

***COUNCIL WORKSHOP AGENDA***

***January 9, 2017***

***10:00 a.m.***

***Blaney Room, 1<sup>st</sup> Floor, City Hall***

*The purpose of the Council Workshop is to review and discuss policies and other items of interest to Council. Although resolutions may be passed at this meeting, the intent is to make a consensus decision to send an item to Council for debate and vote or refer the item back to staff for more information or clarification. The meeting is live streamed and recorded by the City of Maple Ridge.*

***REMINDERS***

**January 9, 2017**

Closed Council

Committee of the Whole Meeting

following Workshop

1:00 p.m.

1. ***ADOPTION OF THE AGENDA***
2. ***MINUTES***
  - 2.1 Minutes of Council Workshop Meetings
    - November 28, 2016
    - December 5, 2016
3. ***PRESENTATIONS AT THE REQUEST OF COUNCIL***
4. ***MAYOR AND COUNCILLORS' REPORTS***
5. ***UNFINISHED AND NEW BUSINESS***
  - 5.1 **Proposed Parks, Recreation and Cultural Facilities Consultation - Survey Update Presentation**
    - Jennifer Wilson, Jennifer Wilson Consultants
  - 5.2 **Children and Youth Programming Presentation**
    - David Speers, Recreation Coordinator Health and Wellness

### 5.3 Metro Vancouver Sewerage Extension Provisions

Staff report dated January 9, 2017 recommending that the report be forwarded to the Greater Vancouver Regional District in response to the proposed Greater Vancouver Regional District, Regional Growth Strategy Amendments Bylaw No. 1236, 2016.

### 5.4 Snow Clearing Update

Verbal update by the General Manager of Public Works and Development

### 5.5 2017 Property Assessments and Taxation

Presentation by the Manager of Financial Planning

## 6. *CORRESPONDENCE*

### 6.1 Upcoming Events

January 26, 2017 4:00 p.m.	The Chamber Office Grand Opening and Ribbon Cutting, 20214 Lougheed Highway Organizer: Maple Ridge-Pitt Meadows Chamber of Commerce
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## 7. *BRIEFING ON OTHER ITEMS OF INTEREST/QUESTIONS FROM COUNCIL*

Links to member associations:

- Union of British Columbia Municipalities (“UBCM”) Newsletter *The Compass*
  - <http://www.ubcm.ca/EN/main/resources/past-issues-compass/2016-archive.html>
- Lower Mainland Local Government Association (“LMLGA”)
  - <http://www.lmlga.ca/>
- Federation of Canadian Municipalities (“FCM”)
  - <https://www.fcm.ca/>

8. ***MATTERS DEEMED EXPEDIENT***

9. ***NOTICE OF CLOSED COUNCIL MEETING***

The meeting will be closed to the public pursuant to Sections 90 (1) and 90 (2) of the *Community Charter* as the subject matter being considered relates to the following:

1. Personal information about an identifiable individual who holds or is being considered for a position on a Committee of Council.
2. The acquisition of land or improvements of which the council considers that disclosure might reasonably be expected to harm the interests of the municipality.
3. Any other matter that may be brought before the Council that meets the requirements for a meeting closed to the public pursuant to Sections 90 (1) and 90 (2) of the *Community Charter* or *Freedom of Information and Protection of Privacy Act*.

10. ***ADJOURNMENT***

Checked by: \_\_\_\_\_  
Date: \_\_\_\_\_

## Rules for Holding a Closed Meeting

**Section 90(1)** A part of a council meeting may be closed to the public if the subject matter being considered relates to one or more of the following:

- (a) personal information about an identifiable individual who holds or is being considered for a position as an officer, employee or agent of the municipality or another position appointed by the municipality;
- (b) personal information about an identifiable individual who is being considered for a municipal award or honour, or who has offered to provide a gift to the municipality on condition of anonymity;
- (c) labour relations or employee negotiations;
- (d) the security of property of the municipality;
- (e) the acquisition, disposition or expropriation of land or improvements, if the council considers that disclosure might reasonably be expected to harm the interests of the municipality;
- (f) law enforcement, if the council considers that disclosure might reasonably be expected to harm the conduct of an investigation under or enforcement of an enactment;
- (g) litigation or potential litigation affecting the municipality;
- (h) an administrative tribunal hearing or potential administrative tribunal hearing affecting the municipality, other than a hearing to be conducted by the council or a delegate of council
- (i) the receipt of advice that is subject to solicitor-client privilege, including communications necessary for that purpose;
- (j) information that is prohibited or information that if it were presented in a document would be prohibited from disclosure under section 21 of the Freedom of Information and Protection of Privacy Act;
- (k) negotiations and related discussions respecting the proposed provision of a municipal service that are at their preliminary stages and that, in the view of the council, could reasonably be expected to harm the interests of the municipality if they were held in public;
- (l) discussions with municipal officers and employees respecting municipal objectives, measures and progress reports for the purposes of preparing an annual report under section 98 [annual municipal report]
- (m) a matter that, under another enactment, is such that the public may be excluded from the meeting;
- (n) the consideration of whether a council meeting should be closed under a provision of this subsection of subsection (2)
- (o) the consideration of whether the authority under section 91 (other persons attending closed meetings) should be exercised in relation to a council meeting.

**Section 90(2)** A part of a council meeting must be closed to the public if the subject matter being considered relates to one or more of the following:

- (a) a request under the Freedom of Information and Protection of Privacy Act, if the council is designated as head of the local public body for the purposes of that Act in relation to the matter;
- (b) the consideration of information received and held in confidence relating to negotiations between the municipality and a provincial government or the federal government or both, or between a provincial government or the federal government or both and a third party;
- (c) a matter that is being investigated under the Ombudsperson Act of which the municipality has been notified under section 14 [Ombudsperson to notify authority] of that Act;
- (d) a matter that, under another enactment, is such that the public must be excluded from the meeting;
- (e) a review of a proposed final performance audit report for the purpose of providing comments to the auditor general on the proposed report under section 23 (2) of the *Auditor General for Local Government Act* .

## 2.1 Council Workshop Meeting Minutes

***COUNCIL WORKSHOP MINUTES***

November 28, 2016

The Minutes of the City Council Workshop held on November 28, 2016 at 10:00 a.m. in the Blaney Room of City Hall, 11995 Haney Place, Maple Ridge, British Columbia for the purpose of transacting regular City business.

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***PRESENT***

*Elected Officials*

Mayor N. Read  
Councillor K. Duncan  
Councillor B. Masse  
Councillor G Robson  
Councillor T. Shymkiw  
Councillor C. Speirs

*Absent*

Councillor C. Bell

*Appointed Staff*

E.C. Swabey, Chief Administrative Officer  
K. Swift, General Manager of Community Development,  
Parks, Recreation and Culture  
P. Gill, General Manager Corporate and Financial Services  
F. Quinn, General Manager Public Works and Development  
Services  
L. Darcus, Manager of Legislative Services

A. Gaunt, Confidential Secretary

*Other Staff as Required*

R. Stott, Environmental Planner  
D. Cramb, Senior Recreation Manager  
M. Myers, Marketing and Communications Coordinator,  
Parks, Recreation and Culture  
T. Camire, Administrative Assistant, Communications

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Note: These Minutes are posted on the City Web Site at [www.mapleridge.ca](http://www.mapleridge.ca)

1. ***ADOPTION OF THE AGENDA***

The agenda was adopted with the removal of the following:

4. Mayor and Councillors' Reports

2. ***MINUTES***

2.1 **Minutes of the November 21, 2016 Council Workshop Meeting**

R/2016-528

It was moved and seconded

**That the minutes of the Council Workshop Meeting of November 21, 2016 be adopted as circulated.**

CARRIED

3. ***PRESENTATIONS AT THE REQUEST OF COUNCIL*** – Nil

Note: Item 4.0 was removed from the agenda

4 ***MAYOR'S AND COUNCILLORS' REPORTS***

5. ***UNFINISHED AND NEW BUSINESS***

5.1 **Mayors' Council on Regional Transportation Approval of 2017 Phase One Investment Plan**

Mayor Read introduced Mike Buda, Executive Director, TransLink Mayors' Council.

Mr. Buda introduced Sarah Ross, News Director of Systems Planning. He gave a power point presentation providing information on Phase One of the 10-Year Vision for Regional Transportation approved by the TransLink Mayors' Council. He spoke to the success story for sustainable transportation in Metro Vancouver and the concerns with the lack of growth in transit since 2009 compared to growth in population and outlined the vision to improve transit in the region going forward. He provided highlights of the 10 Year vision established since the referendum on transit and advised on the 2017 Investment Plan as Phase One of the implementation of the 10-Year Vision.

Ms. Ross provided information on improvements to the transit system in Maple Ridge.

## 5.2 Provincial Updates on Purpose Built Housing Facility and Interim Plan

Invitations issued to:

- Honourable Rich Coleman, Minister of Natural Gas Development and Minister Responsible for Housing
- Doug Bing, MLA Maple Ridge-Pitt Meadows
- Marc Dalton, MLA Maple Ridge-Mission
- Shane Ramsey, Chief Executive Officer, BC Housing
- Dominic Flanagan, Executive Director of Supported Housing, BC Housing

Due to other commitments, none of the invitees were able to attend.

