

July 1994 (revised)

Strategic Planning
Department
Greater Vancouver
Regional District

CREATING OUR FUTURE:

The History, Status, and

Prospects of Regional Planning

in Greater Vancouver

Creating Our Future...
steps to a more livable region

GROWTH MANAGEMENT
JULY, 1994
GVRD01747, C.3

Growth Management July 1994 GVRD01747.C.3

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INTRODUCTION: Who We Are

The Greater Vancouver region is located at the southwest corner of the province of British Columbia (BC). The Greater Vancouver Regional District (GVRD) occupies 2,930 square kilometres at the mouth of the Fraser River. With 1.6 million people living within the regional district, the GVRD represents almost one-half of BC's total population (Appendix 1).

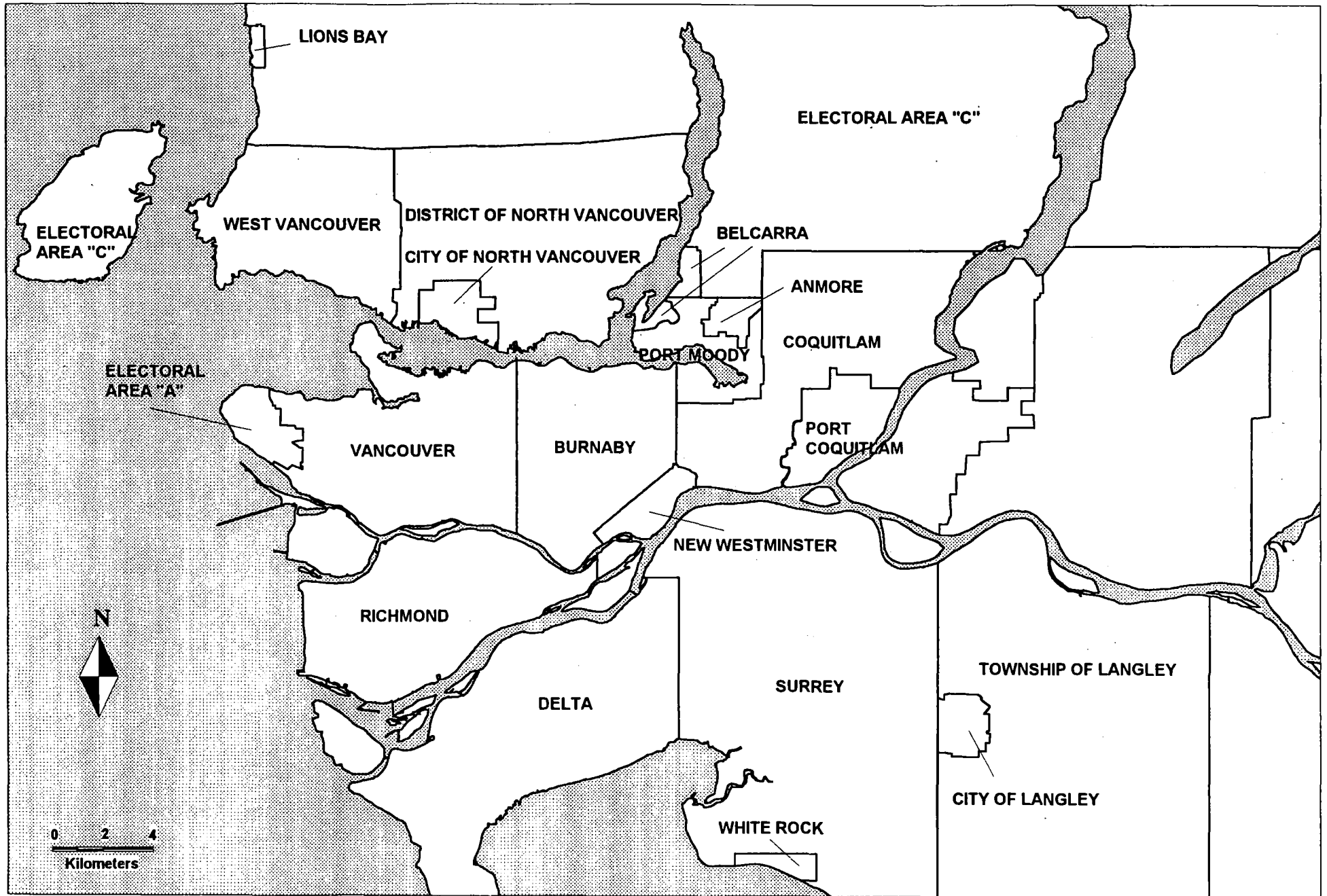
Greater Vancouver's setting and history, combined with its situation as the key coastal port for Western Canada and its growing importance as a centre of international trade and investment, results in a diverse mix of large and small communities.

The metropolitan community is centred on the City of Vancouver on the Burrard Peninsula. The adjoining municipalities to the east, Burnaby, New Westminster, Coquitlam, Port Coquitlam, and Port Moody share the Burrard Peninsula. West Vancouver, Lions Bay, North Vancouver City and District, Belcarra and Anmore are located on the south slope of the Coastal Mountain range, separated from the peninsular communities by Burrard Inlet. South of the peninsula are the municipalities of Richmond, Delta, Surrey, White Rock, Langley City and Langley Township. These communities are separated from the peninsula by the Fraser River.

Together, these eighteen municipalities and two electoral areas, make up the GVRD. In addition, three Fraser Valley municipalities outside the GVRD boundaries also participate with the GVRD municipalities in providing essential regional services, including the co-ordination of regional development and transportation planning.

This essay examines both the history of regional planning in Greater Vancouver as well as the GVRD's *Creating Our Future* program. A case study of Regional Town Centres and rapid transit is then presented as an example of regional planning strategy in action.

GVRD MUNICIPALITIES



PLANNING GREATER VANCOUVER: History and Framework

Between 1914 and 1967, Vancouver area municipalities cooperated in the delivery of common services through single-purpose regional or district authorities. The authorities performed such functions as supplying water, disposing of sewage, planning regional land use, acquiring park land, and providing some health services. Municipal autonomy, however, was the keystone of these arrangements. Municipal participation was voluntary in nature and each municipality could withdraw from these arrangements at any time.

In 1967, a single, multi-purpose regional authority evolved out of the arrangement of these single-purpose authorities. The creation of a single, multi-purpose regional authority --- the GVRD --- was highly encouraged by enabling provincial legislation and formally completed by 1971. The GVRD quickly achieved local and provincial recognition and acceptance as an established institution of government.

A Brief Look at the History of Regional Planning

Regional planning in the Lower Mainland began in 1938 when Vancouver, Coquitlam, Port Moody, West Vancouver, Burnaby, and North Vancouver, along with their respective planning commissions, informally established the Lower Mainland Regional Association. The Association's purpose was to discuss land use within the area and, in 1948, the *Town Planning Act* was revised to provide for regional planning authorities. In 1949, the entire Lower Mainland area --- from the western part of Greater Vancouver to the narrowing of the Fraser River 100 miles to the east --- was designated as a planning region by the Minister of Municipal Affairs. The 28 municipalities in the area were each respectively represented by one member of council. Council members were nominated to serve as directors on the Lower Mainland Regional Planning Board (LMRPB), which was established by the *Municipal Act*. The Board's responsibilities were to hire staff, publish reports, and prepare an 'official regional plan'. The plan, consisting of a general statement of land uses and including references to particular sections of land within the region, would be binding upon member municipalities when approved by the Board. The LMRPB carried out its responsibilities and established an official regional plan, which was approved in 1966. The plan was clearly the result of the increasing awareness of municipal councils and the public regarding the need for regional planning. Municipal boundaries had previously frustrated planners from acting in the common interest of the recognized metropolitan community.

In the next few years, the LMRPB even openly criticized some of the provincial government land use policies and the Ministry of Municipal Affairs' initiative of creating regional districts, which had been occurring since 1965. In 1968, the LMRPB was dissolved by the Minister of Municipal Affairs. In its place, four regional districts were created for the Lower Mainland --- Greater Vancouver, Central Fraser Valley, Dewdney-Alouette, and Fraser-Cheam. The regional districts were now responsible for maintaining

the portions of the official regional plan for their own respective jurisdictions. All regional boards had to have general regional plans and settlement plans for areas outside municipal boundaries. Municipalities, in turn, were responsible for preparing official community plans for their own respective areas, but municipal plans and development policies were to be consistent with the general regional district plan. Voting by board members was (and still is) weighted by their voting strength --- based on population sizes. This provided each municipality with a voice in regional planning.

The four regional districts cooperated to update the 1966 regional plan and adopted it as the 1980 Plan for the Lower Mainland of British Columbia. Regional planning efforts further contributed to the growing public awareness of future growth problems in the Lower Mainland, especially land use and transportation planning.

However, in 1983 Bill 9, the *Municipal Amendment Act*, was passed by the provincial government. Bill 9 eliminated the regional planning authority of regional districts and the legal status of official regional plans. It was argued by the government of the day that Bill 9 was passed because the government of the day thought regional plans were a duplication of settlement and community plans and, therefore, could be eliminated to reduce the costs of planning and land use regulation. Following the repeal of regional planning legislation the GVRD, virtually alone among the regional districts, continued to provide regional development services through individual contracts with its member municipalities. These included the following:

- provision of data and forecasts on regional demographics;
- provision of transportation data and modelling services;
- coordination of intermunicipal policy initiatives; and
- promotion of regional economic development.

These arrangements were proved to be far from satisfactory, and in 1989, Bill 19 was passed enabling regional districts to provide coordination, research and analytical services relating to the development of the regional district. The legislation provides authority for the provision of regional development services, though not regional planning. The types of services that can be offered under "regional development services" include:

- Data base services: the provision and maintenance of information on the regional district's growth and development, including population statistics, land use trends, economic indicators and other relevant information.
- Inter-governmental programs: participation in provincial and federal government programs related to the development of the region;
- Development strategies: coordinating or preparing inter-municipal or combined Electoral Area / municipal development strategies. Examples include a review of housing needs and the preparation of a regional strategy to deal with the needs; an inventory of aggregate resources and the development of a policy framework leading

to independent regulatory action by municipalities and electoral areas; urban transportation planning in more densely populated areas.

- Research: other studies and investigations of interest to the regional district (or areas within it) that pertain to management of development and physical servicing operations of the regional district.

These examples illustrate the scope of services that are performed under the new regional development services provision of provincial legislation.

Greater Vancouver Regional District: Form and Function

The creation of the GVRD in 1967 was very much the result of the evolution of traditional regionalism which has had a long history in the Lower Mainland and Fraser Valley regions. The regional district approach is a flexible form of government and has been used to perform a variety of functions across municipal boundaries. In addition, regional districts have been able to provide functions and facilities for both municipal and non-municipal residents in a cooperative manner.

The GVRD's Board of Directors is made up of elected officials from the 20 member communities in the Greater Vancouver region. Directors representing municipalities are appointed from their local councils, for a one-year term. In most cases, the appointee is the Mayor. In the electoral or unincorporated areas, which do not have councils, regional Directors are elected by the voters of the respective jurisdictions to three-year terms.

The Board generally meets once a month. These meetings usually consist of the convening of four separate legal entities: the Greater Vancouver Water District, the Greater Vancouver Sewerage and Drainage District, the Greater Vancouver Regional Hospital District, and the Greater Vancouver Regional District. All of these Boards operate under different legislative mandates, and each of the four has slightly different municipal representation. A municipal council member appointed as a GVRD Director sits on all the Boards of which his or her municipality is a member.

Each municipality has one Board vote for every 20,000 people. The population figures are obtained from Statistics Canada, the federal statistics agency, which conducts a national census every five years. No GVRD Director may hold more than five votes, with the result that the largest municipalities in terms of population in the regional district --- Vancouver, Surrey, Burnaby and Richmond --- all have more than one Director sitting on the Board. In 1994, there are 28 Directors with a total of 89 votes.

The primary role of the GVRD is to deliver essential services that are regional rather than local in nature. These responsibilities include:

- regional parks;
- water supply and distribution;
- regional hospital planning and capital financing;
- air quality management;
- industrial wastewater control;
- administration of the 9-1-1 emergency phone system;
- solid waste management / waste reduction / recycling;
- liquid waste management collection / treatment / disposal;
- strategic planning (co-ordination of regional development and transportation planning);
- regional housing;
- labour relations for municipal employees.

Various standing committees, made up of Board members, meet once a month to discuss particular issues related to GVRD services that are brought up at Board meetings. The provincial Ministry of Municipal Affairs is involved in the planning work of the GVRD through membership on the regional district's Technical Advisory Committee of municipal planning directors.

Working through the GVRD, the municipalities provide the services on a regional basis for reasons of economy, effectiveness and equality. Yet the system is structured so that each partner maintains its local autonomy. The three municipalities from outside the GVRD each have one Director with a total of eight votes. They vote only on matters relating to the services in which they participate.

