**REGIONAL GROWTH STRATEGY
IMPLEMENTATION GUIDELINE #4**

Identifying Frequent Transit Development Areas

Guideline adopted by the Metro Vancouver Board April 26, 2013

metrovancouver
SERVICES AND SOLUTIONS FOR A LIVABLE REGION

Metro Vancouver 2040
Shaping Our Future

Cover image: Surrey Central transit exchange, in Surrey Metro Centre.

Note on Images: At the time of printing this guideline, Frequent Transit Development Areas have not yet been identified by municipalities, and therefore images of Urban Centres and Transit Station Areas are shown for illustration.

CONTENTS

This guide is primarily intended for use by local governments as they undertake preparation of their Regional Context Statements and identify Frequent Transit Development Areas. This document should be read in conjunction with the Regional Growth Strategy (RGS), and it does not replace or supersede the content of, or the requirements set out in, the RGS. This document is one in a series of guidelines related to the RGS.

1. FREQUENT TRANSIT DEVELOPMENT AREAS: AN IMPORTANT PLANNING TOOL TO LINK LAND USE AND TRANSPORTATION PLANNING

Metro Vancouver adopted a new Regional Growth Strategy (RGS) in July 2011, following acceptance by all affected local governments, namely Metro Vancouver's member municipalities, Tsawwassen First Nation, TransLink, the Fraser Valley Regional District and the Squamish-Lillooet Regional District. The RGS represents consensus among Metro Vancouver and affected local governments to work collaboratively to meet collective regional planning goals of creating a compact urban area, supporting a sustainable economy, protecting the environment, responding to climate change impacts, developing complete communities and supporting sustainable transportation choices. Under the RGS, Metro Vancouver is responsible for preparing guidelines to assist in implementing the RGS (RGS section 6.15, p. 64).

Metro Vancouver, in partnership with local governments, is looking ahead at how to best accommodate the next 1,000,000 residents and 600,000 jobs anticipated in our region by 2040, while improving overall quality of life and economic prosperity. The strategy for doing this is to focus growth in Urban Centres and other transit-oriented locations – called "Frequent Transit Development Areas" in the RGS (Strategy 1.2, page 16).

The region's 26 Urban Centres (the Metro Core, Surrey Metro Centre, 7 Regional City Centres and 17 Municipal Town Centres) are identified on the RGS "Regional Land Use Designation Map" (Map 2, p. 11). The intention is that Urban Centres are:

> ". . . . the region's primary focal points for concentrated growth and transit service. They are intended as priority locations for employment and services, higher density housing, commercial, cultural, entertainment, institutional and mixed uses. Urban Centres are intended to emphasize place-making, an enriched public realm, and promote transit-oriented communities, where transit, cycling and walking are the preferred modes of transportation. . . ." (RGS, p. 10).

The RGS targets 40% of residential growth and 50% of employment growth in Urban Centres (Figure 1).

Although Urban Centres are the priority locations for significant growth, additional growth areas near the frequent transit network also need to be identified by municipalities not only to strategically accommodate the anticipated increase in population and employment but to also meet other regional goals of creating complete communities and supporting transportation choice. For this reason, the Regional Growth Strategy introduces the concept of Frequent Transit Development Areas (FTDAs):

> "Frequent Transit Development Areas are intended to be additional priority locations to accommodate concentrated growth in higher density forms of development. They are located at appropriate locations along TransLink's Frequent Transit Network. Frequent Transit Development Areas complement the network of Urban Centres, and are characterized by higher density residential, commercial and mixed uses, and may contain community, cultural and institutional uses. Urban design for these areas promotes transit-oriented communities where transit, cycling and walking are the preferred modes of transportation" (RGS, p. 10).

Municipalities may choose to identify Frequent Transit Development Areas in their Regional Context Statements. FTDAs are "overlays", which means that the underlying regional land use designations still apply. The overlays enable higher density residential and commercial development for General Urban areas, and higher density commercial development for Mixed Employment areas. It is possible to have Industrial and Conservation and Recreation regional land use designations overlaid with an FTDA, however, in those cases, the intent and policies of the Industrial and Conservation and Recreation land use designations still apply.

Frequent Transit Development Areas are intended to coordinate complementary land use planning for higher density development and improved transit service. This guideline addresses the land use aspects of planning for FTDAs, however, further discussion between Metro Vancouver, TransLink and member municipalities about transit funding and the timing of improvements in transit service is (as transit demand increases) is still required.
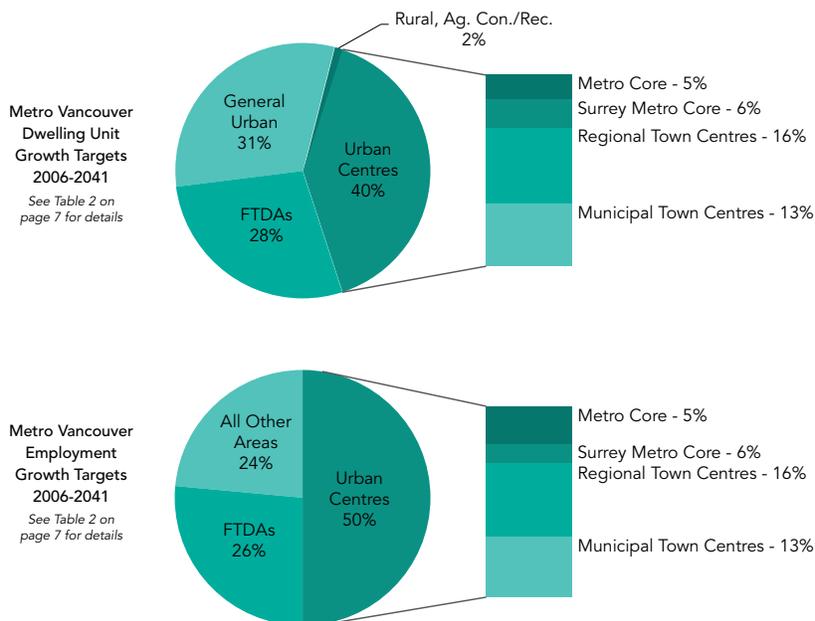
Joyce SkyTrain Station, Vancouver.