R/2016-529

It was moved and seconded

**That staff send a letter requesting an update and invite them to attend a future meeting.**

CARRIED

## 5.3 Fisheries Act Reform 2017

The Environmental Planner gave a power point presentation providing the following information:

- Background on the 2016 Federal Fisheries Act Reform
- Key issues and concerns with the proposed revisions

R/2016-530

It was moved and seconded

**That the Mayor be authorized to sign a letter to the federal Standing Committee on Fisheries & Oceans to provide input into the proposed Fisheries Act reform measures including feedback and requests from Mayor and Council in addition to local community environmental stewardship advisory groups; and further**

**That a copy of the letter be sent to other appropriate agencies and relevant stakeholders.**

CARRIED

Councillor Robson - OPPOSED



**5.4 Parks, Recreation and Culture Infrastructure Consultation Process**

The Senior Recreation Manager introduced the topic.

The Marketing and Communications Coordinator provided a visual tour of the pages on the City's website providing access and information on the Community Facilities Conversation.

**6.0 *CORRESPONDENCE***

**6.1 Upcoming Events**

December 3, 2016 3:00 p.m.	Downtown Maple Ridge Christmas Market – Leisure Centre Organizer: Downtown Maple ridge Business Improvement Association
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**7. *BRIEFING ON OTHER ITEMS OF INTEREST/QUESTIONS FROM COUNCIL* – Nil**

**8. *MATTERS DEEMED EXPEDIENT* – Nil**

**9. *ADJOURNMENT* – 11:03 a.m.**

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N. Read, Mayor

Certified Correct

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L. Darcus, Corporate Officer

City of Maple Ridge

***COUNCIL WORKSHOP MINUTES***

December 5, 2016

The Minutes of the City Council Workshop held on December 5, 2016 at 10:00 a.m. in the Blaney Room of City Hall, 11995 Haney Place, Maple Ridge, British Columbia for the purpose of transacting regular City business.

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***PRESENT***

***Elected Officials***

Mayor N. Read  
Councillor K. Duncan  
Councillor B. Masse  
Councillor G Robson  
Councillor T. Shymkiw  
Councillor C. Speirs

***Absent***

Councillor C. Bell

***Appointed Staff***

E.C. Swabey, Chief Administrative Officer  
K. Swift, General Manager of Community Development,  
Parks and Recreation Services  
P. Gill, General Manager Corporate and Financial Services  
F. Quinn, General Manager Public Works and Development  
Services  
L. Darcus, Manager of Legislative Services

A. Gaunt, Confidential Secretary

***Other Staff as Required***

D. Pollock, Municipal Engineer  
C. Carter, Director of Planning  
M. Pym, Environmental Technician  
H. Exner, Fire Chief

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Note: These Minutes are posted on the City Web Site at [www.mapleridge.ca](http://www.mapleridge.ca)

1. ***ADOPTION OF THE AGENDA***

The agenda was adopted as circulated.

2. ***MINUTES*** – Nil

3. ***PRESENTATIONS AT THE REQUEST OF COUNCIL*** – Nil

4 ***MAYOR'S AND COUNCILLORS' REPORTS***

**Councillor Robson**

Councillor Robson attended the Christmas Parade and event

**Councillor Duncan**

Councillor Duncan attended a meeting with Michael Anhorn from the Canadian Mental Health Association.

**Councillor Speirs**

Councillor Speirs attended the Christmas Parade and event

**Mayor Read**

Mayor Read thanked all for the work done on business planning. She met with representatives from the Ministry of Child and Family Development and attended a meeting of the Strong Kids team.

**5. *UNFINISHED AND NEW BUSINESS***

**5.1 Asset Management Planning Program**

Staff report dated December 5, 2016 recommending that the application to the Asset Management Planning Program for the Integrated Asset Management Strategy for up to \$10,000 in matching funds be endorsed.

The Municipal Engineer reviewed the staff report.

R/2016-549

It was moved and seconded

**That the application to the Asset Management Planning Program for up to \$10,000 in matching funds be endorsed; and**

**That the City of Maple Ridge provide overall grant management of funds for the Integrated Asset Management Strategy, should the funding application be approved.**

CARRIED

**5.2 Canada-British Columbia Clean Water and Wastewater Fund**

Staff report dated December 5, 2016 recommending that an application to the Clean Water and Wastewater Fund for the 225 Street Pump Station and Force Main Update – Phase 1 be endorsed.

The Municipal Engineer reviewed the staff report.

R/2016-550

It was moved and seconded

**That the application to the Clean Water and Wastewater Fund for “225 Street Sewage Pump Station and Force Main Upgrade – Phase One” be endorsed; and**

**That the 2017-2021 Financial Plan Bylaw includes sufficient funding for the City's share of the Phase One project costs.**

CARRIED

**5.3 Environmental Management Strategy Implementation – Soil Deposit Regulation Bylaw Review Process Update and Draft Bylaw**

Staff report dated December 5, 2016 providing an update on the public consultation process on the soil deposit regulation bylaw and a summary of the draft bylaw amendments reflective of feedback from residents and local businesses.

The Environmental Technician gave a PowerPoint presentation providing information on the public consultation process to date, community feedback, the draft soil deposit bylaw and proposed changes to that bylaw and the next steps in the process.

**5.4 Letter to JIBC Requesting Reduced Costs**

Letter dated December 2, 2016 from the City of Maple Ridge to the Justice Institute of BC.

The Fire Chief reviewed the letter to be sent to the Justice Institute of BC.

R/2016-551

It was moved and seconded

**That the letter to the Justice Institute of BC be approved as written and sent to the Institute.**

CARRIED

**6. *CORRESPONDENCE***

**6.1 Upcoming Events**

December 7, 2016 7:00 p.m.	Naloxone Training Session – Greg Moore Youth Centre Organizer: Strong Kids Team and Alouette Addictions
December 9, 2016 8:45 a.m.	Grand Opening of Shipley's No Frills – 22427 Dewdney Trunk Road Organizer: Loblaw Companies Limited

**7. BRIEFING ON OTHER ITEMS OF INTEREST/QUESTIONS FROM COUNCIL**

Links to member associations:

- Union of British Columbia Municipalities (“UBCM”) Newsletter *The Compass*
  - <http://www.ubcm.ca/EN/main/resources/past-issues-compass/2016-archive.html>
- Lower Mainland Local Government Association (“LMLGA”)
  - <http://www.lmlga.ca/>
- Federation of Canadian Municipalities (“FCM”)
  - <https://www.fcm.ca/>

**8. MATTERS DEEMED EXPEDIENT**

**9. NOTICE OF CLOSED COUNCIL MEETING**

R/2016-552

It was moved and seconded

That the Council meeting immediately following this meeting be closed to the public pursuant to Section 90(1) and 90 (2) of the Community Charter as the subject matter being considered relates to the following:

1. Personal information about an identifiable individual who being considered for a position on a Committee of Council.
2. The acquisition of land and improvements of which the council considers that disclosure might reasonably be expected to harm the interests of the municipality;
3. Any other matter that may be brought before the Council that meets the requirements for a meeting closed to the public pursuant to Sections 90 (1) and 90 (2) of the Community Charter or Freedom of Information and Protection of Privacy Act.

CARRIED

10. *ADJOURNMENT* – 11:23 a.m.

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N. Read, Mayor

Certified Correct

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L. Darcus, Corporate Officer

**TO:** Her Worship Mayor Nicole Read  
and Members of Council  
**FROM:** Chief Administrative Officer  
**SUBJECT:** Metro Vancouver Sewerage Extension Provisions

**MEETING DATE:** January 9, 2017  
**FILE NO:** 11-5340-01  
**MEETING:** Workshop

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**EXECUTIVE SUMMARY:**

The Board of Directors of the Greater Vancouver Regional District (Metro Vancouver) has initiated minor amendment procedures for proposed amendments to the Regional Growth Strategy (RGS) *Metro Vancouver 2040: Shaping our Future* regarding the process related to extension of sewerage services and has reached out to all member municipalities seeking written comments, if any, on the proposed amendments by January 13, 2017.

The minor amendments, if approved by Metro Vancouver, provide improved clarity and consistency to the requests for sewer servicing of lands within a Rural, Agricultural or Conservation and Recreation regional land use designations outside the Urban Containment Boundary. As well, the Metro Vancouver amending bylaw provides greater levels of flexibility in the process for requesting extensions to regional sewerage services.

Upon review of the proposed amendments it is believed that the changes to the wording in the Regional Growth Strategy remain consistent with the City's Official Community Plan. However to strengthen the proposed Bylaw Implementation Guideline #7 document and to provide more regional consistency the following revisions are proposed and described in further detail within the body of the report:

1. Section 2.3.1; There is a lack of clarity regarding the definition of prohibitive costs
2. Section 2.3.2; On a Regional scale "not significant" exemptions have the potential to lead to a significant expansion of the sewer system and further clarity needs to be provided.
3. Clarify the process for renovations or changes to sewer capacity

**RECOMMENDATIONS:**

That the staff report dated January 9, 2017 titled "Metro Vancouver Sewerage Extension Provisions" in response to the proposed Greater Vancouver Regional District, Regional Growth Strategy Amendments Bylaw No. 1236, 2016 be forwarded to the Greater Vancouver Regional District.