The administrative structure of the GVRD consists of a regional manager, ten department managers, and about 900 employees. The expansion of the activities of the GVRD and other regional districts, along with the public's willingness to pay for those activities, indicates that the regional government has filled an important gap between municipal governments and the province.

Most of the funding for the GVRD is obtained from its member municipalities, who are billed for the provided services. This gives municipalities a large measure of control over the level of services. The GVRD, unlike the municipalities, does not have the authority to directly levy taxes on property owners. But the cost of most services is apportioned on a property assessment basis. Water and housing functions, on the other hand, are self-supporting.

Levies for many of the regional services appear as a separate item on municipal tax notices. Other revenues are collected through utility billings and user charges. In general, the amount for GVRD activities represents approximately 12% (in 1992) of a property

owner's total tax bill. Over 90% of the GVRD levy is for capital costs for hospitals, sewerage, and solid waste disposal programs.

Municipalities: The Politics of Planning

All member municipalities of the GVRD are incorporated under the *Municipal Act* with the exception of the City of Vancouver, which is governed by the *Vancouver City Charter*. The two unincorporated, or electoral, areas comprised in the GVRD boundaries are also regulated by the *Municipal Act*. Land use planning in the region, therefore, is governed by the rules included in the *Municipal Act* (Part XXI), the *Vancouver Charter* (Part XXVII), and the *Land Titles Act*.

At the political level, the land use planning policy is decided upon by municipal councils. At the administrative level, various advisory groups and planning committees may be set up to provide advice to councils before land use policies are implemented. Land use regulations help private developers and municipal officials analyze future land use patterns; prevent incompatible uses from locating next to one another; and facilitate the provision of public services and facilities to areas in need of attention, especially high growth areas.

Municipal land use regulation involves planning, zoning and subdivision control. Section 945 of the *Municipal Act* stipulates the main elements that must be considered in the development of an official community plan. These include:

- restrictions on the use of land that is subject to hazardous conditions or that is environmentally sensitive to development;
- location and phasing of major highways and trunk sewer and water services;
- location and type of present and proposed public facilities, including schools, parks and waste treatment and disposal sites;
- location, amount and type of present and proposed commercial, industrial, institutional, agricultural, recreational and public utility land uses.

The Ministry of Municipal Affairs, along with all other provincial ministries affected by the community plans (e.g. the Ministry of Transportation and Highways), receives a draft of the plans. Municipalities must conduct a public hearing before the plan can be adopted by bylaw. Once adopted and approved, development in the planning area must conform with the plan.

The zoning bylaw is a tool for implementing planning policies. Zoning permits certain land uses within an area while, at the same time, excluding other uses. The focus in Greater Vancouver has been to protect single-family residential neighbourhoods from the intrusion of multi-family residential development, commercial or industrial activities. But zoning has also been regarded as a negative tool. Zoning, like planning, requires land use forecasts that provide an accurate reflection of future market demands. Such forecasts are

not always possible. Moreover, zoning and planning can prevent non-conforming land uses, but they cannot determine the actual nature of development for a certain area. Private developers and investors are ultimately responsible for shaping development.

Subdivision and servicing bylaws are another municipal regulatory power. Subdivision regulations designate conditions, particularly public and utility services, that must be met before land can be subdivided for the uses permitted under the zoning bylaw. Subdivision and servicing regulations ensure that improvements to an area are paid for by the developers, instead of the general taxpayers, as part of the development approval process. Municipalities, therefore, see subdivision control as an efficient tool because decisions on land use are not undertaken until there is sufficient market demand to pay for the cost of transforming the land use.

Working within the municipal and government structures to ensure that community plans, zoning bylaws, and subdivision controls are adhered to by developers are the approving officers who coordinate all the different requirements before a plan can be registered by the Land Titles Office. Various provincial agencies may also become involved in the plan approval process in the Greater Vancouver area, especially on issues dealing with agricultural and forest lands where the Ministry of the Environment, the Ministry of Transportation and Highways, and the Agricultural Land Commission play key roles.

Similarly, regional district officials may be consulted by municipal officials during the approval process. While the 1983 *Municipal Amendment Act* eliminated official regional plans, the 1989 revision to the Act restored cooperative (but not compulsory) regional planning under the development services provision. Furthermore, the work currently being done in the GVRD on the *Creating Our Future* program reinforces the need for regional government to support municipal priorities.

CREATING OUR FUTURE: Steps To A More Livable Region

Growth pressures placed on Greater Vancouver, where land suitable for urban uses is severely constrained, have forced the GVRD to consider a process for renewing the region's development policy. In July 1990, the GVRD Board adopted the Creating Our Future: Steps to a More Livable Region document, an action plan that provides a regional framework for maintaining and enhancing the livability of Greater Vancouver. The action plan builds upon earlier initiatives by the LMRPB and the GVRD to address similar issues. A brief history of the growth management strategies contained in previous regional plans is presented as a basis for the discussion of the current program.

The Early Plans

The LMRPB's Proposed Regional Plan of 1963, covering both the Metropolitan Area and the Fraser Valley, was based on the vision that "the region is a unity, but a unity of many diverse parts". The plan anticipated a levelling of population growth in the older centres of population (North Vancouver City, New Westminster, and Vancouver). The suburban centres of Richmond, Surrey, Coquitlam, Burnaby, Delta, and North Vancouver District, were expected to accommodate the bulk of the population growth in the region.

When adopted as the LMRPB's 1966 Official Regional Plan, covering the Metropolitan Area and the Fraser Valley, the plan called for "a series of cities in a sea of green - a valley of separate cities surrounded by a productive countryside and linked by a regional freeway network". The regional objectives for the development of the Lower Mainland were "the orderly, staged and diversified development of the region, its communities and its resources". Urban growth was encouraged to take the form of "a series of compact Regional Towns, each with its own business and civic centres and each related to industrial areas, complementing a regional business, social, and financial core in downtown Vancouver". The focus for growth in single-family housing was placed on the suburban municipalities (i.e. outside of the cities of Vancouver and New Westminster) within the metropolitan area.

In 1975 The Livable Region, 1976-1986 (LRP), which considered only the GVRD municipalities and which was never formally adopted as Board policies, outlined a five-part strategy for managing growth in the region. The priorities set out in the program were to:

- achieve residential growth targets in each part of the region;
- promote a balance of jobs to population in each part of the region;
- create regional town centres;
- provide a transit-oriented transportation system; and
- protect and develop regional open space.

The LRP proposed to direct future population growth towards areas most suitable for residential development. The plan called for a higher than trend growth on the Burrard Peninsula (City of Vancouver, Burnaby and New Westminster), average growth in the North East Sector (Coquitlam, Port Coquitlam, and Port Moody) and North Surrey, and lower growth on the North Shore (North Vancouver City and District and West Vancouver), South Surrey (including White Rock), and the Ladner-Tsawwassen area. The LRP population growth pattern was characterized as a concentration of residential development in the already built-up areas on the Burrard Peninsula as well as residential development to the east and south east.

The GVRD's 1980 Official Regional Plan (ORP) was concerned with the entire Lower Mainland (not just the metropolitan area). It differed from the earlier LRP in that it focussed mainly on land use rather than on the coordination of growth and change in jobs, population, housing, and transportation. It also differed from the ORP's 1966 vision of "a series of cities in a sea of green" in that cities would be smaller in size and fewer in number to reflect lower population growth than was originally anticipated. There would be no freeway network.

The main theme of these previous regional plans is that if livability criteria are to be attained, a more compact urban form must be realized for Greater Vancouver. The plans have also offered various suggestions as to how compact, complete communities could be achieved. But instead of a "region of unity", sprawl and dispersion occurred.

The Livable Region Strategy: Proposals, a proposed strategic plan endorsed by the GVRD Board in 1993 as part of the *Creating Our Future* program, proposed to accommodate more growth within the central (or compact) area of the Lower Mainland than would occur if historical trends continued. Most growth and change will be focussed in, and adjacent to, the regional town centres of Surrey, Metrotown, New Westminster and Coquitlam. This Strategy's proposals also acknowledge that growth occurring outside the Compact Area would take place in more compact and complete urban communities centred on the community cores of the North Shore, Richmond, Ladner, Tsawwassen, White Rock, Langley City, Haney, Mission, Matsqui and Chilliwack.

Although the lessons of history are not encouraging about the ability of government policy to manage growth and maintain livability and environmental quality, Greater Vancouver's vision challenges its residents to be the first to reverse this trend. The *Creating Our Future* action plan provides us with a blueprint for action in the region.

The *Creating Our Future* Vision and Program: How We Got Here

The *Creating Our Future* program began in 1989 with a review of the goals of the LRP of the mid-1970s by the GVRD Technical Advisory Committee. The preparation of the LRP, in the 1970s, involved a cooperative effort on the part of the regional district, member municipalities and residents of the region. This cooperative effort helped shape the regional policy agenda and focus inter-municipal and inter-governmental action for the late 1970s and early 1980s. It provided a framework for developing a rapid transit system, the building of regional town centres, and improvement to environmental quality and regional parks.

The LRP had three main functions:

- to provide a statement of goals for Greater Vancouver, an expression of the essential qualities and aspirations of the GVRD and its member municipalities;
- to provide a framework for regional development initiatives by the GVRD and its member municipalities in areas such as transportation, economic development, centres and the environment;
- to provide a context for the plans of other organizations --- GVRD-member municipalities, provincial and federal initiatives, and private sector investment.

The preparation phase of the *Creating Our Future* program, then called *Choosing Our Future*, continued with the approach set out in the LRP and became an open, inclusive, and honest search for solutions which could be widely supported by all residents of the region. The GVRD Board adopted seven livability goals for Greater Vancouver, in July 1989, as a starting point for the *Choosing Our Future* process. They are:

- A Region in Nature;
- An Economy of Growth and Change;
- Accessibility for People and Goods;
- A Healthy and Safe Region;
- A Region of Diversity and Vitality;
- An Equitable Region;
- An Efficient Region.

The program was designed to stimulate broad, regional discussion of the challenges facing Greater Vancouver and what must be done to meet them. The process was meant to be informative and to involve a wide cross-section of the community. The program had a number of phases designed to build upon the others and to include as many interests as possible.

The seven main components of *Choosing Our Future* were:

- Seven Challenge Seminars, with over 400 participants representing a broad spectrum of community interests;
- An Urban Futures Public Attitude Survey, involving the participation of 1,300 of the region's residents, on regional development issues ranging from the environment to the willingness to pay for improvements;
- A Children's Vision Poster Program enabling more than 800 young students, from across the region, to contribute their visions for Greater Vancouver's future;

- A *Choosing Our Future* Forum, held over one and a half days and involving the participation of over 400 people, who further refined the critical issues facing the region and defined potential actions in a series of workshops on the environment, mobility, community life, the built environment, and the regional economy. The forum was televised on the community cable television network and a phone-in program allowed viewers at home to participate.
- Six Community Meetings, with the participation of about 700 people, resulted in eighty-two presentations made to the GVRD Development Services Committee;
- A Region-Wide Television Program and Public Phone-In, in June 1990, provided the opportunity for the GVRD Development Services Committee to present its preliminary findings prior to forming recommendations to the GVRD Board on a renewed Livable Region Strategy and for the region's residents to comment on the proposals;
- A Special Briefing by the GVRD Development Services Committee to municipal councillors, on the proposals, prior to their consideration by the GVRD Board.

Thousands of people were involved in the *Choosing Our Future* process and submitted hundreds of ideas. The foundation stone of the process that resulted was an ambitious statement about the vision of the region's future:

Greater Vancouver can become the first urban region in the world to combine in one place the things to which humanity aspires on a global basis: a place where human activities enhance rather than degrade the natural environment, where the quality of the built environment approaches that of the natural setting, where the diversity of origins and religions is a source of social strength rather than strife, where people control the destiny of their community, and where the basics of food, clothing, shelter, security and useful activity are accessible to all.

Five main priorities were identified as requiring immediate attention by the Greater Vancouver municipal federation.

1. Maintaining a healthy environment

The insistence on maintaining the present quality of life and the environment in Greater Vancouver is a basic rejection of unmanaged growth. The GVRD and its member municipalities have contributed significantly to the maintenance of environmental quality through their responsibilities for water supply and waste management. Maintaining a healthy environment also refers to improving air quality in the region. This requires some fundamental changes in peoples' daily lives, especially the use of the private automobile.

Greater use of public transit and carpooling, as well as reducing the need to commute by locating jobs and housing closer to one another, are all recognized as significant contributions towards maintaining Greater Vancouver a healthy place to live.

2. *Conserving our land resource*

Greater Vancouver is a land-short region. Hemmed in by the mountains, the sea and the US border, the region has a limited amount of land available for urban growth. At the same time, this region's heritage has offered beautiful mountain parks and seascapes as well as wild rain forests which must all be protected. An Urban Containment Policy and a Green Zone, separating areas which are or will be developed from those which will be permanently reserved as wilderness, parks, wildlife habitat, and farmland would establish a recognized limit to urban development.

