that any changes to the Regional Context Statement must be submitted to the Metro Vancouver Board for acceptance or non acceptance. Consequently, staff is recommending these items be collaboratively approached and included in the next opportunity to update the RCS and OCP. Burnaby has indicated that they will update their OCP in 2016, which would provide such an opportunity.

Accordingly, staff recommend acceptance of the Burnaby Regional Context Statement, with the noted items collaboratively addressed as part of the scheduled Burnaby OCP and RCS update in 2016.

**Attachments:**

1. ~~City of Burnaby's Regional Context Statement submission (Doc. #7816337).~~
2. ~~Letter from the City of Burnaby, dated July 9, 2013, received July 26, 2013, transmitting Burnaby's Regional Context Statement to Metro Vancouver for consideration (Doc. #7815960).~~
3. ~~City of Burnaby Staff report titled "Burnaby Official Community Plan Amendment – Regional Context Statement," dated June 19, 2013, from Director Planning and Building, to the Burnaby Community Development Committee on June 25, 2013, and the Burnaby Council on July 8, 2013 (Doc. #7817118).~~
4. ~~Letter from TransLink dated August 26, 2013, titled "TransLink Comments on City of Burnaby Regional Context Statement", from Sarah Ross, TransLink, to Renée de St. Croix, City of Burnaby (Doc. #7816914).~~