The identification of Frequent Transit Development Areas is an important step in implementing the Regional Growth Strategy, meeting regional growth targets, and fostering more transit-oriented communities throughout the region. Frequent Transit Development Areas will help to strengthen the coordination of land use and transportation planning and will result in:

- More locations for higher density residential and job growth along the region's Frequent Transit Network;

- Optimization of existing and planned public investments in utilities, transportation, community facilities and services;

- More certainty for the public and the development community on the location of priority areas for growth;

- More certainty for TransLink that planned land use will support the Frequent Transit Network;

- Viable alternatives to single-occupant vehicles (transit, carpooling, cycling, walking);

- Shorter trip lengths and reduced commute times; and

- Reduced urban development pressures outside of the Urban Containment Boundary.

Figure 1:
Distribution of dwelling unit and employment growth 2006-2041

Metro Vancouver Dwelling Unit Growth Targets 2006-2041
See Table 2 on page 7 for details

General Urban 31%
Urban Centres 40%
FTDAs 28%
Rural, Ag. Con./Rec. 2%

Metro Core - 5%
Surrey Metro Core - 6%
Regional Town Centres - 16%
Municipal Town Centres - 13%

Metro Vancouver Employment Growth Targets 2006-2041
See Table 2 on page 7 for details

All Other Areas 24%
Urban Centres 50%
FTDAs 26%

Metro Core - 5%
Surrey Metro Core - 6%
Regional Town Centres - 16%
Municipal Town Centres - 13%

2. THE BENEFITS OF IDENTIFYING FREQUENT TRANSIT DEVELOPMENT AREAS

Frequent Transit Development Areas, in conjunction with Urban Centres, are a useful planning tool for shaping growth and coordinating with transportation planning. Municipalities should plan FTDAs in collaboration with Metro Vancouver, TransLink and the community, and identify FTDAs in local plans and Regional Context Statements. Once accepted by Metro Vancouver in Regional Context Statements, FTDAs represent a high degree of co-ordination between the municipality, Metro Vancouver, and TransLink on priority areas for higher density development and improved transit service, and provide a strong signal that the area is identified for accelerated growth and change.

From a regional perspective, FTDAs accommodate population and employment growth and support TransLink's Frequent Transit Network. From a local perspective, there may be additional reasons for designating a Frequent Transit Development Area. The rationale will vary from one municipality to the next, and will depend on the local context and the land use, transportation and development aspirations of the municipality.

Some municipal **planning objectives** for identifying FTDAs include:

- Accommodating regional population and employment growth;

- Signaling priority areas for higher density development and infrastructure investments;

- Supporting municipal goals and targets on walk, bike and transit mode share, and community greenhouse gas emissions reduction targets;

- Increasing development activity in areas where public investments have been made; and

- Revitalizing an area.

Some municipal **transportation objectives** for identifying FTDAs include:

- Making better use of existing Frequent Transit Network service levels and capacity;

- Taking advantage of the high level of accessibility offered by Frequent Transit Network stops and station areas for residents, employees, and businesses;

- Sustaining the transit demand to support network-connecting Frequent Transit Network corridors;

- Increasing transit demand to justify more frequent transit service beyond the Frequent Transit Network minimum of 15 minutes or better frequency and/or duration of service; and

- Increasing transit demand to justify upgrading a Frequent Transit Network corridor to a higher-order transit service type, such as limited stop or rapid transit service (bus or rail).

3. RESPONDING TO THE REGIONAL GROWTH STRATEGY

The following section provides guidance for municipalities on how to respond to the role assigned to municipalities in relation to FTDAs. Text from the Regional Growth Strategy is shown in **bold**.

3.1   Regional Growth Strategy Actions Requested of Municipalities

The role of municipalities is to:

RGS Action 1.2.6 Adopt Regional Context Statements which:

a) **provide dwelling unit and employment projections that indicate the municipal share of planned growth and that contribute to achieving the regional share of growth for Urban Centres and Frequent Transit Development Areas as set out in Table 2 (Metro Vancouver Dwelling Unit and Employment Growth Targets for Urban Centres and Frequent Transit Development Areas)**

RGS TABLE 2
Metro Vancouver Dwelling Unit and Employment Growth Targets for Urban Centres and Frequent Transit Development Areas

DWELLING UNITS			TARGET		TARGET		TARGET		GROWTH	
	2006		2021		2031		2041		2006-2041	
	#	%	#	%	#	%	#	%	#	%
Metropolitan Core	88,000	10%	110,000	10%	116,000	9%	119,000	8%	31,000	5%
Surrey Metro Centre	8,300	1%	27,000	2%	36,000	3%	43,000	3%	34,700	6%
Regional City Centres	71,000	8%	110,000	10%	142,000	11%	162,000	11%	91,000	16%
Municipal Town Centres	49,000	6%	82,000	7%	106,000	8%	123,000	9%	74,000	13%
Urban Centres Total	216,300	26%	329,000	29%	400,000	31%	447,000	31%	230,700	40%
Frequent Transit Development Areas	217,000	26%	281,000	25%	337,000	26%	378,000	27%	161,000	28%
General Urban Area	382,000	45%	486,000	43%	535,000	41%	561,000	39%	179,000	31%
Rural, Agricultural, Conservation and Recreation	33,000	4%	34,000	3%	35,000	3%	36,000	3%	3,000	1%
Metro Vancouver Total	848,000	100%	1,130,000	100%	1,307,000	100%	1,422,000	100%	574,000	100%

EMPLOYMENT			TARGET		TARGET		TARGET		GROWTH	
	2006		2021		2031		2041		2006-2041	
	#	%	#	%	#	%	#	%	#	%
Metropolitan Core	256,000	22%	286,000	20%	302,000	19%	313,000	18%	57,000	10%
Surrey Metro Centre	18,000	2%	31,000	2%	40,000	2%	49,000	3%	31,000	5%
Regional City Centres	124,000	11%	177,000	12%	208,000	13%	237,000	14%	113,000	19%
Municipal Town Centres	69,000	6%	107,000	7%	135,000	8%	163,000	9%	94,000	16%
Urban Centres Total	467,000	40%	601,000	42%	685,000	42%	762,000	43%	295,000	50%
Frequent Transit Development Areas	254,000	22%	323,000	22%	370,000	23%	412,000	24%	158,000	27%
All Other Areas	437,000	38%	524,000	36%	567,000	35%	579,000	33%	142,000	24%

Notes:
1. This table provides guidance to assist in regional and local planning.
2. Frequent Transit Development Area targets are conceptual and subject to future municipal and transit planning processes.
3. "All Other Areas" refers to areas outside of Urban Centres and Frequent Transit Development Areas.