In addition to conserving the region's physical resources, this priority also stipulates that human resources can also be conserved. The objective is to develop cities, towns, or centres which are self-sufficient in many respects (i.e. living, working, shopping and entertainment) as well as connected to other parts of the region through excellent forms of transportation and communications other than the automobile.

3. *Serving a changing population*

In the coming decades health and social issues in Greater Vancouver will be a growing concern for local governments, which are recognized to provide the best context for effective and economic service delivery. The region is very different from the one that was the focus of the Livable Region Plan, 1976-1986. More people are moving to this region; there are more elderly people; fewer people are living in traditional family households; and nearly one-third of the people were born in another country. These changes will have a fundamental effect on the planning approaches to virtually every social issue, from affordable housing to health care to policing.

4. *Maintaining the region's economic health*

Livability includes the availability of environmentally sound employment and enterprise which suit the evolving needs and talents of the region's residents. In 1989, the GVRD and its member municipalities drafted an economic strategy to ensure that the region can foster the quality and distribution of economic development needed to achieve the economic dimension of livability. The strategy places strong emphasis on the development of human capital and on taking advantage of the region's potential for clean, high-value activities in fields such as trade, tourism, technology-intensive manufacturing, and international consulting.

5. *Managing our region*

Creating a livable future is a collaborative process --- involving residents, community organizations, interest groups, the private sector, and governments. Given that the region's financial resources are limited, people will need to be informed as to the options that are available, the trade-offs that are required, and how they can help reduce the need for new facilities and programs. Success will depend on how well the needs of all the region's people can be accommodated into a commonly shared vision. At the same time, local governments need to adopt a formal policy on capital expenditure to ensure the maximum return for the available dollars.

Under these five main themes, 54 action steps were identified in a document entitled Creating Our Future: Steps To A More Livable Region, which was adopted by the GVRD Board in July 1990. A detailed review of the 54 action steps was undertaken by the 18 GVRD municipalities and 2 electoral areas between October 1990 and May 1991. There was broad support for the *Creating Our Future* program but, because nearly \$3 billion in expenditures were identified to achieve the priorities to the year 2000, some fundamental questions arose:

- Can Greater Vancouver residents afford to fund the future they desire? How much are residents willing to pay to maintain the livability of the region?
- What regional mandates are required to enable regional actions to respond to local objectives?

These concerns strongly influenced the GVRD's actions in the next two years as the *Creating Our Future* process was revised and consolidated into 36 statements (Appendix 2). The Creating Our Future 1993 Policies, adopted by the GVRD Board, were intended:

- to reflect progress made on implementation of some of the specific actions contained in the original list;
 - to delete actions that were not supported by the GVRD's member municipalities;
 - to recast policies in a form that is more of general application than the original statements; and
 - to clarify the intent of some of the statements.
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In January 1993, the GVRD Board approved the "Critical Choices" consultation program with the following objectives:

- To cost effectively maximize public participation in GVRD plans by combining as many as 36 community meetings into a series of six simultaneous forums;
- To gather input to assist the GVRD Board of Directors in making decisions about plans for air quality, drinking water quality, solid waste, liquid waste, growth management and transportation, parks and hospitals; and
- To provide the public with an opportunity to learn more about the GVRD's major programs, while comparing costs and suggesting priorities for the future.

The Critical Choices forums, held on 15 May 1993, brought all regional issues together for the first time in a regional consultation. Residents participated by completing a questionnaire included in a newspaper insert, by viewing the consultation on region-wide cable television, or by attending one of six public forums held simultaneously in different locations in the Greater Vancouver area.

The Livable Region Strategic Plan and Transport 2021: A Parallel Planning Approach

Some of the most critical choices identified by participants in the *Choosing Our Future* process involve land use and transportation. Growth management, therefore, became a key focus between 1991 and 1993. The GVRD extensively examined land use implications of current development trends and municipal policies. A renewed Livable Region Strategy would have to be able to determine how, in terms of physical development, the region can accommodate one million more residents by the year 2021, while sustaining high levels of livability and environmental quality.

Three growth management alternatives were considered by the GVRD and the public, and a preferred option was identified for inclusion in the final strategy. The GVRD also joined with the provincial Ministry of Transportation and Highways in the Transport 2021 project, which is intended to identify transportation requirements to support the Board's growth management objectives and to create a long term transportation plan for the region, in accordance with *Creating Our Future* policy and the goals of provincial agencies. These two parallel processes, the Livable Region Strategic Plan and Transport 2021, will result in an integrated long range regional plan for the GVRD. This marks the first time in the history of the GVRD that regional land use and transportation are being planned interactively by local government and provincial authorities together.

The Livable Region Strategy: Proposals document is based on the following four fundamental strategies:

- protecting the Green Zone;
- building complete communities;
- achieving a compact metropolitan region; and
- increasing transportation choice.

Each strategy makes sense individually but, if pursued together, they will be most effective in realizing the vision of *Creating Our Future*.

1. *Protecting the Green Zone*

Two public conferences --- one on agriculture in the metropolitan area and the second on major parks and environmentally important areas --- were used to build the framework for identifying appropriate lands for inclusion in the Green Zone. Municipalities were then invited by the GVRD Board to identify Green Zone lands within their respective jurisdictions. Two-thirds of the GVRD's land base was included in the Green Zone. With the exception of the watersheds, major parks, and the mountainous area in the northern part of the region, about one-half of the region's developable lowland area is in the Green Zone. Furthermore, farmland represents approximately 28% of the Green Zone.

Protection of some areas within the Green Zone will be difficult. For example, farmland is controlled primarily by private interests and protecting it requires a strong agriculture industry in the Lower Mainland. Other areas, such as regional and municipal parks, and the watersheds, are controlled by the different levels of government and, thus, will be easier to protect.

Protecting the Green Zone also requires containing the region's urban development. The capacity of the region's land base can be increased through redevelopment at strategic locations and by increasing the density of new development areas. This will reduce pressure on Green Zone lands and the need to push transportation corridors through the Green Zone.

2. *Building Complete Communities*

In the absence of a regional plan, Greater Vancouver's future land use relies on the official community plans of member municipalities. When combined, these plans describe a pattern of growth in the region that would be concentrated in a corridor that runs through Surrey, the Langleys, Matsqui, Abbotsford, and Chilliwack. This eastward growth, based on current trends and development policies, results in low population densities that would push housing development further into the Fraser Valley; increase pressure on farmland for urban development; increase the distance between home and work locations; increase

traffic congestion; increase the reliance on automobiles; increase the amount of personal time spent in traffic; lower transit use; negatively affect air quality; increase public costs; create the need to provide new infrastructure, such as roads and bridges, sewer and water systems, and hospitals; and decrease the local governments' ability to deliver community and social services effectively.

Instead of a sprawling region and a degraded environment, the public voiced the desire for more complete communities throughout the region. More complete, convenient, local communities will be better able to serve the changing nature and requirements of the region's population, the increasing size of the metropolitan area, the need for environmental protection, and the growing transportation congestion. Complete communities will mean:

- a better balance between jobs and labour force in each community, thus creating more opportunities for people to work closer to home or live closer to work;
- a greater mix of housing types to enable more diversity of age groups and household sizes;
- a better distribution across the region of public services for education, health care, culture, and recreation; and
- improved transportation services that serve local centres more conveniently, including better local transit service and more opportunities to cycle and walk.

Greater Vancouver's municipal and regional centres are the armature for establishing complete communities. There are six regional town centres, a downtown Vancouver metropolitan core area, valley towns, municipal town centres, local and neighbourhood centres, and special activity centres (such as the universities and the Vancouver International Airport). Concentrating higher density development, particularly in the rapidly growing communities, is necessary to achieve an adequate transit system. Without a higher population density, without jobs in these growing centres and the corridors that link them, the region will not be able to support further rapid transit development.

3. *Achieving A Compact Metropolitan Region*

A compact metropolitan region would concentrate a greater share of growth within the Burrard Peninsula municipalities, the Coquitlam area communities, and the northern part of Surrey and Delta. Focusing greater growth on these areas offers the best opportunity to achieve the values of *Creating Our Future*. Current trends indicate that 50% of the dwelling units developed in the next 30 years would be within this area. Livable Region Strategy: Proposals has set a target of 75%.

A compact metropolitan region has many advantages. It will:

- minimize pressure on the Green Zone by slowing the rate of land consumption to accommodate growth and by reducing sprawl into the Fraser Valley's agricultural heartland;
- support a better balance between housing location and job location by slowing the spread of housing into the Fraser Valley;
- provide greater population density within the metropolitan area and, therefore, enable cost-effective public infrastructure, such as utilities, transit and social services.

Developing a compact metropolitan region, as a means for protecting the Green Zone and creating more complete communities, was the preferred option during the *Creating Our Future* public consultation process.

4. *Increasing Transportation Choice*

The regional vision defined in *Creating Our Future* has provided the framework for new transportation strategies and policies. Transportation planning has traditionally estimated future travel demand first and then determined highway and public transit improvements to satisfy that demand. The approach followed by Transport 2021 differs from the traditional transportation planning approach in that it works to encourage certain modes of travel while, at the same time, discouraging other modes. This is sometimes referred to as the "carrot" (e.g. car-pooling assistance, bus priority measures) and "stick" (e.g. tolls, taxes and limits to access) approach.

The new approach is based on the four levers that help to shape a better transportation system:

- managing population and employment growth so transportation and land use policies are mutually supportive;
 - applying transportation demand management measures (such as carpools and bridge tolls) that affect the amount, mode and time of travel;
 - managing transportation service levels to encourage certain modes of travel (such as public transit and carpools) and make others (such as single-occupant vehicles) less desirable;
-
- carefully targeting scarce dollars on transportation facilities that will provide the greatest benefits.

The GVRD Board approved the following policies as a means for increasing choices of transportation:

- give priority to walking, cycling, transit and then the private automobile;
- make the best use of existing transportation investment;
- support improvements to the public transportation systems and programs;
- improve the capacity of the roadway system giving appropriate weight to the following factors: use by transit, goods movement, continuity, safety, community and environmental effects, high-occupancy private vehicles;
- manage transportation demand; and
- pursue the development of bicycle and pedestrian networks as part of the region's transportation system.

Additional public transit services and new roads have since been identified by Transport 2021's long range plan. Transit system proposals include major bus corridors, bus priority at bridges and bottlenecks, local feeder and cross-town bus routes supporting the regional transit system. They also include the SeaBus and intermediate capacity transit services such as light rail transit, SkyTrain, and high capacity busways in dedicated bus lanes. The road system proposals include new and upgraded regional and inter-regional connections, truck corridors and facilities for high-occupancy vehicles, such as carpools. Overall, the Livable Region Strategy relies on public transit and high-occupancy vehicle facilities to provide additional transportation capacity.

Simply providing more transportation facilities, however, will not work. Transportation demand management, or changing attitudes about how people travel by encouraging transit and ride-sharing and discouraging the single-occupant vehicle, is essential. This change in attitude and behaviour will take time and requires encouragement, especially by local governments. The combined strategy for land use, transportation demand management and transportation infrastructure would result in greater choice in how the region's residents travel and rely less on the automobile.

Preparing Plans by Consensus and Implementing Them Through Partnerships: How It Can Work

The process that resulted in *Creating Our Future* has proven that the region's growth and transportation challenges can be addressed effectively only if there is consultation and consensus between the region's citizens and their local and provincial governments. Similarly, supporting the policies of the Livable Region Strategy and managing the

region's growth will require a partnership approach. Under this approach, the GVRD intends to enter into contractual and cooperative arrangements with municipalities, other regional districts, provincial ministries and agencies, and federal agencies to achieve the implementation measures of the regional plan. Partnership respects municipal autonomy in land use planning and provides a basis for dispute resolution by mutual consent in cases where the official community plans do not comply with the regional plan. There would be little scope or need for a more formal dispute resolution process. Such an approach is supported by the GVRD Board, and it can work if:

- the region's citizens make a daily contribution towards a more sustainable region by choosing to use cars less and to live in more compact, diverse communities;
- the GVRD manages the public assets for which it is responsible, and delivers high-quality regional programs, such as drinking water, air quality management, solid and liquid waste management, regional parks, and health care planning;
- there is consistency between the GVRD's Livable Region Strategy and municipal official community plans;
- there is a strong, voluntary partnership between the GVRD and other Lower Mainland regional districts and municipalities that are planning for their own needs;
- there is a strong, voluntary partnership between the GVRD and other organizations that share the *Creating Our Future* vision and provincial authorities on issues related to settlement within BC, transit and highway expenditures, environmental protection, provision of social services, support for agriculture, Georgia Basin-Puget Sound initiatives, and management of provincial lands and buildings;
- there is a strong voluntary partnership between the GVRD and other organizations and the Federal Government with respect to environmental protection actions such as the Fraser River Estuary Management Program, the Fraser Basin Management Program, and on issues related to ports, airports and other facilities.