## DISCUSSION:

### a) Background Context:

*Metro Vancouver 2040: Shaping our Future* was adopted in July 2011, with a number of policies speaking to the coordination within Metro Vancouver regarding the extension of the regional sewerage services. The overall intent was to ensure alignment between *Metro 2040* policies, as governed by the Metro Vancouver Board, and regional works and services governed by the GVS&DD. Specifically, the *Metro 2040* provisions restricted the extension of the regional sewerage service into areas within the Rural, Agricultural or Conservation and Recreation regional land use designations. Exceptions related to public health matters, preservation of natural and agricultural lands, and the protection the agri-tourism were provided.

Since the adoption of *Metro 2040*, Metro Vancouver has reviewed a number of applications by member municipalities to extend regional sewerage services beyond the Urban Containment Boundary. Through those processes, Metro Vancouver identified three key implementation issues, as paraphrased below:

- The need to allow the Metro Vancouver some flexibility in applying *Metro 2040* provisions for minor cases that were deemed 'inconsistent' with RGS policies, but had no impact on *Metro 2040* implementation;
- Existing criteria in defining exceptions to *Metro 2040* sewerage extensions were seen as too broad and ambiguous;
- Clear decision-making procedures for the roles of the GVRD and GVS&DD Boards and other Metro Vancouver departments were needed in consideration of sewerage extension applications.

### Proposed Metro Vancouver Amendments

In the development of the GVRD RGS Amendment Bylaw 1236, 2016, Metro Vancouver developed policy language to help clarify the criteria used to define appropriate exceptions for the extension of the regional sewerage system. Metro Vancouver also developed a set of implementation guidelines (Implementation Guideline #7) as part of the bylaw to outline the necessary application procedures. The guidelines state clearly that all sewerage extension applications must be submitted to the GVS&DD Board by the respective municipality following a Council resolution, and also outlines the technical assessment and review processes that will be undertaken by the Metro Vancouver Boards.

Generally, the Metro Vancouver proposed amendments are intended to:

- Maintain the policy direction that restricts extension of regional sewerage services to Rural, Agricultural or Conservation and Recreation designated lands that are outside the Urban Containment Boundary;
- Provide the GVRD Board with guidance to consider exceptions to extend the regional sewerage system;
- Establish clear application and review procedures and defined decision making roles for the Metro Vancouver Boards regarding extension requests;
- Ensure consistency by linking regional policy with existing Provincial regulations;



- Allow flexibility for considering exceptions to sewerage service extensions/connections that are not inconsistent with the Urban Containment Boundary or where a qualified professional recommends that on-site septic treatment systems are not feasible;
- Maintain GVRD Board discretion to determine when a sewerage extension request is inconsistent with the broader policies of *Metro 2040*.

The proposed amendment Bylaw and Metro Vancouver report are included in Appendix A of this report.

### **Assessment of Amendments**

The intent of establishing the GVS&DD Fraser Sewerage Area (FSA) was to contain urban development across the Region. A key consideration for the City in the review of the proposed regional amendments is how well the revised language balances Metro Vancouver's interest for a measure of flexibility while ensuring the restrictions placed on sewerage extensions inherent to existing regional policies are not compromised. The potential for additional costs attributed to the City has also been assessed.

With those perspectives, the proposed amendments to the bylaw and process are believed to be consistent with the approach the City has followed for FSA extension requests since the adoption of Metro 2040. Additionally, it is noted that the proposed Implementation Guideline #7 should provide greater consistency across the Region as well as flexibility in the consideration of future requests to extend regional sewerage systems. The Implementation Guideline #7 affirm that an extension application cannot be made to Metro Vancouver unless a municipality first initiates the process by a resolution of Council. A number of suggested changes have been identified below, that could strengthen the overall objective of containing urban development and improving consistency across the Region.

The proposed amendments to Sections 1.1.1.(a), 1.3.1(a), 2.3.1(a) and 3.1.1(a) of the RGS Amending Bylaw No 1236, 2016 suggest that extensions of the regional sewage system to lands regionally designated Rural, Agricultural, or Conservation and Recreation may be considered where:

- development is consistent with the regional land use designation; and
- there is no impact to the goals of containing urban development; or
- the extension is the only reasonable means to of preventing or alleviating a public health or environmental risk.

### **Prohibitive Costs**

Although the proposed exemption for preventing rather than only alleviating a health concern is a positive change to the RGS Amendment Bylaw, Section 2.3.1 b) of the Implementation Guideline #7 identifies "prohibitive construction or maintenance costs" as one of the supportable justifications for why an on-site septic system is not a feasible solution to prevent or alleviate a public health or environmental risk. Cost should not be a determinant when considering if a septic system is feasible as this is a reflection on the viability of an application and not a physical site constraint. Clarity should be provided to the interpretation of "prohibitive" to identify the full life cycle costs to the municipality rather than the construction costs borne by the private owner.

## **No Significant Impact**

Section 2.3.2 of the Implementation Guideline #7 deals with exceptions that have “no significant” impact on the Metro Vancouver 2040 provisions. Although a single property may not be significant from a regional capacity perspective, a single property approval can establish precedents and lead to additional requests within a municipality and across the Region, ultimately resulting in “significant” capacity changes on the downstream facilities. Further, such a perspective might lead to increased speculation and development interest outside of our Urban Area Boundary.

As a member municipality where the proposed construction of a Regional Sanitary Sewage Overflow tank to address downstream capacity constraints may impact the development of critical employment lands it is believed that the FSA boundary should be maintained as a regional objective to preserve the available capacity. As such the only reason a property should be connected to sewer outside of the Urban Containment Boundary is if there is a historic health concern that cannot be resolved on site as identified in 2.3.1.

## **Renovations or Changes to Sewer Capacity**

Section 2.3.1 and 2.3.2 of the Implementation Guideline #7 also deals with the process for changes to the capacity of an approved extension to the sewage system. These sections identify that any servicing beyond the approved GVS&DD sewage boundary footprint requires a new application and that the proposed service connections are to be designed for the capacity to service the structures and use on the date of approval. These sections do not identify the process for future changes in capacity from within the approved GVS&DD sewage boundary footprint. Metro Vancouver should clarify if the intention of these sections is also to limit the intensification of the approved activity permitted within the GVS&DD Sewage Boundary Footprint and whether future intensification either through minor renovations or changes in use would require a resubmission to Metro Vancouver for approval or if this is to be addressed at a municipal level.

### **b) Policy Implications:**

The intent of the proposed *Metro 2040* provisions to restrict extension of the regional sewerage system outside Metro Vancouver Urban Containment Boundary remains consistent with the City's OCP policy to focus growth to within the City's Urban Area Boundary. The proposed changes to the process related to extension of sewerage services present improved clarity and consistency to the process. The proposed Implementation Guideline #7 also sets out certain exemptions to allow more flexibility for the region to consider extensions of the GVS&DD outside of the Urban Containment Boundary, when necessary.

### **c) Alternatives:**

Should Council have additional comments with the proposed amendment to *Metro 2040*, it should advise Metro Vancouver of its comments by January 13, 2017.

The success of the proposed amendment Bylaw will be based upon a two-thirds weighted vote of the Metro Vancouver Board. In the absence of a written submission to the Region, the City of Maple Ridge will be deemed to have no concerns or objections to the proposed amendments.

## CONCLUSIONS:

The proposed amendments to the process related to extension of sewerage services seen as generally positive steps given their intent to provide both the City and the Region with greater clarity, consistency and flexibility in the processing of requests from property owners to provide service connections and amend the GVS&DD sewage boundary. An amendment Bylaw for the Regional Growth Strategy Metro Vancouver 2040: Shaping our Future has been forwarded for comment to member municipalities by the Metro Vancouver Board. Member municipalities have until January 13, 2017 to provide comments to Metro Vancouver. It is recommended that Council share with Metro Vancouver Board its comments, as outlined in this report, regarding the amendment.