Responding to this action:

- Regional Context Statements must include dwelling unit and employment projections indicating the municipality's share of growth within its Urban Centres and Frequent Transit Development Areas. Projections can be shown for all Urban Centres and FTDAs within the municipality; projections do not need to be broken down for individual Urban Centres or FTDAs, but can be provided if desired.

RGS Action 1.2.6(c) include policies for Frequent Transit Development Areas which:

i) **Identify on a map, in consultation with TransLink, the general location and boundaries of Frequent Transit Development Areas that are generally consistent with:**

- **Table 3 (Guidelines for Urban Centres and Frequent Transit Development Areas);**

- **TransLink's Frequent Transit Network, which may be updated over time;**

- **Other applicable guidelines and policies of TransLink for the Frequent Transit Network.**

(Note: the 2012 Frequent Transit Network is shown in Appendix 1. Please refer to TransLink's website to view the most recent version of the Frequent Transit Network map).

Responding to this action:

- Regional Context Statements must include a map showing the FTDA boundaries;

- For areas where municipalities wish to undertake community planning processes before identifying FTDAs and their boundaries, Regional Context Statements can include statements indicating that municipalities are working towards identifying FTDAs. These statements can describe the general area or corridor where planning processes are proposed, and should include a timeframe by which it is estimated the planning processes will be completed.

- Municipalities should consider TransLink's technical guidelines, including:
  - Transit-Oriented Communities Design Guidelines;
  - Transit Passenger Facility Design Guidelines;
  - Transit Service Guidelines; and
  - Managing the Transit Network: Primer on Key Concepts.

RGS Action 1.2.6(c)(ii) focus growth and development in Frequent Transit Development Areas, generally consistent with Guidelines in Table 3 (Guidelines for Urban Centres and Frequent Transit Development Areas)

Responding to this action:

- Regional Context Statements should provide reference to municipal Official Community Plan (OCP) land use designations and policies that:
  - support higher densities in residential, commercial and mixed use areas;
  - support the development of community infrastructure in the FTDAs;
  - support affordable housing in FTDAs;
  - indicate the integration of parks, green space and ecological assets in FTDAs (as per RGS Table 3);
  - indicate how the OCP supports the intent of the RGS "Industrial" or "Mixed Employment designations within the FTDAs (also see RGS 1.2.6(e), p. 17);
  - include Development Permit Area guidelines for FTDAs to support place-making, quality urban design, and public realm improvements for the FTDAs;
  - identify road, transit, cycling and pedestrian networks in the FTDAs;

- Municipalities should develop detailed area plans for the FTDA that provide details on land use, densities, transportation networks, and urban design.

RGS Action 1.2.6(c)(iii) in coordination with the provision of transit service, establish or maintain reduced residential and commercial parking requirements within Frequent Transit Development Areas (where appropriate)

Responding to this action:

Municipalities are responsible for regulating the amount of parking in new developments, as well as some transportation demand management features which affect the need for parking. Matching parking supply with parking demand can reduce neighbourhood parking impacts, encourage alternatives to private vehicle ownership and use, and reduce unnecessary construction costs of parking structures, thereby improving housing affordability in the case of apartments.

To assist municipalities in setting parking rates for new apartment developments, in 2012 Metro Vancouver completed the Metro Vancouver Apartment Parking Study. The technical report and summary booklet may be accessed here: *http://www.metrovancouver.org/planning/development/strategy/Pages/Implementation.aspx*

The study outlines practical opportunities for municipalities to consider including in their Official Community Plans and Regional Context Statements related to parking for new apartment developments:

- Treating on-site and street parking as a system to eliminate spillover impacts and maximize efficiencies;

- Recognizing emerging trends with regards to vehicle ownership, transit usage, and parking needs;

- Encouraging expansion of car-share programs, where feasible, to reduce vehicle ownership;

- Reducing parking supply rates near the Frequent Transit Network to match demand, and/or to set parking maximum supply rates;

- Encouraging developers to unbundle parking stalls from apartment units or allowing consumers to opt out of a bundled parking stall;

- Allowing amendments to parking supply after unit pre-sales and before building construction; and

- Encouraging apartment developments, specifically rental, at locations with frequent transit such as in Frequent Transit Development Areas.

Space for car-sharing in Vancouver.

RGS Action 1.2.6(d)(ii) ensure development in General Urban areas outside of Urban Centres and Frequent Transit Development Areas are generally lower density than development in General Urban areas within Urban Centres and Frequent Transit Development Areas

Responding to this action:

- Regional Context Statements should include a policy statement that densities for General Urban areas outside of Urban Centres and FTDAs are generally lower than for areas within Urban Centres and FTDAs, and include a density maximum for General Urban areas; and

- Existing OCP land use designations and/or zoning may permit higher density growth in portions of General Urban areas outside of Urban Centres and FTDAs; these areas should not be expanded and the densities should not be increased beyond densities specified for Urban Centres and FTDAs. In general, policies and regulations should be updated to support higher density growth in Urban Centres and Frequent Transit Development Areas than in other General Urban areas.

RGS Action 1.2.6(d)(iii) where appropriate, identify small scale Local Centres in the General Urban areas that provide a mix of housing types, local-serving commercial activities and good access to transit. Local Centres are not intended to compete with or compromise the role of Urban Centres and should preferably be located within Frequent Transit Development Areas

Responding to this action:

- Local Centres were identified by municipalities at the time the RGS was adopted and are shown on Map 11 (Local Centres, Hospitals and Post-Secondary Institutions) of the Regional Growth Strategy. If the municipality wishes to identify new Local Centres, they should preferably be located within Frequent Transit Development Areas and on TransLink's Frequent Transit Network.