The partnership-based planning approach poses major challenges because organizations may vary in the degree to which they share the vision; it may take considerable time to establish some partnerships; some organizations may choose not to participate; and new trends and issues may arise during the process.

The Livable Region Strategy has been designed to function in this dynamic environment. It captures the diverse interests and activities of the many parties whose involvement and support is essential to the achievement of the vision of *Creating Our Future*. It is also a flexible strategy in that its progress can be reviewed, evaluated, and adjusted based on the monitoring of regional trends. This flexibility allows more of a focus on the strategy's goals and targets and on the shared vision of Greater Vancouver's future.

AN EXAMPLE OF MAJOR POLICIES IN GREATER VANCOUVER: Regional Town Centres and Rapid Transit

Regional Town Centres (RTC) in Greater Vancouver are not a new idea. Their development objectives were embodied in the Livable Region Plan, 1976-1986. The objective was to take the activities that seek locations outside the Central Business District and accommodate them in compact, pedestrian-oriented centres throughout Greater Vancouver, rather than in a multitude of dispersed locations. The RTC concept supports the policies of the Livable Region Strategy because it creates a better balance between jobs and housing and it decentralizes economic activity in growing communities. RTCs are intended to counter the trend of the fragmentation of functions and separation of land uses. Moreover, RTCs support the emphasis on a transit-oriented transportation system and are linked to each other with high capacity transit, thus reducing the reliance on private automobiles.

RTC development goals offer diverse services and amenities --- shopping, entertainment, cultural activities, recreation facilities, residential accommodation and commercial offices --- in an environment of high-quality urban design. The RTC concept set out in the LRP of the mid-1970s also formulated some quantifiable measurement criteria. As a minimum, RTCs should have the following:

- 1,000, 000 square feet of office floorspace;
- retail sales in the order of \$125 million;
- 1,000 to 2,000 cultural and community service jobs;
- market area of 100,000 to 150,000 population;
- 2,000 to 3,000 dwelling units.

Also, to encourage compact centres, the LRP recommended that the maximum area of an RTC should be limited to 640 acres, with the pedestrian-oriented commercial core comprising 50 acres within a radius of 600 yards.

In 1985, the original four RTCs --- Burnaby Metrotown, Downtown New Westminister, Coquitlam Centre, and Surrey's Whalley-Guildford --- were augmented by two additional centres, Lonsdale in North Vancouver and the Richmond Town Centre. The designation of these two additional centres hinged upon the transit linkages to other RTCs and to the Downtown Vancouver core (Appendix 3). Langley City and Township have recently undertaken a study of the potential for changing the status of the Langley Centre from a Valley Town to an RTC (Appendix 4).

RTCs rely on transit linkages not only for their designation, but also for the orientation of their future development. Greater Vancouver offers many examples of the important link between RTCs and rapid transit.

The Coquitlam RTC features plans for future municipal, recreational, and institutional facilities oriented along a pedestrian corridor. But the lack of investment in large corporate offices is generally attributed to the lack of mass transit connection to other RTCs (Appendix 5).

In New Westminster, the addition of the SkyTrain system has been instrumental in transforming and revitalizing the downtown waterfront area from industrial to commercial and residential development (Appendix 6).

The Lonsdale Regional Town Centre, an institutional, commercial and entertainment core for North Vancouver, is a highly successful centre because of its connection to the Downtown Vancouver core by the SeaBus, which shares its terminus with the SkyTrain (Appendix 7).

Burnaby's Metrotown is probably the best example of the integration between transit and an RTC. Metrotown has been subject to large-scale redevelopment since the commencement of SkyTrain service in 1986. This RTC has attracted the development of a main library, a leisure / sports / recreation centre, theatres, shopping complexes, and a host of office, cultural and institutional facilities. The development of Metrotown and the establishment of the SkyTrain system have produced reciprocal benefits with SkyTrain providing efficient transportation for users of this RTC who in turn provide additional ridership for the rapid transit system (Appendix 8).

The commercial core of the Richmond RTC continues to grow and would benefit greatly if there was a rapid transit link to Downtown Vancouver. The timing, technology, and optional route corridors have been extensively reviewed but no decision has yet been made to proceed with this project (Appendix 9).

Surrey City Centre (formerly known as the Whalley Town Centre) is being promoted as becoming the second largest regional centre, after the Downtown Vancouver core. The policy changes to Surrey's Official Community Plan, in this regard, coincide with the extension of SkyTrain service, which will commence in 1994 (Appendix 10).

Beyond the GVRD boundaries, there are four designated valley towns --- Abbotsford-Clearbrook, Haney, Mission and Chilliwack. The chief distinction between valley towns and RTCs is the type of transit linkages between them. RTCs are intended to be linked by rapid transit, while valley towns are not.

RTCs and rapid transit lead to balanced urban growth. A better balance of jobs and population helps to lower commuting costs and alleviate traffic congestion while diversifying the local government tax base. At the same time, balanced urban growth in Greater Vancouver will minimize the long-term need for future public investment in roads and transit.

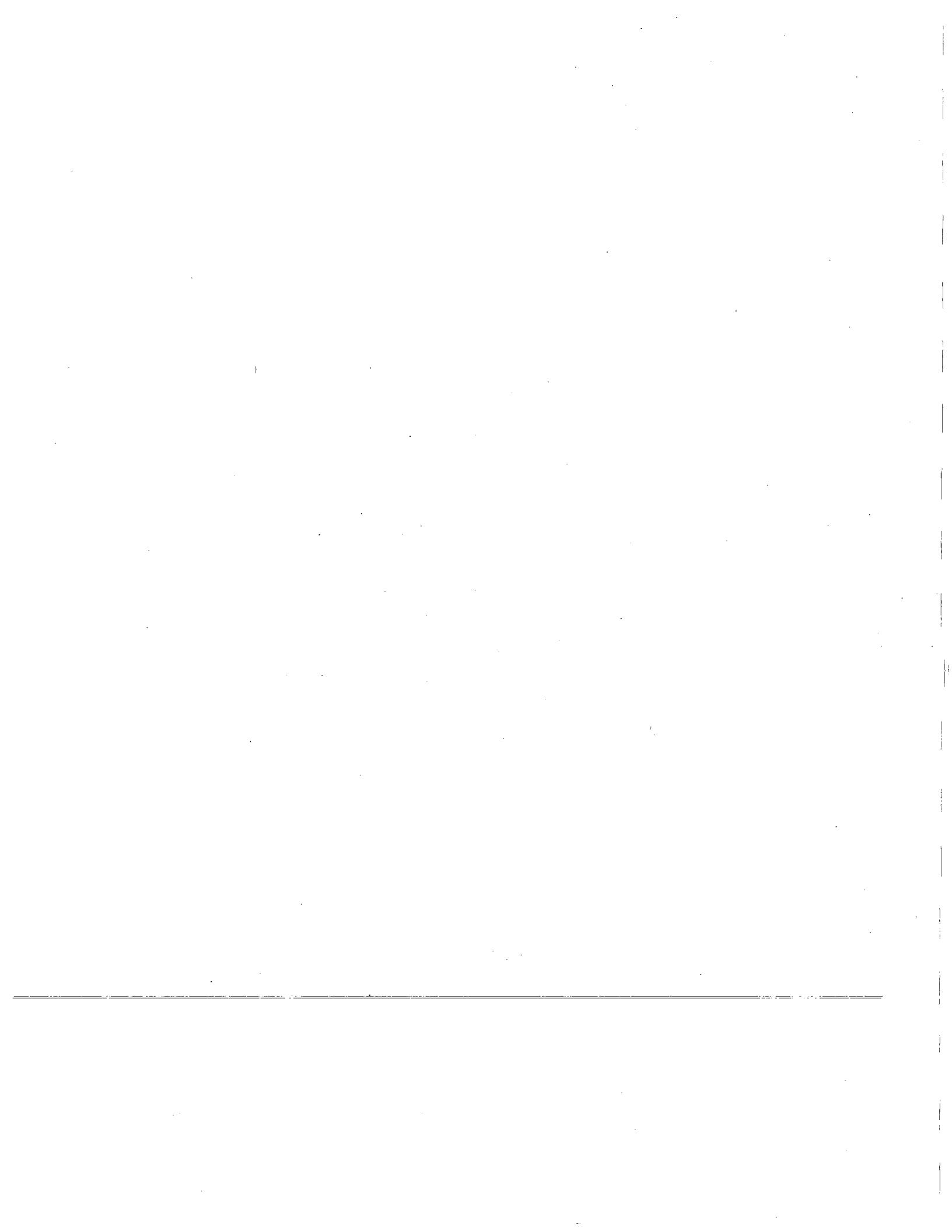
In short, rapid transit and RTC development has had an immediate and positive influence on the quality of life and growth potential of Greater Vancouver.

CONCLUSION: Why Might We Succeed in Achieving Our Vision?

Through public consultation and feedback, the *Creating Our Future* program has set some very high goals for realizing the vision of Greater Vancouver's future. In fact no other metropolitan area of the size that this region will become in the next 30 years has realized this vision.

But Greater Vancouver has some distinct advantages. First, the region has had a long tradition of regional planning and inter-municipal cooperation. This will greatly benefit both the regional district and the municipalities in cases where problem-solving is required. Second, the region is blessed with a spectacular natural setting which has reinforced the will of its residents to protect the livability of Greater Vancouver's many varied communities. Third, the shared vision of the region's future that has emerged from the public discussion process provides a strong foundation. Fourth, there is flexible and minimal enabling legislation, instead of a strong, top-down regional planning approach. The Livable Region Strategy has been prepared using a consensus-building approach and the regional plan will now be implemented through partnerships of people, organizations, and governments. Fifth, the entire process is a very innovative, knowledge-based approach which has served well to educate the region's residents on the issues facing Greater Vancouver's future.

If successful, the benefits for Greater Vancouver are of the highest order. Not only will the shared vision be realized, but the region will also have shown how metropolitan areas can meet some of this planet's major challenges.



APPENDIX 1: GREATER VANCOUVER MUNICIPALITIES

MUNICIPALITIES	Incorporation Date (M-D-Y)	1993* Population Estimates	Area** (Hectares)
ANMORE	12/7/1987	879	502.9
BELCARRA	8/22/1979	622	561.1
BURNABY	9/22/1892	168,636	10,674.0
COQUITLAM	7/25/1891	92,614	15,257.3
DELTA	11/10/1879	93,501	36,432.7
LANGLEY CITY	3/15/1955	20,373	1,018.2
LANGLEY TOWNSHIP	4/26/1873	73,888	31,765.3
LIONS BAY	1/2/1971	1,400	286.7
MAPLE RIDGE	9/12/1874	52,862	26,710.2
NEW WESTMINSTER	7/16/1860	45,424	2,200.2
NORTH VANCOUVER CITY	5/13/1907	40,339	1,267.3
NORTH VANCOUVER DISTRICT	8/10/1891	80,006	17,819.3
PITT MEADOWS	4/24/1914	12,725	5,004.5
PORT COQUITLAM	3/7/1913	40,663	3,101.7
PORT MOODY	3/7/1913	19,457	2,179.6
RICHMOND	11/10/1879	134,681	16,806.8
SURREY	11/10/1879	270,337	37,140.0
VANCOUVER	4/6/1886	494,487	11,614.9
WEST VANCOUVER	3/15/1912	40,383	9,893.7
WHITE ROCK	4/15/1957	16,909	1,401.5
Electoral Area 'A' (U.E.L.)	Unincorporated	4,723	1,400.0
Electoral Area 'C' ***	Unincorporated	2,875	91,830.0
ALL INDIAN RESERVES		5,609	
TOTALS GVRD		1,647,806	293,153.2
TOTALS CMA		1,713,393	324,867.9

NOTES:

* GVRD and CMA totals include the population of Indian Reserves.

** Area figures include land and water.

*** Electoral Areas B and C were combined into C in 1993.

SOURCES:

1. 1993 Authenticated Assessments by Municipality, British Columbia Assessment Authority, January 1993.
2. 1992 British Columbia Municipal and Regional District Population Estimates. BC STATS. Victoria, B.C., January 1993.
3. "Statistics Relating to Regional and Municipal Governments in British Columbia 1990". Ministry of Municipal Affairs, Recreation and Culture, Province of British Columbia. Victoria, B.C., 1990.
4. "B.C. Municipal Yearbook 1992: REDBOOK". Published by the Journal of Commerce, Burnaby, B.C., 1992.

APPENDIX 2: 36 Steps To A More Livable Region

The following 36 Steps To A More Livable Region, adopted by the GVRD Board of Directors, have been divided into Principles, Strategic Policies, and Operational Policies. Principles are underlying beliefs which are the foundation of the approach to regional issues. Strategic Policies apply to a broad range of issues or concerns which, because they are interconnected and interdependent, can be best addressed in a concerted way. Operational Policies deal with a single or limited area of concern.