"Original signed by Stephen Judd"

*Prepared by:* **Stephen Judd, PEng.**  
**Manager of Infrastructure Development**

"Original signed by Christine Carter" for

*Prepared by:* **Brent Elliott, M.U.P., MCIP, RPP**  
**Manager of Community Planning**

"Original signed by David Pollock"

*Reviewed by:* **David Pollock PEng.**  
**Municipal Engineer**

"Original signed by Frank Quinn"

*Approved by:* **Frank Quinn, MBA, PEng.**  
**GM: Public Works & Development Services**

"Original signed by E.C. Swabey"

*Concurrence:* **E.C. Swabey**  
**Chief Administrative Officer**



**metrovanancouver**

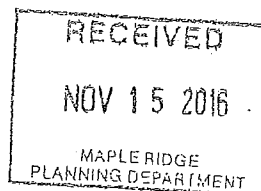
SERVICES AND SOLUTIONS FOR A LIVABLE REGION

Board and Information Services, Legal and Legislative Services  
Tel. 604 432-6250 Fax 604 451-6686

NOV 10 2016

File: CR-12-01  
RD 2016 Sep 23

Ms. Laurie Darcus, Corporate Officer  
City of Maple Ridge  
11995 Haney Place  
Maple Ridge, BC V2X 6A9



Dear Ms. Darcus:

**Re: Metro Vancouver 2040: Shaping our Future Amendment – Sewerage Extension Provisions**

At its September 23, 2016 regular meeting, the Board of Directors of the Greater Vancouver Regional District ('Metro Vancouver') adopted the following resolution:

That the GVRD Board:

- a) Initiate the regional growth strategy minor amendment process for proposed amendments to *Metro Vancouver 2040: Shaping our Future* provisions for the extension of sewerage services;
- b) Give first reading to "*Greater Vancouver Regional District Regional Growth Strategy Amendment Bylaw No. 1236, 2016*";
- c) Give second reading to "*Greater Vancouver Regional District Regional Growth Strategy Amendment Bylaw No. 1236, 2016*"; and
- d) Direct staff to notify affected local governments as per *Metro Vancouver 2040: Shaping our Future* Section 6.4.2.

This letter provides notification to affected local governments and other agencies, in accordance with Section 437 of the *Local Government Act*, and Sections 6.4.2, 6.4.4 and 6.4.5 of *Metro Vancouver 2040: Shaping our Future (Metro 2040)*, the regional growth strategy.

*Metro 2040* includes policies regarding the coordination of regional sewerage service provision amongst the Metro Vancouver Boards to ensure alignment between *Metro 2040* policies, as governed by the GVRD Board, and Metro Vancouver works and services, governed by the Greater Vancouver Sewerage & Drainage District and Greater Vancouver Water District Boards. The Intent is to ensure that all Metro Vancouver works and services are consistent with the goals of the regional growth strategy regarding urban containment, protection of lands with a regional Agricultural, Rural or Conservation and Recreation land use designation, and efficient infrastructure servicing.

*Metro 2040* was adopted in July 2011, and the applicable policies have been applied to all sewerage extension applications since then. This experience identified a need to make adjustments to existing *Metro 2040* sewerage extension policies and procedures to enhance the practical application of *Metro 2040*, regional service provision, and improved coordination with member jurisdictions. The adjustments proposed in Amendment Bylaw No. 1236 are intended to maintain firm urban containment objectives, while allowing flexibility for the GVRD Board to determine exceptions for sewerage

extensions where on-site treatment systems are not feasible, or where a specific extension will have no significant impact on *Metro 2040* urban containment goals (Attachment 1). Full background and policy details are provided in the attached GVRD Board report (Attachment 2). *Metro 2040 Implementation Guideline #7: Extension of Regional Sewerage Services* is intended to be a companion document that establishes clear and transparent application procedures and provides detailed review criteria for determining service extension exceptions (Attachment 3). It is anticipated that the implementation guideline will be adopted by resolution of the GVRD Board following adoption of Amendment Bylaw No. 1236.

*Metro 2040* Section 6.4.2 'Notification and Request for Comments', states that for all proposed amendments to the regional growth strategy, the GVRD Board will provide written notice of the proposed amendment to all affected local governments; provide a minimum of 30 days for affected local governments, and the appropriate agencies, to respond to the proposed amendment; and post notification of the proposed amendment on the Metro Vancouver website, for a minimum of 30 days.

You are invited to provide written comments on the proposed amendment to *Metro 2040*. Please provide comments in the form of a Council/Board resolution, as applicable, and submit to [Chris.plagnol@metrovancover.org](mailto:Chris.plagnol@metrovancover.org) by January 13, 2017. Given the detailed nature of the proposed amendment, Metro Vancouver staff is available to provide a presentation to municipal Councils if desired, throughout the notification period. Following the notification period, a regional public hearing will be held to allow opportunity for general public comment on the proposed amendment bylaw.

If you have any questions with respect to the proposed amendment or wish to receive a presentation, please contact Heather McNell, Division Manager of Growth Management, at 604-436-6813 or [heather.mcnell@metrovancover.org](mailto:heather.mcnell@metrovancover.org). More information and a copy of *Metro Vancouver 2040: Shaping our Future* can be found on our website at [www.metrovancover.org](http://www.metrovancover.org).

Yours truly,



Chris Plagnol  
Corporate Officer / Director

CP/EC/HM/

cc: Christine Carter, Director of Planning

Encl:

1. Amendment Bylaw No. 1236
2. GVRD Board Report titled "*Metro Vancouver 2040: Shaping our Future* Amendment – Sewerage Extension Provisions", dated August 26, 2016
3. Draft *Metro 2040* Implementation Guideline #7: *Extension of Regional Sewerage Services*

**GREATER VANCOUVER REGIONAL DISTRICT  
REGIONAL GROWTH STRATEGY AMENDMENT BYLAW NO. 1236, 2016**

A Bylaw to Amend

Greater Vancouver Regional District Regional Growth Strategy Bylaw No. 1136, 2010.

WHEREAS the Board of the Greater Vancouver Regional District adopted the Greater Vancouver Regional District Regional Growth Strategy Bylaw No.1136, 2010 on July 29, 2011;

AND WHEREAS the Board wishes to amend provisions within Greater Vancouver Regional District Regional Growth Strategy Bylaw No.1136, 2010 relating to the extension of regional sewerage services.

NOW THEREFORE, the Board of the Greater Vancouver Regional District in open meeting assembled ENACTS as follows:

1. The "Greater Vancouver Regional District Regional Growth Strategy Bylaw Number 1136, 2010" is hereby amended as follows:

A) By deleting Section 1.1.1 in its entirety and substituting the following in its place:

1.1.1 Direct the Greater Vancouver Sewerage and Drainage District to not allow connections to regional sewerage services to lands with a Rural, Agricultural or Conservation and Recreation regional land use designation. Notwithstanding this general rule, in the exceptional circumstances specified below, the GVRD Board will advise the GVS&DD Board that it may consider such a connection for existing development or for new development where, in the GVRD Board's opinion, that new development is consistent with the underlying regional land use designation, and where the GVRD Board determines either:

- a) that the connection to regional sewerage services is the only reasonable means of preventing or alleviating a public health or environmental contamination risk; or
- b) that the connection to regional sewerage services would have no significant impact on the goals of containing urban development within the Urban Containment Boundary, and protecting lands with a Rural, Agricultural or Conservation and Recreation regional land use designation.

B) By deleting Section 1.3.1 in its entirety and substituting the following in its place:

1.3.1 Direct the Greater Vancouver Sewerage and Drainage District to not allow connections to regional sewerage services to lands with a Rural regional land use designation. Notwithstanding this general rule, in the exceptional circumstances specified below, the GVRD Board will advise the GVS&DD Board that it may consider such a connection for existing development or for new development where, in the

GVRD Board's opinion, that new development is consistent with the Rural regional land use designation and where the GVRD Board determines either:

- a) that the connection to regional sewerage services the only reasonable means of preventing or alleviating a public health or environmental contamination risk; or
- b) that the connection to regional sewerage services would have no significant impact on the strategy to protect lands with a Rural regional land use designation from urban development.

C) By deleting Section 2.3.1 in its entirety and substituting the following in its place:

2.3.1 Direct the Greater Vancouver Sewerage and Drainage District to not allow connections to regional sewerage services to lands with an Agricultural regional land use designation. Notwithstanding this general rule, in the exceptional circumstances specified below, the GVRD Board will advise the GVS&DD Board that it may consider such a connection for existing development or for new development where, in the GVRD Board's opinion, that new development is consistent with the underlying Agricultural regional land use designation and where the GVRD Board determines either:

- a) that the connection to regional sewerage services the only reasonable means of preventing or alleviating a public health or environmental contamination risk; or
- b) that the connection to regional sewerage services would have no significant impact on the strategy to protect the supply of agricultural land and promoting agricultural viability with an emphasis on food production.

D) By deleting Section 3.1.1 in its entirety and substituting the following in its place:

3.1.1 Direct the Greater Vancouver Sewerage and Drainage District to not allow connections to regional sewerage services to lands with a Conservation and Recreation regional land use designation. Notwithstanding this general rule, in the exceptional circumstances specified below, the GVRD Board will advise the GVS&DD Board that it may consider such a connection for existing development or for new development where, in the GVRD Board's opinion, that new development is consistent with the underlying Conservation and Recreation regional land use designation and where the GVRD Board determines either:

- a) that the connection to regional sewerage services the only reasonable means of preventing or alleviating a public health or environmental contamination risk; or
- b) that the connection to regional sewerage services would have no significant impact on the strategy to protect lands with a Conservation and Recreation regional land use designation.

E) By deleting the last sentence of Section 6.8.2.

F) By adding a new Section 6.8.3 as follows:

6.8.3 For lands with a Rural, Agricultural, or Conservation and Recreation regional land use designation, policies 1.1.1, 1.3.1, 2.3.1, and 3.1.1, apply regardless of whether the area is within one of the GVS&DD's sewerage areas.