RGS Action 1.2.6(d)(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

Responding to this action:

- Regional Context Statements should include a definition of "non-residential major trip-generating uses" (e.g., large format retail, entertainment complexes, etc.); and

- Regional Context Statements should reference municipal OCP policy that non-residential major trip-generating uses are to be located in Urban Centres and FTDAs and not outside of those areas.

RGS Action 1.2.6(e) include policies that, for Urban Centres or Frequent Transit Development Areas that overlay Industrial, Mixed Employment, or Conservation and Recreation areas, the Industrial, Mixed Employment and Conservation and Recreation intent and policies prevail, except that higher density commercial would be allowed in the Mixed Employment areas contained within the overlay area

Responding to this action:

- Regional Context Statements should reference municipal OCP policies that support the underlying Industrial, Mixed Employment or Conservation and Recreation designations within FTDAs; and

- Regional Context Statements may refer to policies in the municipality's OCP that permit higher density commercial development in Mixed Employment areas that are located within FTDAs.

RGS Action 1.2.6(f) for Urban Centres, Frequent Transit Development Areas and General Urban areas, include policies which:

i) **support continued industrial uses by minimizing the impacts of urban uses on industrial activities;**

ii) **encourage safe and efficient transit, cycling and walking;**

iii) **implement transit priority measures, where appropriate;**

iv) **support district energy systems and renewable energy generation, where appropriate.**

Responding to this action:

- Regional Context Statements should reference municipal OCP policies that support advancing these strategies in Urban Centres, FTDAs and General Urban areas.

This New Westminster development adds a ten theatre cinema and shops right at the SkyTrain station (New Westminster Station).

3.2 Using Regional Growth Strategy Table 3

The RGS includes general guidance on the land use and transportation characteristics of FTDAs in Table 3. Refer to RGS Table 3 as a guide when identifying and including policy statements on FTDAs in OCPs and Regional Context Statements. Appendix 2 provides additional planning considerations for FTDAs based on the guidance provided in Table 3.

Excerpt from RGS Table 3: Guidelines for Urban Centres and Frequent Transit Development Areas

TYPE	DESCRIPTION AND LAND USE CHARACTERISTICS	TRANSPORTATION CHARACTERISTICS
Frequent Transit Development Areas *Focal areas for growth in alignment with TransLink's Frequent Transit Network*	• Locations determined by municipalities, in consultation with TransLink, in accordance with local area plans • Defined as appropriate locations generally within 800 metres of a rapid transit station or within 400 metres of TransLink's Frequent Transit Network • Focus for medium and higher density housing (in General Urban only), including affordable housing choices, and mixed uses with concentrated growth at appropriate locations along TransLink's Frequent Transit Network • Employment, services, business and commercial activities, and may include cultural, institutional, and community uses, typically serving the local area • Industrial uses • Parks, greenspace and ecological areas	• Existing or planned Frequent Transit Network service • Provision of transit priority measures and other transit-supportive road infrastructure and operations • High quality, accessible walking and cycling environment

3.3 Other Frequent Transit Development Area Actions Identified in the Regional Growth Strategy

In addition to actions identified in Goal 1 of the RGS, additional actions that support FTDAs are included in other goals of the RGS. These actions are referenced below for information:

Action 2.1.4(a) include policies that support appropriate economic development in Urban Centres, Frequent Transit Development Areas, Industrial and Mixed Employment areas.

Action 2.1.4(c) include policies that discourage major commercial and institutional development outside of Urban Centres or Frequent Transit Development Areas.

Action 2.2.4(d)(iii) support the regional objective of concentrating commercial and other major trip-generating uses in Urban Centres and Frequent Transit Development Areas.

Action 2.2.4(d)(iv) where Mixed Employment areas are located within Urban Centres or Frequent Transit Development Areas, support higher density commercial development and allow employment and service activities consistent with the intent of Urban Centres or Frequent Transit Development Areas.

Action 3.3.4(c) focus infrastructure and amenity investments in Urban Centres and Frequent Transit Development Areas, and at appropriate locations along TransLink's Frequent Transit Network.

FTDAs are more than just higher growth areas, they are neighbourhoods within communities. The following requested actions may be met by municipalities by including policies within municipal plans or strategies and which may be referenced in Regional Context Statements:

Action 4.2.4(b) locate community, arts, cultural, recreational, institutional, medical/health, social service, education facilities and affordable housing development in Urban Centres or areas with good access to transit.

Action 4.2.4(c) provide public spaces and other place-making amenities for increased social interaction and community engagement.

Action 4.2.4(d) support active living through the provision of recreation facilities, parks, trails, and safe and inviting pedestrian and cycling environments.

Action 4.2.4(e) support food production and distribution throughout the region, including in urban areas, roof top gardens, green roofs and community gardens on private and municipally-owned lands and healthy food retailers, such as grocery stores and farmers' markets near housing and transit services.

Action 4.2.4(f) assess overall health implications of proposed new communities, infrastructure and transportation services, including air quality and noise, with input from public health authorities.

Brentwood Town Centre, Burnaby

4. FREQUENT TRANSIT DEVELOPMENT AREA BOUNDARIES

The RGS states that FTDAs should be identified within the OCP and Regional Context Statement, and that the parcel-based boundaries of the FTDAs be included in the Regional Context Statement. The FTDA boundary locations will be determined by the municipality through their OCP and Regional Context Statement process in consultation with Metro Vancouver and TransLink, and generally include higher density residential and commercial land use designations for that area as set out in the OCP. Note that boundaries for FTDAs should not overlap with other FTDA or Urban Centre boundaries.

Defining the FTDA boundaries helps with monitoring population and employment growth, and also clearly delineates areas for higher densities, and areas where densities will be lower. Municipalities can amend the FTDA boundaries without submitting a new Regional Context Statement to the Metro Vancouver for Board approval (see RGS sections 6.2.8 (p. 59) and 6.12.3 (p. 63). If municipalities do amend the FTDA boundaries, they are requested to forward any change to Metro Vancouver for monitoring purposes.