NOTES:

PRINCIPLES ARE SHOWN IN UPPERCASE BOLD TYPE.

Strategic Policies are shown in bold type.

Operational Policies are shown in plain type.

THE PRIMARY PURPOSE OF GREATER VANCOUVER'S WATERSHEDS IS TO PRODUCE CLEAN, SAFE WATER.

1. Continue to prohibit transportation, recreation and any other activities in the watersheds which would jeopardize water quality.
2. **Continue to develop and implement the Drinking Water Quality Improvement Program.**
3. Together with municipalities, develop a water conservation strategy that could include public education, plumbing equipment standards for new construction, metering, and changes to water pricing.

THE REGION WILL MANAGE WASTE IN A MANNER THAT ENHANCES ENVIRONMENTAL QUALITY.

4. **Improve the environmental quality of the region's receiving waters, through the following operational policies:**
 - Expedite and fast-track the implementation of the Liquid Waste Management Action Plan.
 - Continue to participate in and support the Burrard Inlet Environment Improvement Action Plan.
 - Continue to participate in and support the Fraser River Estuary Management Program.

- Participate actively in the Fraser Basin Management Program.
 - Support efforts to restore the environmental quality of Howe Sound.
- 5. Continue to implement a Solid Waste Management Plan which gives priority to waste reduction and recycling to reduce the need for disposal by incineration and landfill:**
- maintain public education programs, to encourage waste reduction, recycling and composting.
 - continue to press for effective federal and provincial action to reduce wasteful packaging.
 - continue to encourage the Province to provide effective management and disposal of hazardous waste.

THE REGION WILL GIVE PRIORITY TO WALKING, CYCLING, TRANSIT, GOODS MOVEMENT AND THEN PRIVATE AUTOS.

- 6. Continue to development and implement a Greater Vancouver Air Management Plan with the objective of reducing by 50 percent total emissions of sulphur and nitrogen oxides, particulates, carbon monoxide and volatile organic compounds between 1985 and the year 2000.**
7. Cooperate with other regional districts and the provincial Ministry of the Environment, Lands and Parks to develop and implement an air quality management program for the Lower Mainland airshed. Work toward the involvement of Whatcom County.
- 8. Develop and pursue a regional air quality and transportation strategy to reduce the growth in airborne emissions by discouraging the unnecessary use of the automobile and encouraging use of alternative modes such as walking, cycling and the use of public transit.**
9. Continue to develop and implement a regional bicycle policy and action program to attain the objective of doubling the number of bicycle commuters by 1995, through a regional cycling network developed in cooperation with municipalities, the Ministry of Transportation and Highways, and BC Transit.
10. Encourage the use of cleaner fuels and other products which do not pollute the air.
11. Encourage municipalities to incorporate urban forestry in their community plans. Establish a target of two trees for every tree cut.

12. Encourage municipalities to eliminate outdoor burning in urban and industrial areas.
13. Develop an index of air and water quality to evaluate the effectiveness of actions using 1 January 1991 as the benchmark.

THE REGION WILL MANAGE ITS GROWTH TO PRESERVE GREEN AREAS, PROVIDE REGIONAL PARKS AND OPEN SPACE, MAINTAIN FARMING AND CONTAIN URBAN SPRAWL.

14. **Establish with municipalities an Urban Containment Policy that identifies Greater Vancouver's "Green Line" beyond which urban development will not be allowed and that defines the region's "Green Zone".**
15. Continue to support the preservation of farming as a regional objective in Greater Vancouver, including: coordination among municipalities on agricultural issues, encouraging the development of local and export markets for locally grown products, monitoring land use change, and the transfer of the Roberts Bank backup lands to an appropriate agricultural agency for farm use.
16. **Develop and implement a regional open space and nature conservancy program, through the following policies:**
 - Develop a major parks and open space plan, in conjunction with municipalities, other regional districts and the Province.
 - Pursue the protection of wildlife sanctuaries, wetlands, and strategic areas in the Pacific Flyway, in conjunction with municipalities, the Province and Federal authorities.
 - Examine ways to ensure fair treatment for municipalities which forego development in order to provide regional open space.
17. Examine the feasibility of establishing a Greater Vancouver Land Conservation Trust Fund to enable contributions of lands and funds to acquire important areas within the "Green Zone".
18. Encourage municipalities to ensure that open space, wilderness, wetlands and rural planning for the agricultural community are integrated parts of Official Community Plans.

TRANSPORTATION INVESTMENTS WILL REINFORCE REGIONAL GOALS AND VALUES

19. **Establish with municipalities a renewed concept of regional town centres and regional cities, linked by high capacity transit service. Identify the regional roles of the centres and evaluate the concept of a region with two high-density cores, review design guidelines and development strategies for the regional centres.**

20. **Pursue an improved jobs to labour force balance throughout the region through encouraging the City of Vancouver to further heighten emphasis on residential development and reduce commercial development and through marketing appropriate employment locations such as regional town centres.**

21. **Sustain and develop a cooperative transportation planning process with the provincial government and its agencies based upon the GVRD Board's approved policies to:**
 - Give priority to walking, cycling, transit and then the private auto.**
 - Make the best use of existing transportation investment.**
 - Support improvements to the public transit system and programs.**
 - Improve the capacity of the roadway system giving appropriate weight to the following factors: use by transit, goods movement, continuity, safety, community and environmental effects, high-occupancy private vehicles.**
 - Manage transportation demand.**
 - Pursue funding, policy and institutional arrangements that support coordinated planning, development and improvement of the region's transportation system.**
 - Pursue development of bicycle and pedestrian networks as part of the region's transportation system.**

22. **Promote the use, viability and efficiency of transit service, through the following policies:**
 - Work with BC Transit, business and labour on incentives to encourage transit use. Advocate changes to income tax laws to permit employer-provided transit assistance to be exempt from taxation. Initiate a transit usage policy for GVRD employees.**

- Work with BC Transit, municipalities and the development industry in efforts to ensure new development carries a fair share of the new transit costs it generates.
- Request that the Province restore the financial resources available to the Greater Vancouver Transit System by writing off the SkyTrain debt or some other means.
- Advocate an increase in the costs of automobile use to pay for transit initiatives, capital improvements for cyclists and car pooling.
- Assume sole responsibility for management and operation of the transit system as one of the GVRD's primary functions.

- 23. Work with municipalities and the development industry to create new forms of development that combine a mixture of residential and commercial uses, provide a variety of housing types, tenure and costs, and place greater reliance on walking, cycling and public transit.**

THE GVRD WILL SUPPORT EFFECTIVE SOCIAL INITIATIVES AT LOCAL, PROVINCIAL AND FEDERAL LEVELS.

- 24. Increase the GVRD's ability to undertake regional social issues policy research, intermunicipal policy coordination and advocacy with senior levels of government in such areas as affordable housing, race relations, poverty, family services, children's issues, disability issues and services for the aging.**
- 25. Strengthen and pursue the Regional Health Planning Program in conjunction with the provincial government, health agencies, and community interest groups.**
- 26. Work with municipalities and the provincial government to ensure an equitable distribution of services throughout Greater Vancouver.**
- 27. Continue efforts to improve police services throughout the region as a means of securing the safety of residents.**
- 28. Work with municipalities, the provincial government and the private sector to address housing affordability issues that can best be addressed regionally. Strengthen advocacy with the senior governments for improved affordable housing programs that meet Greater Vancouver's needs. Work with municipalities to share information and coordinate policies on secondary suites.**
- 29. Encourage municipalities to support the development of affordable and locationally balanced housing through ensuring an adequate land supply, planning for a mix of income ranges, secondary suites and new housing forms and supporting the delivery of social housing.**

THE GVRD SUPPORTS ECONOMIC GROWTH AS A REGIONAL OBJECTIVE, NOT AN ASSUMPTION.

30. **Help to create a supportive and globally competitive climate for economic change and growth with particular attention to transportation, tourism, and export-oriented business services and technology-based manufactured products. Review and revise the regional economic vision and strategy prepared in 1989 and develop an action program for its implementation.**
31. **Encourage a distribution of economic growth that supports Livable Region objectives.**
32. **Initiate a dialogue with the provincial government on ways of sharing growth with other parts of British Columbia.**

THE GVRD WILL STRENGTHEN ITS INTERMUNICIPAL FEDERATION.

THE GVRD WILL PURSUE CLEAR, EFFECTIVE AND FAIR WORKING RELATIONSHIPS WITH THE PROVINCIAL GOVERNMENT.

THE GVRD WILL PURSUE MANDATE CHANGES TO MEET ESTABLISHED REGIONAL GOALS.

33. **Complete, in consultation with municipalities and the provincial government, a review of the need for renewed GVRD regional land use, transportation and social development mandates.**
34. **Maintain and strengthen cooperative regional strategic planning and decision-making processes, involving all levels of government, to pursue *Creating Our Future* objectives.**

REGIONAL LAND USE AND TRANSPORTATION PLANNING MANDATES SHOULD NOT IMPINGE UPON MUNICIPAL PLANNING AND ZONING AUTHORITY.

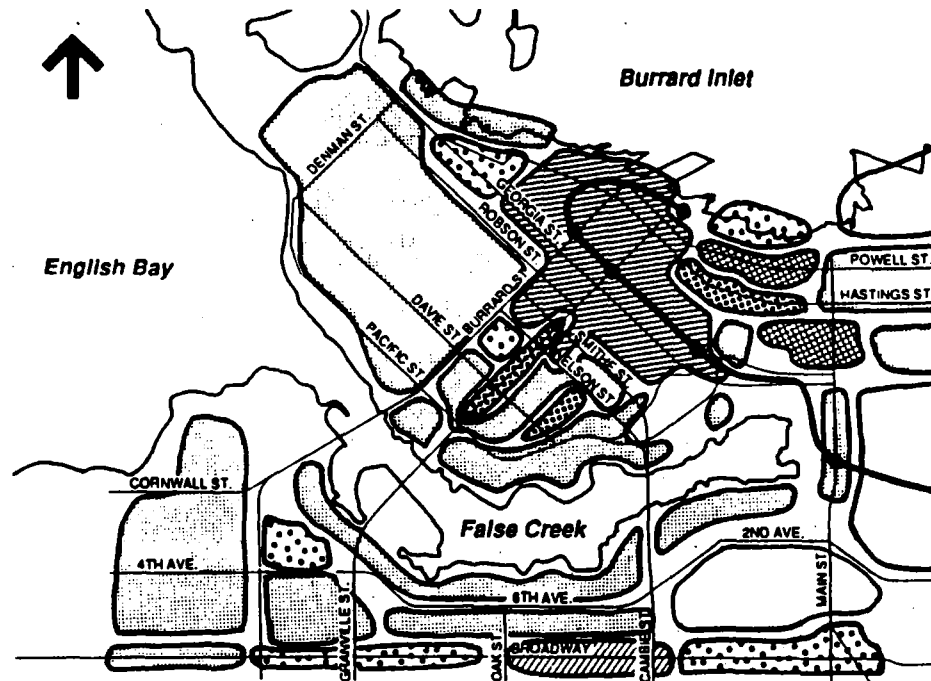
ALL CITIZENS SHOULD KNOW HOW THEIR ACTIONS CAN HELP TO MAINTAIN THE REGION'S LIVABILITY.









35. **Develop and implement a comprehensive public communications program to provide information on regional change and choices and on how individuals can contribute to achieving Livable Region objectives through such actions as controlling solid waste, water conservation and protection, and transportation choice.**
-

**EXPENDITURES TO CREATE OUR FUTURE SHOULD NOT EXCEED THE
TAXPAYER'S ABILITY TO FUND OUR FUTURE.**

- 36. Develop and implement a capital expenditure and debt management plan that provides a framework for investment to respond to the region's environmental, social, and physical needs, to maintain the fiscal integrity of the region's communities, and to secure equitable cost-sharing arrangements with other levels of government.**

Vancouver Metropolitan Core



-  Central Business District
-  Uptown Office District
-  Heritage Area
-  Heritage Character Area
-  "Choice of Use"/"Mixed Use"
-  Residential Neighbourhood
-  Light Industry
-  Skytrain line and station

These areas are generalized. There may be individual sites or portions of areas which vary from the generalization. This will become evident in detailed planning. Retail, parks, and institutions are not included on this map.