With reference to Sections 1.1.1, 1.3.1, 2.3.1, and 3.1.1, in determining whether, in the circumstances, connection to regional sewerage services is the only reasonable means of preventing or alleviating a public health or environmental contamination risk, the GVRD Board will consider the opinion of a professional, as such term is defined in the Sewerage System Regulation 326/2004 pursuant to the *Public Health Act* (British Columbia), or if appropriate a qualified professional, as such term is defined in Municipal Wastewater Regulation 87/2012 pursuant to the *Environmental Management Act* (British Columbia), submitted by the member municipality as to the technical and economic feasibility of installing and maintaining a private on-site sewage treatment system in accordance with all laws and regulations applicable in British Columbia. The GVRD Board may also obtain its own opinion from a professional and consider such opinion.

G) By adding a new Section 6.9.2 as follows:

6.9.2 All connections to regional sewerage services approved by the GVRD Board as per *Metro 2040* Sections 1.1.1, 1.3.1, 2.3.1, and 3.1.1 will be contained within a sewerage area footprint boundary as determined by the GVRD and GVS&DD Boards. Any sewerage service connection outside of that boundary will require GVRD Board and GVS&DD Board approval.

H) By adding a new Section 6.9.3 as follows:

6.9.3 The GVRD Board has adopted guidelines titled, "*Metro Vancouver 2040: Shaping Our Future* Implementation Guideline #7 - Extension of Regional Sewerage Services" to assist in the implementation of Regional Growth Strategy policies regarding the provision of regional sewerage services.

I) By deleting the words "and Sewerage Areas" from Section 6.12.4.

2. The official Citation for this bylaw is "Greater Vancouver Regional District Regional Growth Strategy Amendment Bylaw No. 1236, 2016" This bylaw may be cited as "Regional Growth Strategy Amendment Bylaw No. 1236, 2016."



Read a First time this \_\_\_\_\_ day of \_\_\_\_\_, 2016.

Read a Second time this \_\_\_\_\_ day of \_\_\_\_\_, 2016.

Read a Third time this \_\_\_\_\_ day of \_\_\_\_\_, 2016.

Passed and Finally Adopted this \_\_\_\_\_ day of \_\_\_\_\_, 2016.

\_\_\_\_\_  
Greg Moore, Chair

\_\_\_\_\_  
Chris Plagnol, Corporate Officer



To: GVRD Board

From: Terry Hoff, Senior Regional Planner, Parks, Planning and Environment Department

Date: August 26, 2016 Meeting Date: September 9, 2016

Subject: ***Metro Vancouver 2040: Shaping our Future*** Amendment – Sewerage Extension Provisions

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#### RECOMMENDATION

That the GVRD Board:

- a) Initiate the regional growth strategy minor amendment process for proposed amendments to *Metro Vancouver 2040: Shaping our Future* provisions for the extension of sewerage services;
  - b) Give first reading to "*Greater Vancouver Regional District Regional Growth Strategy Amendment Bylaw No. 1236, 2016*";
  - c) Give second reading to "*Greater Vancouver Regional District Regional Growth Strategy Amendment Bylaw No. 1236, 2016*"; and
  - d) Direct staff to notify affected local governments as per *Metro Vancouver 2040: Shaping our Future* Section 6.4.2.
- 

#### PURPOSE

This report provides the GVRD Board with the opportunity to consider a proposed Type 2 amendment to *Metro Vancouver 2040: Shaping our Future (Metro 2040)* to amend *Metro 2040* provisions for the extension of regional sewerage services.

#### BACKGROUND

On April 15, 2016 the Regional Planning Committee received for information a report titled, "*Metro 2040 Sewerage Extension Provisions - Implementation Issues and Options*". The report provided a detailed description of existing *Metro 2040* sewerage extension provision, implementation issues and recommended actions. In that meeting the Committee resolved:

*That the Regional Planning Committee direct staff to present the report dated March 30, 2016, titled, "Metro 2040 Sewerage Extension Provisions - Implementation Issues and Options" to the Utilities Committee at its May 19 meeting for input.*

On May 19, 2016 the Utilities Committee received for information the report dated April 20, 2016, titled, "*Metro 2040 Sewerage Extension Provisions - Implementation Issues and Options*". Staff received feedback on both the proposed amendment and associated implementation guidelines from the Regional Planning and Utilities' Committee members, and have updated both documents accordingly. The amendment bylaw is now ready for GVRD Board consideration.

#### METRO 2040 SEWERAGE EXTENSION PROVISIONS

In accordance with Section 445 of the *Local Government Act*, *Metro 2040* Section 6.8.1 establishes that all bylaws, works and services undertaken by Metro Vancouver must be consistent with *Metro 2040*, the regional growth strategy. *Metro 2040* includes provisions for coordination amongst the Metro Vancouver Boards to ensure alignment between *Metro 2040* policies as governed by the GVRD Board, and Metro Vancouver works and services governed by the GVS&DD and GVWD

Boards. The intent is to ensure that all Metro Vancouver works and services are consistent with key goals of *Metro 2040*, the regional growth strategy, particularly strategies for urban containment, protection of lands with a regional Agricultural or Rural land use designation, and efficient servicing objectives.

Generally, *Metro 2040* provisions establish that the GVS&DD and the GVWD will not authorize connections to regional services where the nature of that development is, in the sole judgment of the GVRD Board, inconsistent with the provisions of the Regional Growth Strategy. More specifically, *Metro 2040* provisions direct the GVS&DD to not extend regional sewage services into areas within Rural, Agricultural or Conservation and Recreation regional land use designations, except where infrastructure is needed to address a public health issue, protect the region's natural assets, or to service agriculture or agri-industry.

In the years since the adoption of *Metro 2040*, there have been a number of applications by member municipalities to extend regional sewerage services into areas with a *Metro 2040* Agricultural land use designation. In an information report to the October 5, 2012 meeting of the Regional Planning and Agriculture Committee, staff advised the Committee of concerns regarding implementation of *Metro 2040* with respect to Sewerage Areas, specifically exception criteria and application procedures. Staff initiated a review process to consider minor amendments to *Metro 2040* policies and the development of an associated implementation guideline to clarify criteria used to define exceptions and Metro Vancouver sewerage extension application procedures.

#### ***Metro 2040* Implementation Issues**

Three key implementation issues were identified through the processing of sewerage extension applications over the past five years:

- *The need to clearly allow the GVRD Board some flexibility in applying Metro 2040 provisions for minor cases that are 'inconsistent' with Metro 2040 provisions, but have no significant impact on Metro 2040 implementation.*
- *The need to reduce ambiguity and overly broad criteria in defining the exceptions to Metro 2040 sewerage extension provisions.*
- *The need to establish decision-making procedures for the roles of the GVRD and GVS&DD Boards, and Metro Vancouver departments, in considering sewerage extension applications.*

#### **Proposed Responses to Implementation Issues**

Following consultation with both Metro Vancouver staff and municipal staff, as well as with Regional Planning Committee and Utilities Committee, staff propose that amendments to sewerage extension provisions within *Metro 2040*, along with a companion sewerage extension Implementation Guideline #7, provide a means to address the issues in an effective way. *Greater Vancouver Regional District Regional Growth Strategy Amendment Bylaw No. 1236, 2016* is Attachment 1 to this report, and the associated implementation guideline is Attachment 2.

The proposed *Metro 2040* amendments and associated implementation guideline will:

- Maintain a clear policy directive to inhibit sewerage service extensions outside of the Urban Containment Boundary;
- Provide the GVRD Board with the guidance and discretion to consider exceptions;

- Establish clear application review procedures and decision making roles for the GVRD Board (*Metro 2040* review) and GVS&DD Board (service provision) regarding future extensions of regional sewerage services;
- Provide greater specificity in defining sewerage extension policy exceptions by linking regional policy with existing provincial regulations that address public health and environmental contamination risks;
- Allow flexibility for considering exceptions to sewerage extension policy for extensions / connections having no significant impact on *Metro 2040* goals related to urban containment, or where a qualified professional (as defined through Provincial regulations) recommends that on-site septic treatment systems are not feasible; and
- Maintain GVRD Board discretion to determine that any particular sewerage service connection or extension is inconsistent with the broader provisions of *Metro 2040*.

The draft *Metro Vancouver 2040: Shaping Our Future* IMPLEMENTATION GUIDELINE #7: Extension of Regional Sewerage Services is an integral component in supporting *Metro 2040* policies by providing the detailed exception criteria and review procedures for those sewerage connections or extensions applicable to *Metro 2040*. The guideline specifies that all sewerage extension applications must be submitted to the GVS&DD Board by the respective municipality following a Council resolution. The Implementation Guideline #7 then provides municipalities and the proponent with rationale and the information necessary in submitting an application, as well as the technical assessment process and the review process that is undertaken by Metro Vancouver Boards.

The Implementation Guideline #7 is directly referenced in the amended *Metro 2040* policy and will be conveyed to the GVRD Board for consideration in conjunction with the staff report providing the GVRD Board the opportunity to consider adoption of the amendment bylaw.