5. PROCESS FOR IDENTIFYING FREQUENT TRANSIT DEVELOPMENT AREAS IN REGIONAL CONTEXT STATEMENTS

FTDAs are identified through the Regional Context Statement process. The steps for developing or amending a Regional Context Statement are outlined in the Metro Vancouver document titled "Regional Growth Strategy Implementation Guideline #1 – Regional Context Statements," adopted by the Metro Vancouver Board in 2012 (see *http://public.metrovancouver.org/planning/development/strategy/GrowthStrategyDocs/1136RGS_ContextGuide1_Mar2a.pdf*).

The development and acceptance of a Regional Context Statement comprises four steps:

1 **Initiation of an Official Community Plan and Regional Context Statement**
The municipality begins work on the OCP and Regional Context Statement. Municipal staff meets with Metro Vancouver staff and TransLink staff to discuss the potential for FTDAs in their community and possible locations.

2 **Metro Vancouver Staff Review of Draft OCP and Regional Context Statement**
If the municipality intends to identify FTDAs, then the FTDAs must be included in the draft Regional Context Statement and the FTDA boundaries shown on a map. Metro Vancouver staff and TransLink staff will review and provide comment on the draft Regional Context Statement, including providing feedback on the proposed FTDA. TransLink provides written comments on the FTDA that the municipality submits to Metro Vancouver when submitting the Regional Context Statement, a high level of certainty for TransLink's support of the FTDAs.

3 **Formal Submission of Regional Context Statement by Municipality**
This step signals the legislated Regional Context Statement acceptance process. The municipality forwards the Regional Context Statement with the proposed FTDA to the Metro Vancouver Board for acceptance. Written comments from TransLink commenting on the proposed FTDA must accompany the Regional Context Statement.

4 **Metro Vancouver Consideration of Regional Context Statement**
The Metro Vancouver Board will consider acceptance of the Regional Context Statement, and will also consider amendment to the Regional Growth Strategy to show the FTDA location on the RGS Map 2.

Identification of an FTDA constitutes a "Type 3" amendment to the Regional Growth Strategy (e.g., minor amendment with a voting threshold of 50% + 1 weighted vote of the Board; no regional public hearing required.
For further information on RGS amendments, see Sections 6.3 and 6.4 of the RGS and "Regional Growth Strategy Implementation Guideline #2 – Amendments to the Regional Growth Strategy". To make the amendment process more efficient, the municipality may request the Metro Vancouver Board amend the Regional Growth Strategy to consider the inclusion of the FTDA at the time it submits its Regional Context Statement.

6. REFERENCES

Metro Vancouver Regional Growth Strategy Website:
http://www.metrovancouver.org/planning/development/strategy/Pages/default.aspx

Additional documents, websites and references:

1. Centre for Neighbourhood Technology, *TOD203: Transit Corridors and TOD, Connecting the Dots*,
    http://reconnectingamerica.org/resource-center/books-and-reports/2010/tod-203-transit-corridors-and-tod/

2. Centre for Neighbourhood Technology, *TOD204: Planning for TOD at the Regional Scale, The Big Picture*,
    http://reconnectingamerica.org/resource-center/browse-research/2011/tod-204-planning-for-tod-at-the-regional-scale/

3. City of Coquitlam, 2012, *Transit-Oriented Development Strategy*,
    http://www.coquitlam.ca/Libraries/Community_Planning_Documents/Coquitlam_Transit-Oriented_Development_Strategy.sflb.ashx

4. City of Vancouver, *Cambie Corridor Plan*,
    http://vancouver.ca/files/cov/Cambie-Corridor-Plan.pdf

5. San Francisco Bay Area, Priority Development Areas,
    http://www.bayareavision.org/initiatives/prioritydevelopmentareas.html

6. TransLink's Frequent Transit Network Map
    http://www.translink.ca/en/Plans-and-Projects/Frequent-Transit-Network.aspx

7. TransLink, *Managing the Transit Network*
    http://www.translink.ca/~/media/documents/plans_and_projects/managing_the_transit_network/managing_the_network_primer.ashx

8. TransLink, *Transit Oriented Communities: A Primer on Key Concepts*
    http://www.translink.ca/~/media/documents/plans_and_projects/transit_oriented_communities/transit_oriented_communities_primer.ashx

9. TransLink, *Transit Oriented Communities: Design Guidelines*
    http://www.translink.ca/~/media/documents/plans_and_projects/transit_oriented_communities/transit_oriented_communities_design_guidelines.ashx

10. TransLink, *Transit Passenger Facility Design Guidelines*
    http://www.translink.ca/~/media/Documents/plans_and_projects/transit_oriented_communities/TPFDG%20Print%20Version.ashx

11. UK Royal Institution of Chartered Surveyors. *Transport Development Areas: Guide to Good Practice.*
    http://connectedcities.eu/showcases/tda.html

12. Urban Land Institute (2003), *Ten Principles for Successful Development Around Transit.*
    http://www.uli.org/wp-content/uploads/2012/07/TP_DevTransit.ashx_.pdf

T Frequent Transit Network in Metro Vancouver

This map shows the Frequent Transit Network as of September 2012. The Frequent Transit Network is updated by TransLink from time to time. Please refer to TransLink's website to view the most recent version of the Frequent Transit Network map http://www.translink.ca/en/Schedules-and-Maps/System-Maps.aspx

APPENDIX 2: ADDITIONAL PLANNING CONSIDERATIONS FOR FREQUENT TRANSIT DEVELOPMENT AREAS

This appendix provides information in addition to the guidance presented in Sections 3 and 4 when planning and identifying FTDAs. The content in this section supplements the actions requested of municipalities in the RGS, but does not introduce new requirements for the purposes of the Regional Context Statement acceptance process. These additional planning considerations are key ingredients to create successful FTDAs.

1. Urban Structure Elements

a. Find Opportunities Along the Frequent Transit Network (FTN)

FTDAs should be located generally within 800 metres of a rapid transit station or within 400 metres of TransLink's Frequent Transit Network as per Table 3 of the RGS. Locating FTDAs farther away from the 800 and 400 metre buffers could result in inefficient branching of the transit network and also means greater distances for people to access the transit system. FTDAs may be located along a single Frequent Transit Network corridor or at the intersection of multiple Frequent Transit Network routes (Figure 2).