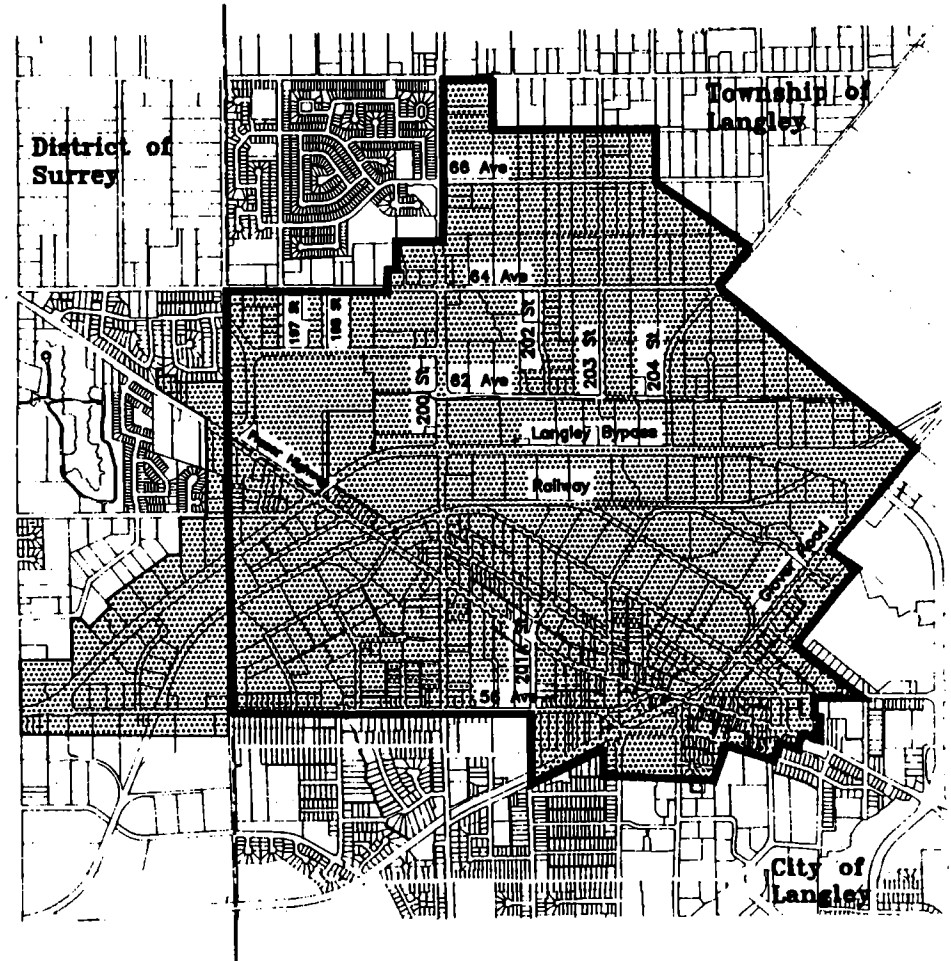
	Acres	Maximum FAR
Land Area	3,060	
Commercial Areas	540	9.0
Residential Areas	1,420	
Parks & Open Space	1,100	

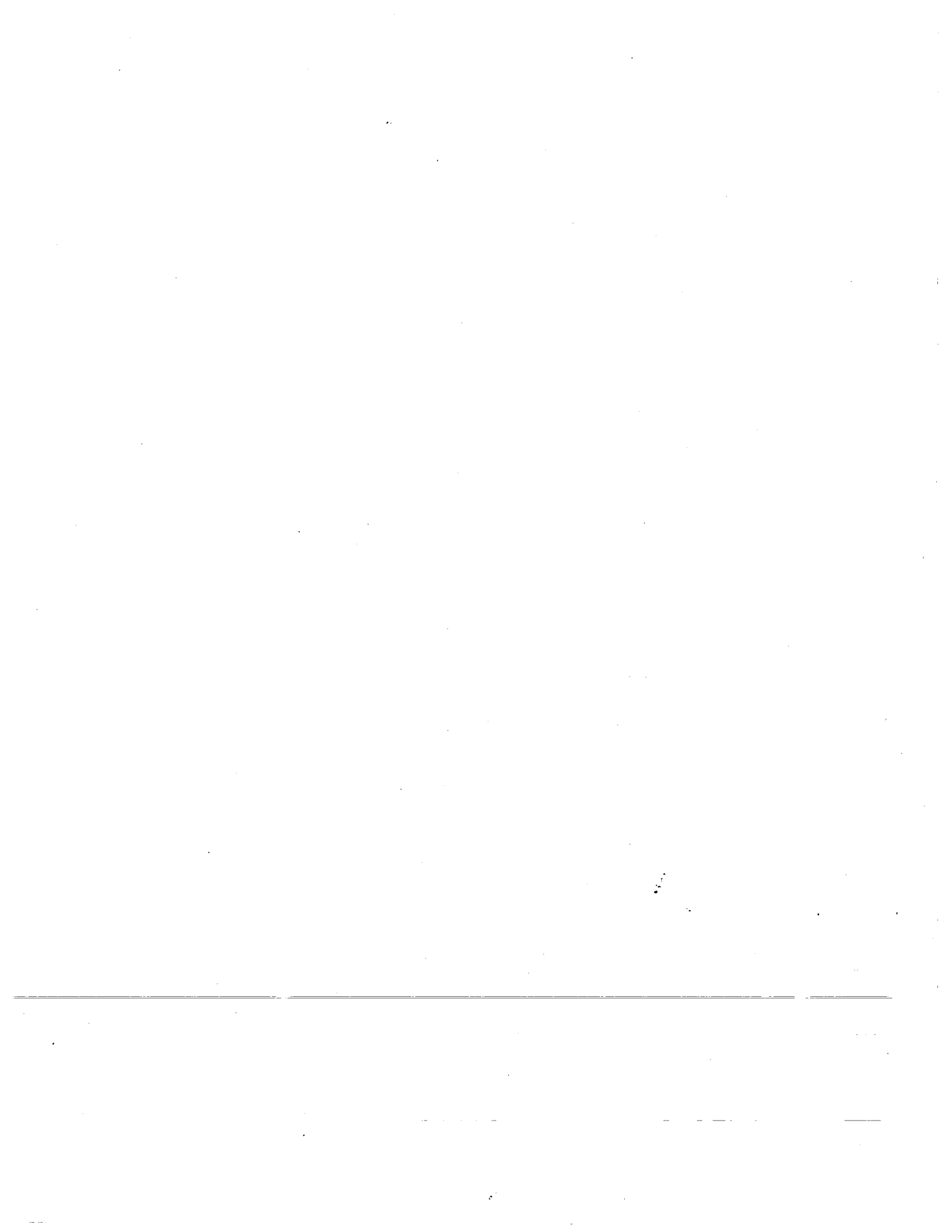
	1981	1991	Saturation
Population	60,700	71,700	110,400
Employment	168,500	173,000	250,000+
Commercial Floorspace (sqft)	30,500,000	42,400,000	
Retail	11,000,000	12,750,000	
Shopping Centre	1,000,000	1,300,000	
Office	18,000,000	28,000,000	50,000,000+
Dwelling Units (multi-unit buildings)	37,800	45,200	70,600



Langley Valley Town Centre

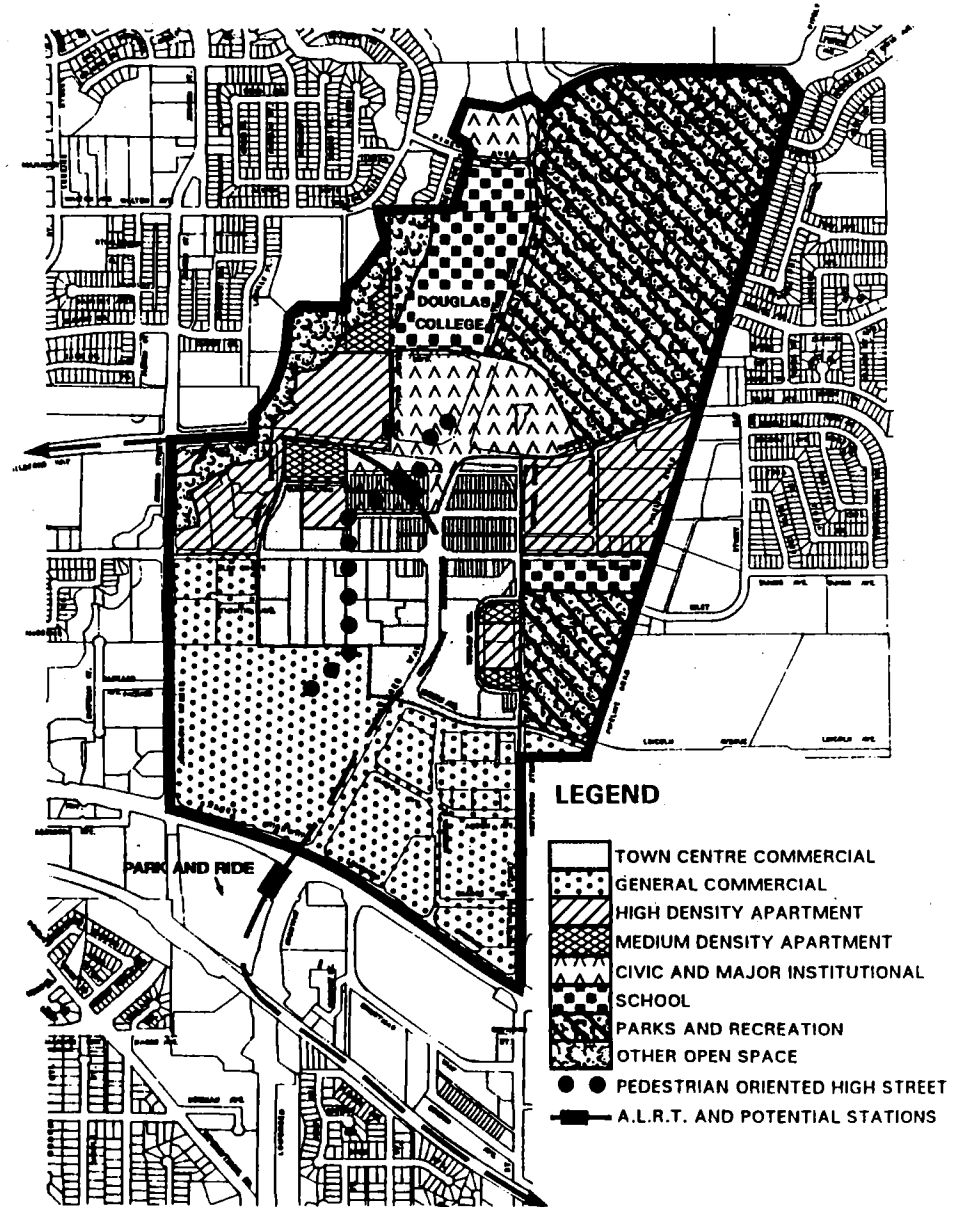
	1982	1992	Saturation
Population	6,750	9,000	under study
Employment	3,700	13,600	under study
Commercial Floorspace (sqft)	1,755,000	2,222,000	under study
Retail	1,479,000	1,020,000	under study
Shopping Centre	279,000	402,000	under study
Office	n/a	620,000	under study
Dwelling Units (multi-unit buildings)	n/a	4,200	under study
	Acres		Maximum FAR
Land Area	2,272		3.0
Commercial Core	519		
Business/Office Park	n/a		
Residential Area	596		80 units per acre
Parks & Open Space	34		