#### **Updates to the proposed amendment and Implementation Guideline #7 reflecting comments**

As a result of comments from Regional Planning and Utilities Committee members, Implementation Guideline #7 was updated to include:

- the option for a restrictive covenant (page 11 of Implementation Guideline #7); and
- clearer criteria for meeting the 'exceptional circumstances' to meet the 'has no significant impact on *Metro 2040* provisions' exception (pages 8 and 9 of Implementation Guideline #7) to guide GVRD Board consideration.

In addition, the amendment bylaw received legal review and resulting minor edits, and was also amended to:

- explicitly include the option for the GVRD Board to obtain an opinion from a second Qualified Professional as part of their consideration.

Finally, Committee members expressed a desire to ensure that the amendment emphasizes the importance of the *Metro 2040* Sewerage Extension Provisions as a growth management tool, and strikes a balance between providing reasonable flexibility and maintaining the effectiveness of the regional growth strategy's policy to limit the extension of regional sewerage services into lands with a regional Rural, Agricultural, or Conservation and Recreation land use designation.

## ALTERNATIVES

1. That the GVRD Board:
  - a) Initiate the regional growth strategy minor amendment process for proposed amendments to *Metro Vancouver 2040: Shaping our Future* provisions for the extension of sewerage services;
  - b) Give first reading to "Greater Vancouver Regional District Regional Growth Strategy Amendment Bylaw No. 1236, 2016";
  - c) Give second reading to "Greater Vancouver Regional District Regional Growth Strategy Amendment Bylaw No. 1236, 2016"; and
  - d) Direct staff to notify affected local governments as per *Metro Vancouver 2040: Shaping our Future* Section 6.4.2.
2. That the GVRD Board receive for information the report dated August 26, 2016, titled "*Metro Vancouver 2040: Shaping our Future* Amendment – Sewerage Extension Provisions".

## FINANCIAL IMPLICATIONS

If the Board proceeds with Alternative 1, there will be financial implications associated with the cost of holding a public hearing. These costs include advertising, additional staff time and potential remuneration of Board directors to attend the public hearing. The proposed amendment will not have any other direct financial implications for Metro Vancouver. Metro Vancouver will assess the technical implications and potential financial implications of all future sewerage extension applications on a case-by-case basis.

## SUMMARY / CONCLUSION

Compact urban form, urban containment and the protection of agricultural lands are fundamental goals of *Metro 2040*, the regional growth strategy. To reinforce these goals, *Metro 2040* contains provisions to limit the extension of regional sewage services into areas with a regional Agricultural, Rural and Conservation and Recreation land use designation. While sewerage extension provisions provide an important tool for managing urban containment, implementation to date indicates that the provisions would be enhanced by including more specific policy content and an implementation guideline to address sewerage extension applications.

Following consultation with municipalities and Metro Vancouver Regional Planning and Liquid Waste Services staff, and consultation with Metro Vancouver Legal staff, staff propose that amendments to sewerage extension provisions within *Metro 2040*, along with a companion set of sewerage extension implementation guidelines provide a means to address the issues in an effective way.

On April 15, 2016 the Regional Planning Committee received for information a report titled, "*Metro 2040* Sewerage Extension Provisions - Implementation Issues and Options" (Attachment 3). The report provided a detailed description of existing *Metro 2040* sewerage extension provision, implementation issues and recommended actions. In that meeting the Committee directed staff to present the report to the Utilities Committee at its May 19 meeting for input. On May 19, 2016 the Utilities Committee received for information the report dated April 20, 2016, titled, "*Metro 2040* Sewerage Extension Provisions - Implementation Issues and Options".

Staff received feedback on both the proposed amendment and associated implementation guideline from the Regional Planning and Utilities' Committee members, and have updated both documents accordingly.

The proposed amendments to *Metro 2040* sewerage extension provisions will maintain the primary policy intent to limit the extension of regional sewerage services to contain urban development within the *Metro 2040* Urban Containment Boundary, but will allow for flexibility for the GVRD Board to determine exceptions for sewerage extensions where on-site treatment systems are not feasible, or where a particular extension has no significant impact on *Metro 2040* urban containment goals. The accompanying Implementation Guideline #7 is integral to *Metro 2040* policy by establishing clear and transparent sewerage extension application procedures and providing detailed review criteria for determining service extension exceptions. Staff recommend Alternative 1.

**Attachments:**

1. Greater Vancouver Regional District Regional Growth Strategy Amendment Bylaw No. 1236, 2016.
2. *Metro Vancouver 2040: Shaping Our Future*, Implementation Guideline #7, Extension of Regional Sewerage Services.
3. Report to the April 15 meeting of the Regional Planning Committee dated March 30, 2016, titled, "*Metro 2040* Sewerage Extension Provisions - Implementation Issues and Options.

***Metro Vancouver 2040: Shaping Our Future***

**IMPLEMENTATION GUIDELINE #7**

**Extension of Regional Sewerage Services**

Dated August 26, 2016

Adopted by the Greater Vancouver Regional District Board XXXX XX, 201X

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## Purpose

The purpose of this document is to describe applicable *Metro Vancouver 2040: Shaping our future* (*Metro 2040*) provisions and application review criteria and procedures for member municipalities requesting a connection to regional sewerage services for lands with a regional Rural, Agricultural or Conservation and Recreation land use designation.

## 1 Introduction

Metro Vancouver adopted *Metro Vancouver 2040: Shaping our Future* (*Metro 2040*), the regional growth strategy, on July 29, 2011, following acceptance by all affected local governments. *Metro 2040* represents consensus among Metro Vancouver and affected local governments to work collaboratively to meet our 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.

Successful implementation of *Metro 2040* depends on cooperation between Metro Vancouver and affected local governments, and the support of local plans, policies and programs that contribute to the regional planning objectives identified in *Metro 2040*.

Metro Vancouver is responsible for preparing guidelines to assist in implementing *Metro 2040* strategies. This guideline should be read in conjunction with *Metro 2040*, and it does not replace or supersede the content of, or the requirements set out in, the regional growth strategy. This document is one in a series of guidelines supporting *Metro 2040* implementation. *Metro 2040*, related documents and a glossary of terms and references for this guideline can be viewed on the Metro Vancouver website:

<http://www.metrovancouver.org/planning/development/strategy/Pages/default.aspx>

### 1.1 *Metro 2040* Rationale

A primary goal of *Metro 2040* is urban containment, utilizing the Urban Containment Boundary (UCB) to limit the spread of urban development into lands with a regional Rural, Agricultural or Conservation and Recreation land use designation. The UCB establishes a long-term footprint for future urban development, provides predictability for major investments in utility, road and transit infrastructure, and protects the character and viability of lands with a regional Rural, Agricultural, or Conservation and Recreation land use designation. *Metro 2040* anticipates the area within the UCB has capacity to accommodate projected urban growth to 2041, with the majority of future growth concentrated within Urban Centres and along transit corridors within the UCB.

Urban growth typically depends on access to regional sewerage services. To reinforce the urban containment strategy, *Metro 2040* includes policies to coordinate regional growth and utility planning, and to limit the extension of regional sewerage services into lands with a regional Rural, Agricultural, or Conservation and Recreation land use designation.

*Metro 2040* Section 6.8.1, which reflects *Local Government Act* Section 445, prevents the Greater Vancouver Regional District, the Greater Vancouver Water District and the Greater Vancouver Sewerage and Drainage District from providing works and services that are inconsistent with *Metro 2040*.

After the Metro Vancouver Board has adopted the Regional Growth Strategy all bylaws adopted and all works and services undertaken by the Greater Vancouver Regional District, the Greater Vancouver Water District or the Greater Vancouver Sewerage and Drainage District must be consistent with the Regional Growth Strategy. The Greater Vancouver Sewerage and Drainage District and the Greater Vancouver Water District will not directly or indirectly supply, agree to supply, or authorize connections that enable the supply of services to a site that is developed or proposed to be developed after the date of adoption of the Regional Growth Strategy where the nature of that development is, in the sole judgment of the Greater Vancouver Regional District, inconsistent with the provisions of the Regional Growth Strategy.

*Metro 2040* Section 1.1 'Contain Urban Development within the Urban Containment Boundary', more specifically establishes Metro Vancouver's role as follows:

1.1.1 Direct the Greater Vancouver Sewerage and Drainage District to not allow connections to regional sewerage services to lands with a Rural, Agricultural or Conservation and Recreation regional land use designation. Notwithstanding this general rule, in the exceptional circumstances specified below, the GVRD Board will advise the GVS&DD Board that it may consider such a connection for existing development or for new development where, in the GVRD Board's opinion, that new development is consistent with the underlying regional land use designation, and where the GVRD Board determines either:

- c) that the connection to regional sewerage services is the only reasonable means of preventing or alleviating a public health or environmental contamination risk; or
- d) that the connection to regional sewerage services would have no significant impact on the goals of containing urban development within the Urban Containment Boundary, and protecting lands with a Rural, Agricultural or Conservation and Recreation regional land use designation.

This policy provision is repeated in *Metro 2040* Section 1.3 for lands with a Rural regional land use designation, Section 2.3 for lands with an Agricultural regional land use designation and Section 3.1 for lands with a Conservation and Recreation regional land use designation.