If the proposed FTDA is not on the existing Frequent Transit Network, then it should be at a location where Frequent Transit Network extension or enhancement meets transit network design principles and where future densities and land uses can generate sufficient demand along the corridor (not just at the node).
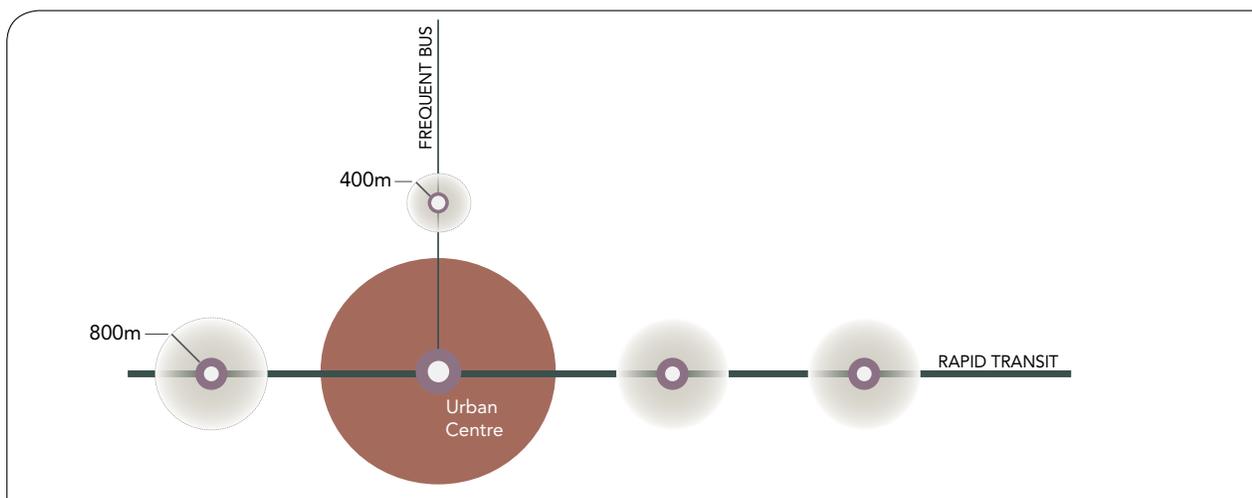

Figure 2: FTDA Proximity to FTN

b. FTDAs should have good accessibility to key destinations

Having good accessibility to key destinations by walking, biking or transit improves the propensity for people to travel by those modes. Accessibility to destinations by transit can be improved in two ways: by bringing more jobs, services and facilities closer to where people live, or by improving transit frequency, reliability, and travel times for passengers. If strategically located, Frequent Transit Development Areas can provide these two benefits.

c. FTDAs should "be on the way" to other destinations

FTDAs work best if they are located along reasonably direct corridors so that most destinations are conveniently connected (or "on the way") to other designations (Figure 3). A desirable performance attribute for the Frequent Transit Network is to have high transit productivity in both directions. Locating FTDAs in areas where there is underutilized transit capacity can create more balanced transit loads without increasing transit expenditures. FTDAs located as anchors at terminus or mid-points on a transit corridor can support improved transit productivity.
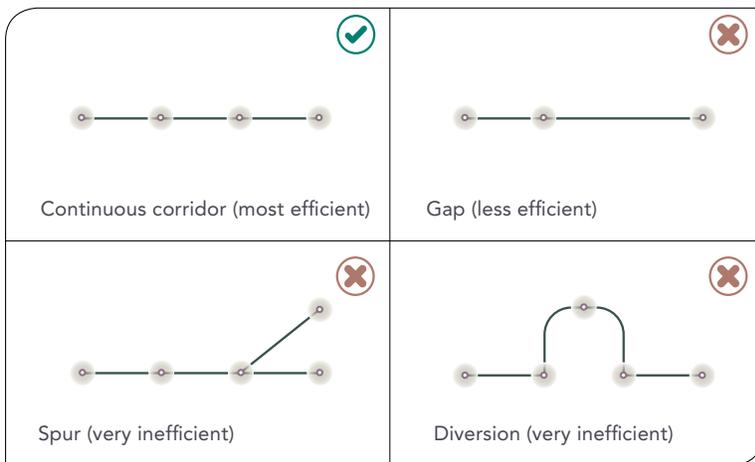

| Continuous corridor (most efficient) | Gap (less efficient) |
| Spur (very inefficient) | Diversion (very inefficient) |

Figure 3: FTDA Locations   Graphic concept courtesy of TransLink

d. Complement Urban Centres with FTDAs

Urban Centres are intended to be the region's primary focal points for concentrated growth and transit service. FTDAS should complement Urban Centres, so planning for them should be done within the context of planning for growth within the municipality, the subregion, and the region. Ideally, planning for FTDAs should be done in the context of planning along the length of a transit corridor. Some transit corridors traverse across municipal boundaries, so consideration should be given to destinations, FTDAs and Urban Centres outside of municipal boundaries.

e. Set out an appropriate number of FTDAs

It is the role of municipalities to determine the appropriate number of FTDAs and to seek a balance between the number of Urban Centres and FTDAs as part of the overall local planning to accommodate

growth. This will in part depend on the stage of development of the municipality, the capacity for growth, the existing Frequent Transit Network service, and the prospects for new Frequent Transit Network corridors. For example, some municipalities concentrate growth in one large Urban Centre, some focus growth in a number of centres, and some will have a mix of centres and FTDAs.

f. Set out appropriate land use policies and regulations to support FTDAs

Proposed FTDAs should be identified in OCPs as growth areas, and correspondingly, include appropriate land use designations and zoning regulations to accommodate higher densities within those areas. Land use designations in the OCP should support higher densities that accommodate population and jobs and a mix of land uses. Density for FTDAs will be determined by municipalities, but generally they should be higher than densities specified for RGS General Urban areas, and must be sufficient to accommodate more growth within the FTDA.