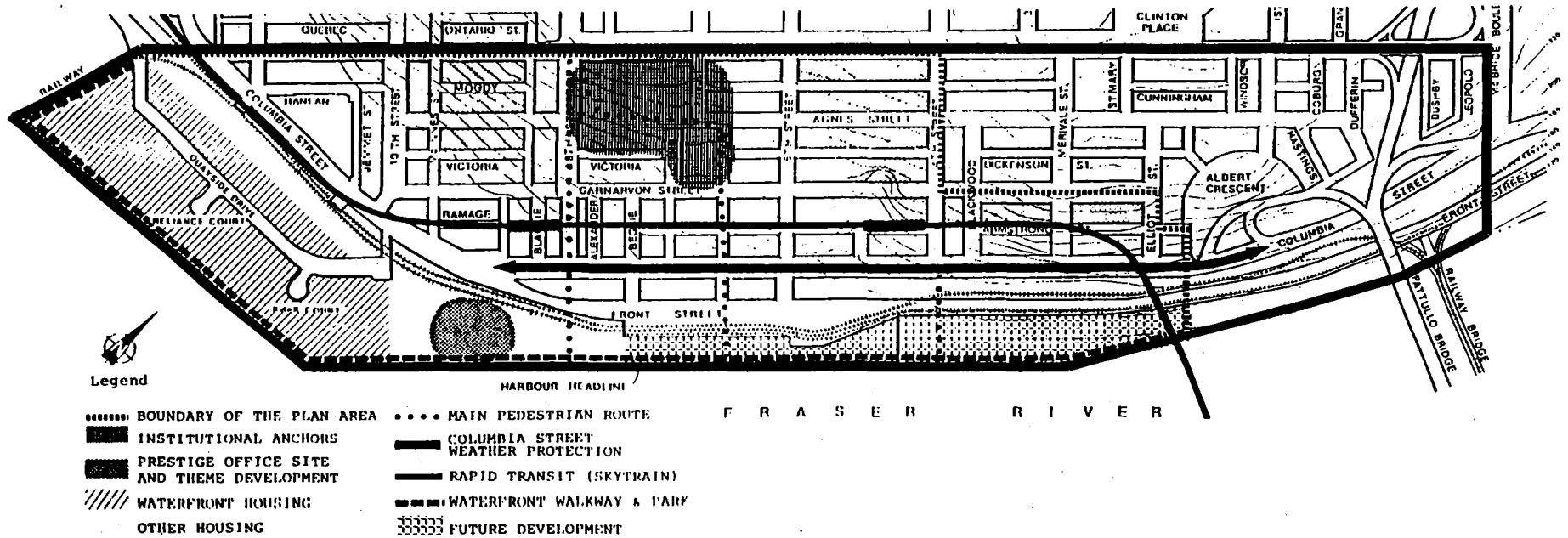


Coquitlam Centre

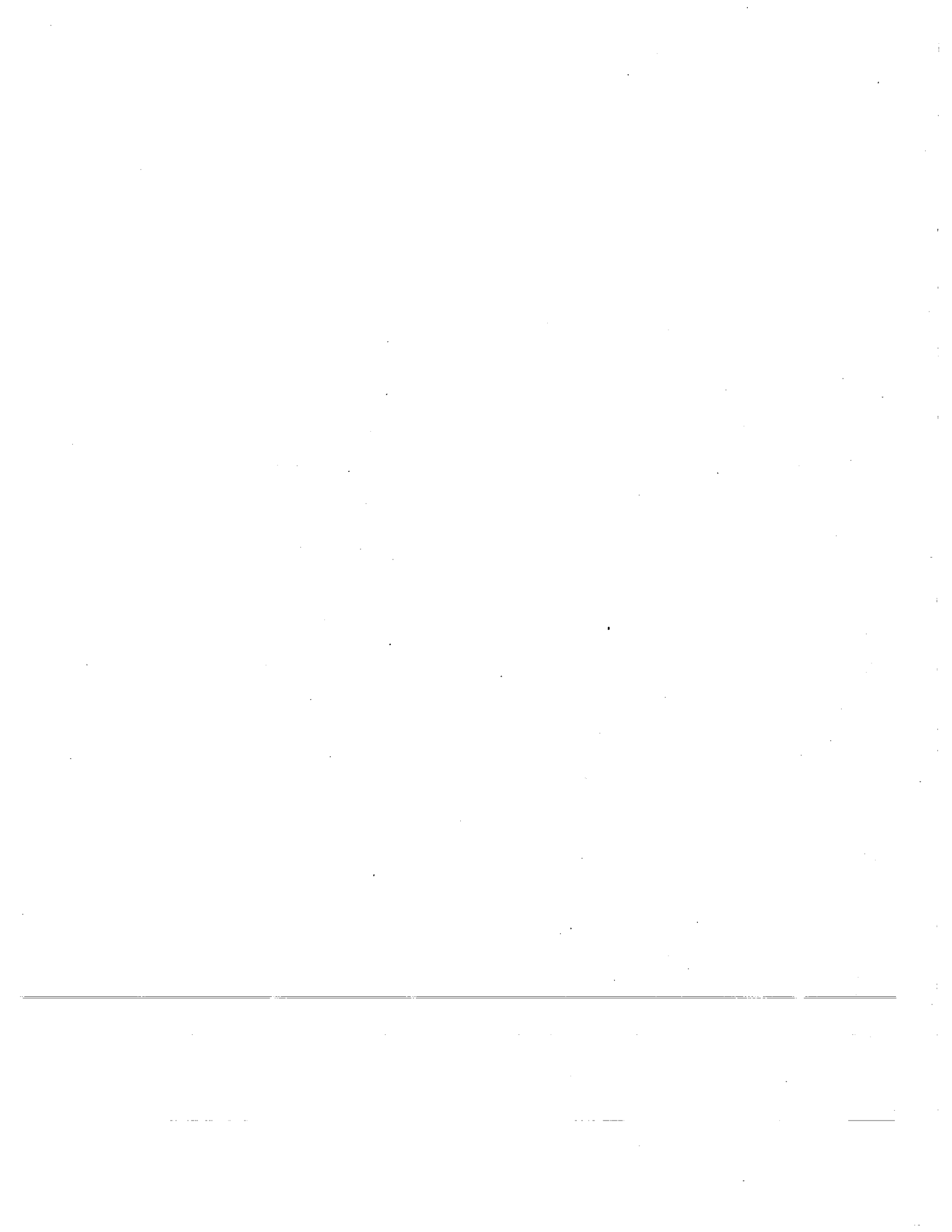
	1982	1992	Saturation
Population	900	7,000	27,000
Employment	2,200	6,200	12,000
Commercial Floorspace (sqft)	1,245,000	1,600,000	3,400,000
Retail	-	85,000	935,000
Shopping Centre	1,200,000	1,400,000	1,450,000
Office	45,000	115,000	1,015,000
Civic & Major Institutional		44,000	1,700,000
Dwelling Units (multi-unit buildings)	300	3,400	10,000
	Acres		Maximum FAR
Land Area	450		2.5
Town Centre Commercial (mixed use)	145		
General & Service Commercial	99		
Residential Area (multi-family)	49		
Parks & Open Space	143		
Civic & Major Institutional	12		



Downtown New Westminster



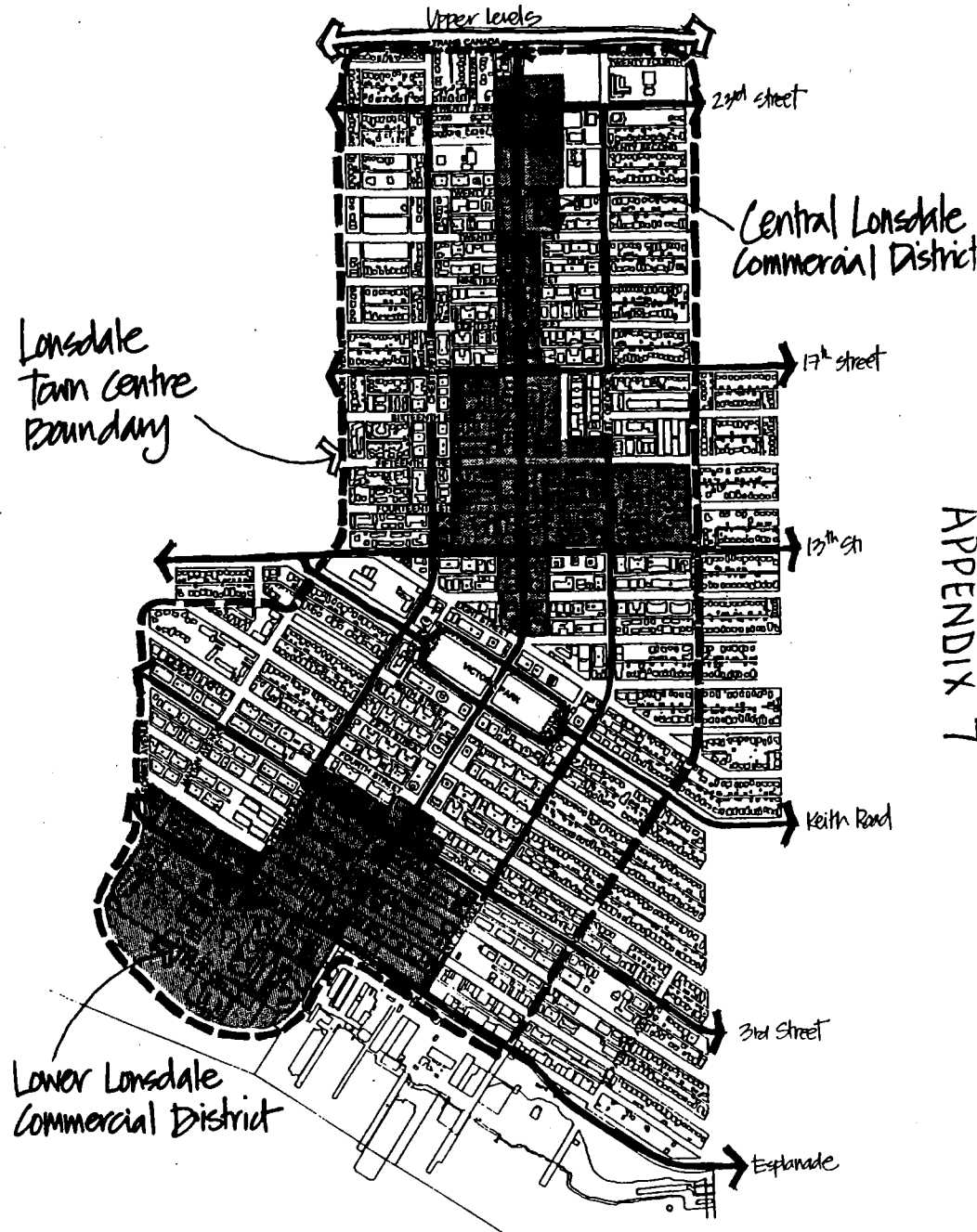
	Acres	Maximum FAR	1982	1992	Saturation	
Land Area	170		Population	2,000	5,400	16,000
Commercial Core	80	5.2	Employment	5,500	6,500	10,000
Residential Area	41	4.0	Commercial Floorspace (sqft)	1,835,000	1,867,000	2,500,000
Parks & Open Space	6		Retail	854,000	928,000	1,250,000
Streets & Lanes	43		Shopping Centre	n/a	n/a	
			Office	981,000	939,000	1,250,000
			Dwelling Units (multi-unit buildings)	1,000	2,600	10,000



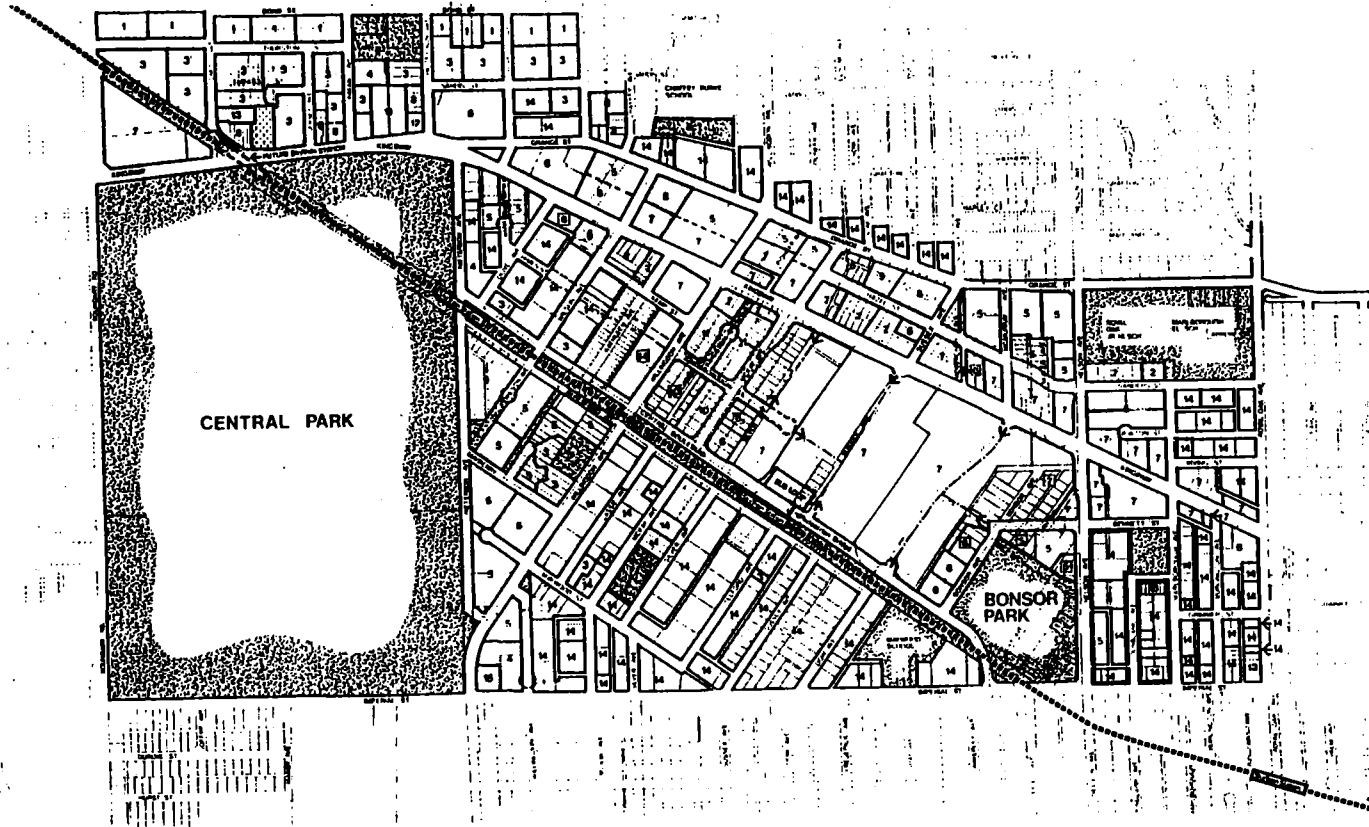
Lonsdale

	1982	1992	Saturation
Population	18,000	20,000	23,000
Employment	11,500	15,300	n/a
Commercial Floorspace (sqft)	785,000	2,200,000	3,280,000
Retail	785,000	959,000	1,750,000
Shopping Centre	n/a	30,000	30,000
Office	n/a	1,200,000	2,500,000
Dwelling Units (multi-unit buildings)	10,000	11,000	15,000