## **1.2 Roles of Metro Vancouver Boards**

The Greater Vancouver Sewerage and Drainage District (GVS&DD) provides members with regional sewerage collection and treatment services. The Greater Vancouver Regional District (GVRD) is responsible for the implementation and administration of *Metro 2040*. The GVS&DD's Board of Directors is distinct from, but has many directors in common with, the GVRD's Board of Directors.

Connections to regional sewerage services are only provided within the GVS&DD's legally defined Sewerage areas. Prior to the adoption of *Metro 2040*, an application for an expansion of the Sewerage Area required only GVS&DD Board approval. Following adoption of *Metro 2040*, the GVS&DD is not permitted to provide services if the GVRD Board determines such services are inconsistent with *Metro 2040* provisions. *Metro 2040* Section 6.8.1 establishes that the GVRD Board must determine whether a proposed sewerage extension or connection is consistent with *Metro 2040* prior to the GVS&DD Board's final decision on an application.

## **2 Application Review Criteria and Procedures: Regional Sewerage Service Extension**

The process for municipalities applying to connect to regional sewerage services for lands with a Rural, Agricultural, or Conservation and Recreation regional land use designation is described in this section and summarized in Figure 1.

### **2.1 Initiating an Application**

Applications for connection to regional sewerage services must be initiated by a resolution of the respective municipal Council. It is expected that the municipality's application will include appropriate documentation addressing *Metro 2040* provisions and guidelines as appropriate for the specific application. It is recommended that municipal staff consider these guidelines and contact Metro Vancouver staff before seeking a Council resolution and submitting an application. It is important that each municipality ensure the project proponent is fully aware of Metro Vancouver policies and procedures, and understands the appropriate documentation to be included with the application.

### **2.2 Technical Review of GVS&DD System and Regulatory Implications**

Upon receipt of an application, Metro Vancouver Liquid Waste staff will prepare an initial technical review of the application to assess service capacity, service levels and financial implications for the GVS&DD system, and compliance with applicable Acts and Bylaws. If it is determined that there are GVS&DD system or regulatory implications the application may be denied by the GVS&DD Board. If there are no such GVS&DD implications, the application would be forwarded to Metro Vancouver Regional Planning staff to assess consistency with *Metro 2040*.

### **2.3 *Metro 2040* Review**

Metro Vancouver staff will assess the existing or proposed development and the merits and potential implications of regional sewerage service extension in regard to *Metro 2040* goals and strategies. The primary policies will include, but not be limited to, *Metro 2040* Land Use Designations, Strategy 1.1 *Contain urban development within the Urban Containment Boundary*; Strategy 1.3 *Protect Rural areas from urban development*; Strategy 2.3 *Protect the supply of Agricultural land and promote agricultural viability*; and, Strategy 3.1 *Protect Conservation and Recreation lands*. *Metro 2040* Section 6.9 provides additional provisions for approved sewerage

connections for lands with a Rural, Agricultural or Conservation and Recreation regional land use designation.

On-site systems are the primary method of sewage treatment for lands with a Rural, Agricultural or Conservation and Recreation regional land use designation. *Metro 2040* anticipates that on-site systems will continue to be the primary method of sewage treatment for these lands. However, *Metro 2040* recognizes exceptional circumstances in which regional sewerage service may be extended into lands with a Rural, Agricultural or Conservation and Recreation regional land use designation. Sections 2.3.1 and 2.3.2 of this guideline describe how applications will be categorized and assessed in relation to these exceptions. Even if an application falls within one of the exceptions described in sections 2.3.1 or 2.3.2 the GVRD Board may nevertheless determine that the extension of regional sewerage service is inconsistent with other relevant *Metro 2040* provisions and deny the application.

#### **2.3.1 Exception to Address a Public Health or Environmental Contamination Risk**

In accordance with *Metro 2040* Sections 1.3.1(a), 2.3.1(a) and 3.1.1(a), exceptions will be considered to ensure there is appropriate sanitary sewer treatment available to avoid the risk of public health or environmental contamination. Exceptions are applicable for existing development, or new development that, in the GVRD Board's opinion, is consistent with *Metro 2040* provisions, where an on-site sewer treatment system constructed and maintained in accordance with applicable Provincial regulations would not be reasonable.

For cases where the daily sewage flow is less than 22,700 litres/day, the *Public Health Act* and *Sewerage System Regulation* include provisions for on-site wastewater disposal and the criteria for defining a related public health hazard. For larger developments where the daily sewage flow is greater than 22,700 litres/day, the *Environmental Management Act* and *Municipal Wastewater Regulation* include the provisions and criteria to determine an environmental risk.

Subject to the provisions of applicable provincial regulations, the applicant would qualify for consideration of a *Metro 2040* exception by providing an Environmental Impact Report, prepared and certified by a qualified professional, establishing that an on-site sewerage treatment system constructed and maintained in accordance with applicable regulations would not be feasible. The application must also include a letter signed by the designated authority responsible for the administration of the applicable *Sewerage System Regulation* or *Municipal Wastewater Regulation*, concurring with the exception rationale contained in the *Environmental Impact Report*.

The report must include the following information:

- a) the existing use of the property, the structures proposed for connection and any anticipated changes to the use or structures on the property;

- b) the circumstances inhibiting the feasible installation, maintenance or repair of an on-site sewerage system in accordance with the *Public Health Act* and *Sewerage System Regulation or Environmental Management Act* and *Municipal Wastewater Regulation*. Such circumstances typically relate to site constraints such as soils, natural features, site configuration, flow capacity that would inhibit an on-site system or prohibitive construction or maintenance costs of an on-site treatment system;
- c) the nature of the public health or environmental risk on or adjacent to the site;
- d) the location of the existing regional or municipal sewer pipes proposed for connection and the proposed routing of the new sewer pipes required for connection to the subject site. Consideration will include the potential for extended sewerage infrastructure to prompt additional demands for connection to regional sewerage services. Proximity to an existing sewer main does not alone establish rationale for a sewerage connection;
- e) the site plan showing the proposed GVS&DD sewerage boundary footprint containing only the structure(s) to be connected within the property;
- f) the servicing plan showing that the works are designed to accommodate a flow capacity no greater than the capacity necessary to service the specified structures and activity located within the proposed GVS&DD Sewerage Area footprint; and
- g) the applicant and property owner acknowledge that Metro Vancouver consideration for exemption is specific to the information contained in the application, and that any works to extend the capacity for collection of liquid waste generated outside of the GVS&DD sewerage boundary footprint, within or outside of the subject property, will require a new sewerage extension application to the GVS&DD.

If the proposed connection is within the Agricultural Land Reserve, Metro Vancouver will consult the Agricultural Land Commission to determine whether the extension of sewerage infrastructure and the service connection are acceptable to the Commission.

All submitted documentation will be reviewed and assessed by Metro Vancouver staff, and is subject to consideration by the GVRD Board and the GVS&DD Board. The GVRD Board will evaluate the *Metro 2040* sewerage extension exemption based on the feasibility rationale provided in the application<sup>1</sup>, and whether the potential impacts of service extension on *Metro 2040* provisions can be sufficiently addressed. Potential *Metro 2040* impacts include, but are not limited to, the development potential of the subject site and the potential for the extension of sewerage infrastructure to trigger additional service connection applications and land use speculation. The applicant / property owner and the respective municipality must be prepared to accept that a restrictive covenant be registered on the

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<sup>1</sup> Following review of the Environmental Impact Report, Metro Vancouver may request additional information be provided to support feasibility rationale, or Metro Vancouver may retain the services of a Qualified Professional, at the applicant's expense, to prepare a supplemental verification report.

property specifying that access to regional sewerage services is provided subject to agreed upon conditions.

If the GVRD Board concurs that it is not reasonable to construct and maintain an on-site sewerage treatment system to alleviate public health or environmental contamination risk, and determines that the potential impacts of service extension on *Metro 2040* provisions can be sufficiently addressed, the GVRD Board may resolve to accept a limited extension of regional sewerage services into lands with a Rural, Agricultural or Conservation and Recreation regional land use designation.

### **2.3.2 Connection Exception for Limited Development Determined to Have No Significant Impact on *Metro 2040* Provisions**

"No significant impact" is a term applied to regional sewerage service extensions or connections that do not conflict with the intent or implementation of *Metro 2040* Goal 1 urban containment provisions or related *Metro 2040* land use designations, goals and strategies. The intent of this exception is to recognize there may be particular circumstances where a service connection is practical and there are no significant *Metro 2040* implications.

The GVRD Board's review of the application will consider the following evaluation criteria in determining whether an application is considered "not significant" under *Metro 2040* provisions 1.1.1(b), 1.3.1(b), 2.3.1(b), or 3.1.1(b):

- a) the nature of development, existing or proposed, does not conflict with, or negatively impact, *Metro 2040* Goal 1 urban containment provisions or related regional land use designations, goals and strategies;
- b) extension of GVS&DD sewage services is provided to a single, non-strata, property, with service access to be contained within a specified GVS&DD sewerage boundary footprint comprising the structures proposed for sewerage connection within that property;
- c) the service connection is designed to accommodate a sewage flow capacity no greater than the capacity necessary to service the existing structures and activity located within the specified GVS&DD Sewerage Area footprint on the date of approval; and
- d) the distance and routing of extended sewerage infrastructure to the subject property is proximate and located such that there is limited potential for prompting additional regional sewerage connection requests in the surrounding area. Proximity to an existing sewer main does not alone establish rationale for a sewerage connection.