Housing is an important component of FTDAs. Affordable housing across the spectrum of housing needs should be emphasized in FTDAs. Moreover, if redevelopment of an area has the potential to impact an existing stock of rental or affordable housing, policies should be included to avoid a net loss of stock of rental units.

g. FTDAs should not destabilize Industrial Uses

FTDAs are "overlays", which means that the underlying regional land use designations still apply. The overlays enable higher density residential and commercial development for General Urban areas, and higher density commercial development for Mixed Employment areas. It is possible to have Industrial and Conservation and Recreation regional land use designations overlaid with an FTDA, in which cases the intent and policies for of the Industrial and Mixed Employment land use designations still apply.

2. Transportation Support Elements

a. FTDAs need street connectivity to support cycling and walking

FTDAs should be located in areas that have high street connectivity, which make cycling and walking more conducive for travel and for more direct access to transit stations or stops. Alternately, if existing street connectivity is poor, FTDA area plans should indicate how the street network will be improved over time. TransLink's "Transit Oriented Communities Design Guidelines" (Section D2: Distance), provides further guidance on improving street connectivity and increasing pedestrian and cyclist connections.

b. FTDA should support efficient transit operations, and goods and service vehicle movement

FTDAs should have, or be planned to have, transit priority measures and transportation demand management measures, such as parking pricing and parking management. In addition to supporting higher shares of transit, cycling, and walking use, FTDAs should integrate the safe and efficient movement of goods and service vehicles into the broader transportation network.

3. Process Elements

a. Carry out local planning processes for FTDAs

There should be a locally approved plan for the FTDA which supports its designation as a growth area. Having a plan that has been created through a public process, including consultation with TransLink, and adopted by the municipal council, builds support for the FTDA. Plans for FTDAs are generally comprehensive and go beyond what is suggested in these guidelines, and consider topics such as the expansion of housing affordability, housing diversity, reducing parking supply, incorporating quality urban design, enhancing place making features and including green building and infrastructure components. Also, TransLink's Transit-Oriented Communities Design Guidelines provides guidance on how to support place-making Section D3: Design).

b. Consider the phasing and timing of FTDAs

The RGS does not provide specific guidance on the phasing or timing of FTDA development. The FTDAs may be used by municipalities as a tool to phase growth in particular areas over time. In the future, when municipalities need to look for new areas to accommodate more growth, they can identify new FTDAs through local planning processes. This is a useful approach because it sends a coordinated signal as to the areas that are planned to experience growth and change. The sooner that FTDA locations are identified, the greater the certainty is provided to decision-makers as to the places for investments in infrastructure and services.

Metrotown, Burnaby.

What locations are suitable for FTDAs?

There are two important considerations when contemplating FTDAs:

- Their relationship to the Frequent Transit Network, and

- Whether approved municipal plans or policies exist to support growth in these locations (these plans should support the form and function of FTDAs as described in these guidelines (e.g., accommodate growth, and support urban structure and transportation elements – Figure 4).

Suitable FTDA Locations: Areas on the Frequent Transit Network that are supported by approved municipal plans or policies to accommodate more growth.

Potential FTDA Location: Areas on the Frequent Transit Network that do not currently have approved municipal plans or policies to accommodate growth. Municipalities may wish to consider undertaking local area planning processes for these areas to identify this location as a FTDA in the Regional Context Statement.

Potential FTDA Location: Areas off the Frequent Transit Network, but have approved municipal plans or policies to accommodate growth and that have the planned characteristics that would generate the transit demand to create a viable extension of the Frequent Transit Network. Municipalities may wish to identify these as FTDAs to signal the prioritizing for new transit investments after taking into consideration existing Urban Centres and FTDAs on the existing Frequent Transit Network.

Not Suitable FTDA Locations: Areas off the Frequent Transit Network, not supported by approved municipal plans or policies for growth.
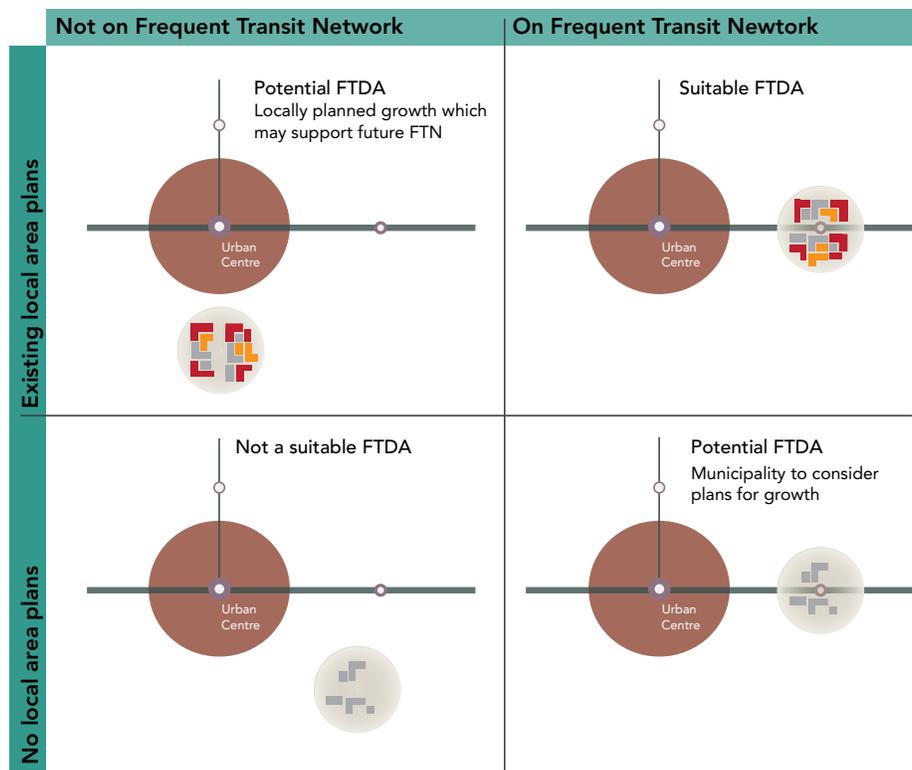

Figure 4: Location Suitability for FTDAs

APPENDIX 3: FREQUENTLY ASKED QUESTIONS

Q1. Should all rapid transit stations outside the Urban Centres be designated as FTDAs?