	Acres	Maximum FAR
Land Area	625	
Commercial Core	108	2.6
Residential Area	250	2.3
Parks & Open Space	32	
Institutional	37	

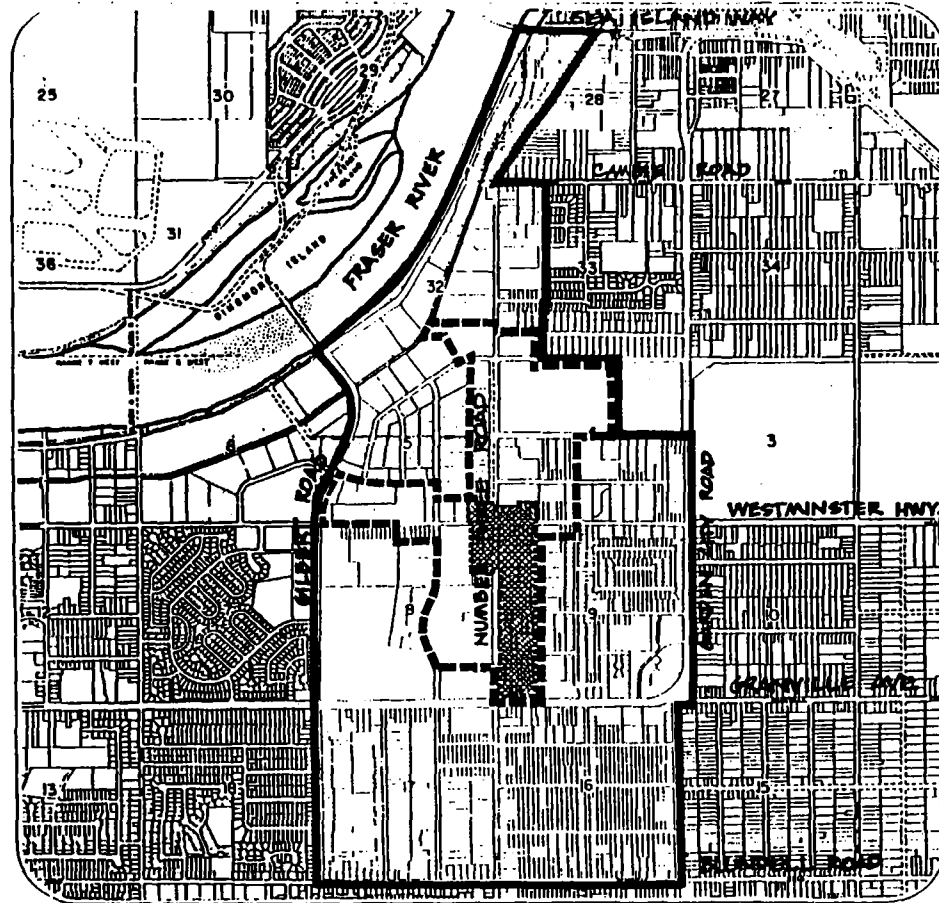


Metrotown






	Acres	Maximum FAR	1982	1992	Saturation
Overall Land Area	735		14,000	16,800	21,000
Commercial Core / Mixed Use	138	5.0		17,000	34,000
Residential Area	206	0.6 - 2.2			
Parks & Open Space	238				
Institutional	33				
Roads and Lanes	120				
			Population		
			Employment		
			Commercial Floorspace (sqft)		
			Retail		
			Shopping Centre		
			Office		
			Dwelling Units (multi-unit buildings)		

Richmond Centre



Boundaries & Sub Areas

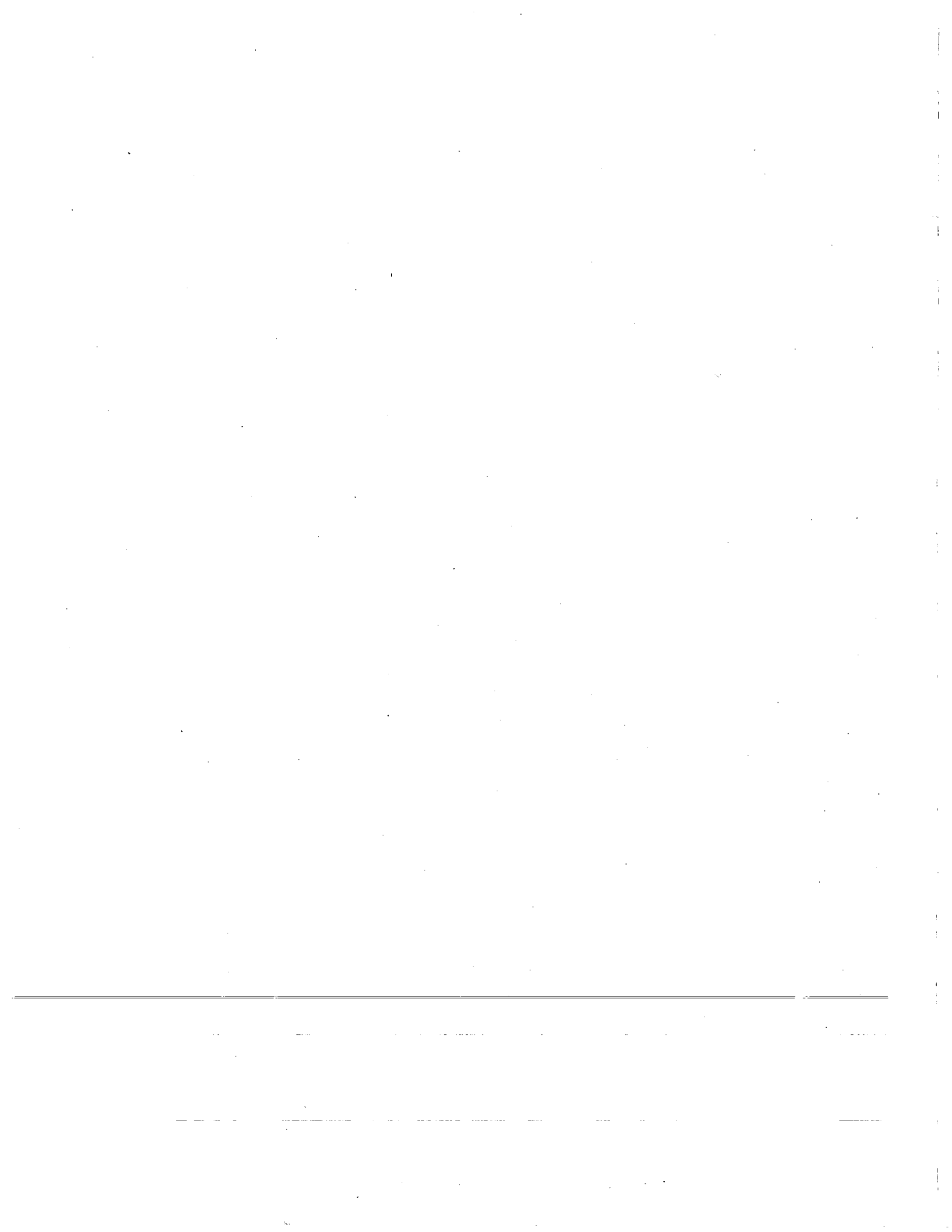
-  TOWN CENTRE
450ha (1100 ac.)
-  DOWNTOWN
87ha (215 ac.)
-  DOWNTOWN LOOP
17.5 ha (43 ac.)

Town Centre


SCALE 1:30000
MAP 3.1

	Acres	Maximum FAR
Land Area	1,100	
Commercial Core	270	3.0
Residential Area	425	3.0
Parks & Open Space	144	

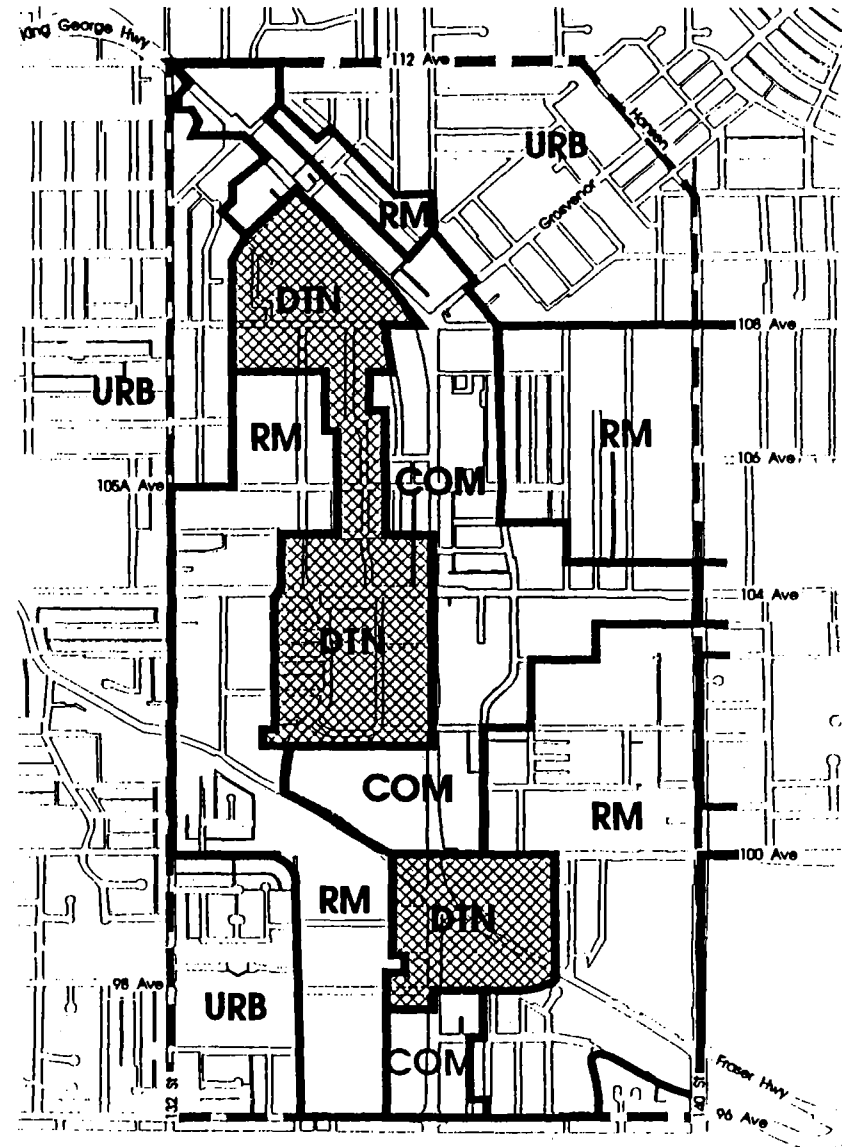
	1982	1992	Saturation
Population	11,825	22,000	56,400
Employment	n/a	20,400	40,5000
Commercial Floorspace (sqft)	2,336,000	4,480,000	12,680,000
Retail	n/a	1,670,000	8,578,000
Shopping Centre	n/a	1,360,000	
Office	n/a	1,500,000	4,102,000
Dwelling Units (multi-unit buildings)	4,250	10,000	25,000



Surrey City Centre (Whalley)

	1982	1992	Saturation
Population	10,000	15,000	66,500
Employment	9,800	14,700	70,000
Commercial Floorspace (sqft)	900,000	1,590,000	16,000,000
Retail	230,000	380,000	3,160,000
Shopping Centre	620,000	1,100,000	3,000,000
Office	50,000	110,000	9,930,000
Dwelling Units	900	5,935	34,860

	Acres	Maximum FAR
Land Area	980	
Commercial Core	210	3.5
Residential Area	685	2.5
Parks & Open Space	85	



Legend

DTN	DOWNTOWN	URB	URBAN
COM	COMMERCIAL	STUDY AREA BOUNDARY	
RM	MULTIPLE RESIDENTIAL		

APPENDIX 10