To be considered under this exception, applications must include documentation specifying:

- a) the existing use of the property, the structures proposed for connection and any anticipated changes to the use or structures on the property;

- b) the rationale for connecting to the GVS&DD sewage treatment system versus an on-site sewage treatment system;
- c) the location of the existing GVS&DD or municipal sewer pipes and the proposed routing of the new sewer pipes required for connection to the subject site;
- d) the site plan showing the proposed GVS&DD sewerage boundary footprint containing only the structure(s) to be connected within the property;
- e) the servicing plan indicating the connection is designed to accommodate a flow capacity no greater than the capacity necessary to service the specified structures and activity to be located within the proposed GVS&DD Sewerage Area footprint; and
- f) the applicant and property owner acknowledge that Metro Vancouver consideration for exemption is specific to the information contained in the application, and that any works to extend capacity for collection of liquid waste generated outside of the GVS&DD sewerage boundary footprint, within or outside of the subject property, will require a new sewerage extension application to the GVS&DD.

The GVRD Board will evaluate the *Metro 2040* sewerage extension exemption based a Metro Vancouver staff assessment of the potential impacts of service extension on *Metro 2040* provisions and whether any potential impacts are sufficiently addressed. Potential *Metro 2040* impacts include, but are not limited to, the development potential of the subject site and the potential for the extension of sewerage infrastructure to trigger additional service connection applications and land use speculation. The applicant / property owner and the respective municipality must be prepared to accept a restrictive covenant be registered on the property specifying that access to regional sewerage services is provided subject to agreed upon conditions.

If the GVRD Board concurs that the service extension has no significant impact on *Metro 2040* provisions, the GVRD Board may resolve to accept a limited extension of regional sewerage services into lands with a Rural, Agricultural or Conservation and Recreation regional land use designation.

## **2.4 Sewerage Extension Applications within the *Metro 2040* Urban Containment Boundary**

There may be locations on lands with a General Urban, Industrial or Mixed Employment regional land use designation that are not included within the GVS&DD sewerage area. As these locations are intended for forms of development that require access to sewerage services, *Metro 2040* Section 6.8.2 states that such locations would be eligible for sewerage services provided that the proposed development complies with applicable policies for those designations.

Application to the GVS&DD Board is required for sewerage extension approvals in these areas. Each application will initially be reviewed by the GVRD Board to determine compliance with applicable *Metro 2040* policies. If consistent with *Metro 2040*, the application would then proceed to the

GVS&DD Board for consideration of approval. If not consistent with *Metro 2040*, the GVRD Board would direct the GVS&DD Board to deny the application (see Section 2.5 below).

## **2.5 Applications that are Inconsistent with *Metro 2040* Provisions**

Any sewerage extension application, including applications that meet the exception criteria described in sections 2.3.1, may nevertheless be determined by the GVRD Board to be inconsistent with the broader provisions of *Metro 2040*, as referenced under *Metro 2040* Section 6.8.1. Determining inconsistency with *Metro 2040* provisions will include, but not be limited to, consideration of the following:

- whether the extension is intended to service new development that is inconsistent with the intent of the existing *Metro 2040* Land Use Designation or applicable *Metro 2040* Goal, Strategy or Action;
- whether the extension of new sewerage infrastructure connecting to the subject site would create opportunity and additional pressures for further extension of regional sewerage services in the surrounding Rural, Agricultural or Conservation and Recreation regional land use designations in a manner that may compromise *Metro 2040* urban containment provisions or the intent of those land use designations.

Where the GVRD Board determines that the nature of development (including the extension of municipal infrastructure providing access to GVS&DD works and services) proposed in the subject application is inconsistent with *Metro 2040* provisions, the GVRD Board would direct the GVS&DD to deny the application.

## **2.6 Potential Conditions to Support *Metro 2040* Compatibility**

The GVRD Board may additionally determine that the application proceed *with conditions*. Conditions will be determined on a case by case basis and may include, but are not limited to, the following:

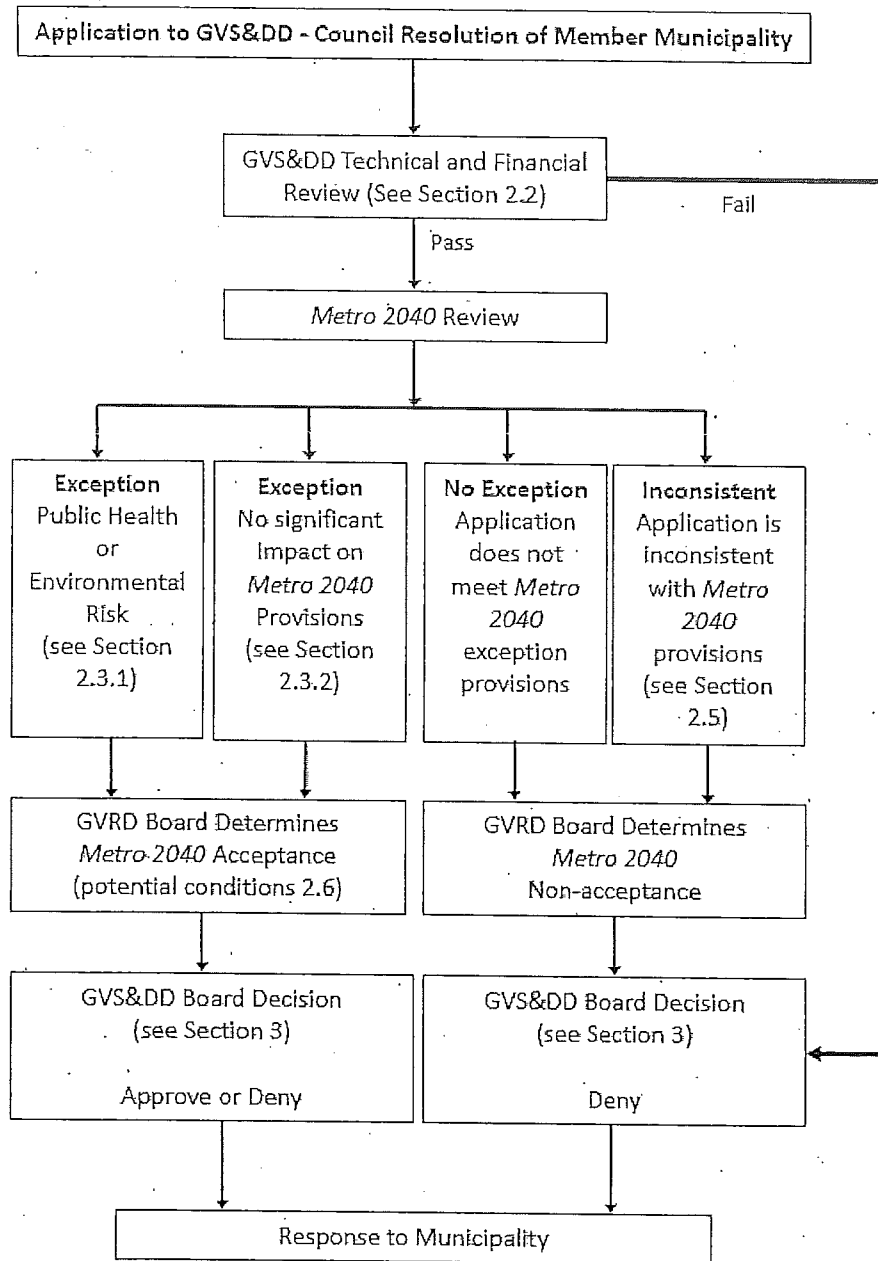
- the extension of regional sewerage services is limited by a restrictive covenant registered on the property specifying that sewerage services are provided only within a specified boundary and only for specified land use / structures. In such cases, the municipality must reapply to the GVS&DD for a sewerage extension for any proposed change in the specified boundary, or any change in the land use or development within that boundary as specified by the restrictive covenant.

## **3 GVS&DD Board Decision**

All GVRD Board resolutions pertaining to an application to extend GVS&DD sewerage services will be sent to the GVS&DD Board for final decision. In the cases where the GVRD Board has resolved that an application is not acceptable under *Metro 2040*, the GVS&DD Board is bound by that resolution and must not approve the extension of regional services. In the cases where the GVRD Board has resolved that an application is acceptable under *Metro 2040*, the GVS&DD Board has sole discretion either to approve or deny the application.



**Figure 1** *Metro 2040* Application Review Process for Municipalities Requesting Extension of GVS&DD Sewerage Services



**Please Note:**

- 1) It is strongly advised that municipal staff consult Metro Vancouver staff prior to formally submitting an application.
- 2) See Section 2.4 for applications to extend the GVS&DD Sewerage Area boundaries located within the *Metro 2040* Urban Containment Boundary.