While it is generally desired to have higher densities around rapid transit stations, not all rapid transit stations are well suited to higher densities, support high walk, bike and transit mode shares or have been planned to accommodate more growth. For example, several stations in the region do not meet the full range of criteria or considerations in these guidelines and would not be suitable as FTDAs.

Q2. Should all major transit exchanges outside the Urban Centres be designated as FTDAs?

Generally major transit exchanges have good transit service offered by multiple routes and are often connected with rapid transit stations. Locating an FTDA around or adjacent to a major transit exchange would offer high levels of accessibility. Major transit exchanges outside of existing Urban Centres would need to be planned for growth in order to be considered for FTDA designation.

Q3. We would like to consider an FTDA that is currently not on TransLink's Frequent Transit Network. How does the process work in this situation?

It is generally desired to have most of the FTDAs located along the Frequent Transit Network. However, there will be instances where it may make sense to locate an FTDA away from the existing Frequent Transit Network. In these circumstances, the node and the corridor connecting to the existing Frequent Transit Network would need to generate a higher level of transit demand (through land use, development activity, and policy for example) to warrant extending the Frequent Transit Network when resources become available. These locations would require close collaboration with TransLink and Metro Vancouver to review their feasibility.

Q4. What is the status of TransLink's concept map of a potential Frequent Transit Network shown in Transport 2040 and Metro Vancouver's RGS?

TransLink's concept map of a potential Frequent Transit Network (shown in its Transport 2040 document) is shown in the RGS for illustrative purposes only. A technical analysis or feasibility analysis was never conducted for this map or for the future network. The future location and extent of the Frequent Transit Network requires supportive municipal land use planning, policy and complementary actions. Therefore, this concept map alone should not be used to guide location decisions for FTDAs located off the existing Frequent Transit Network. The guidelines in this document and future guidelines and strategies that are developed by TransLink and Metro Vancouver for the Frequent Transit Network will provide additional advice on the types of land uses and built environment characteristics that support Frequent Transit Network levels of service. The focus for most FTDAs should be on the existing Frequent Transit Network.

Q5. We are considering identifying a location to accommodate more growth, including employment growth. Should we be considering designating this as a new Urban Centre or a Frequent Transit Development Area, or focusing the growth into an existing growth area?

The decision to include an area as an Urban Centre or an FTDA will depend on the municipality's overall framework for accommodating growth, the number of existing Urban Centres or FTDAs and other factors. Municipalities should discuss the status and potential of an area with Metro Vancouver and TransLink prior to submitting the Regional Context Statement to Metro Vancouver for acceptance.

Brighouse Station, Richmond

Q6. We have identified high growth, transit-oriented areas in existing OCPs or Local Area Plans. Do we need to undertake further planning processes to identify them in the Regional Context Statement?

Municipalities that have identified areas as growth locations within existing OCPs may wish to designate those areas in their Regional Context Statements as FTDAs, without any further public processes, as public consultation would have been undertaken when the areas were initially identified in the OCP. Note that the process for developing a Regional Context Statement, and hence identifying FTDAs, requires an amendment to the OCP bylaw. The amendment of an OCP bylaw includes the provision for a public hearing, providing an additional opportunity for the public to comment on the proposed FTDA.

Q7. What is TransLink's obligation to increase transit service to accepted Frequent Transit Development Areas?

TransLink is unable to guarantee increases to transit service beyond what is already included in fully funded and approved base plans. Demand on all transit corridors is monitored continually, and service is adjusted as resources and regional priorities allow. TransLink may adopt new policies (e.g. through updates to the Regional Transportation Strategy) that will establish a stronger nexus between Frequent Transit Network funding and prioritization to Frequent Transit Development Areas.

Q8. What is TransLink's role in identifying and supporting FTDAs?

TransLink can assist in providing technical advice, analytical tools and guidance for selecting FTDAs in order to support implementation of the RGS and optimizing the transportation system. TransLink endorses the FTDAs identified by municipalities as part of the Regional Context Statement process. TransLink also supports Metro Vancouver and municipalities in implementing and monitoring FTDAs and transit corridors. TransLink can increase service levels at FTDAs as demand materializes and as funding becomes available.

Q9. What is the relationship between FTDAs and TransLink's Area Transit Planning Processes?

Most FTDAs will be designated outside of TransLink's Area Transit Planning process. Area Transit Plans provide direction on the expected future transit network, and are helpful in determining future FTDA locations. The OCP and Regional Context Statement can also provide some direction to the Area Transit Planning process for potential FTDAs.

Q10. Although the West Coast Express does not operate on Frequent Transit Network levels of service, can the station areas be identified as FTDAs?

West Coast Express station areas can be identified as an FTDA if the municipality wishes to accommodate more growth near the station. West Coast Express stations that are located off the Frequent Transit Network would be treated like any other location that is not on the FTN. In practice, most West Coast Express stations are already located within Urban Centre boundaries, therefore there are very few FTDA candidate sites along the West Coast Express corridor.

Q11. What are the differences between FTDAs, Municipal Town Centres, Local Centres?

The RGS Table 3 describes the land use and transportation characteristics for Municipal Town Centres and FTDAs. Local Centres are identified in Regional Context Statements at the discretion of municipalities but they have not been identified on RGS Map 2, nor have regional growth targets been identified for Local Centres (but are shown on RGS Map 11). The following table helps explain the differences between these three types of areas.

● = required elements   ○ = desired elements   n/a = not applicable/not regionally significant

	MUNICIPAL TOWN CENTRE	FREQUENT TRANSIT DEVELOPMENT AREA	LOCAL CENTRE
Will help meet regional growth objectives and targets	●	●	n/a
Located on the existing or planned Frequent Transit Network	○	●	○
Has multiple connecting transit routes	○	○	○
Has multiple land uses	●	○	○
Parcel-based boundaries in Regional Context Statement	●	●	n/a
Requires RGS amendment to add (or delete) in Regional Context Statement	● (Type 2)*	● (Type 3)*	n/a (No amendment)

*See Regional Growth Strategy, sections 6.3 and 6.4 for information on RGS amendments, or "Regional Growth Strategy Implementation Guideline #2 – Amendments to the Regional Growth Strategy."

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