



City of Vancouver
Planning Department

**TERMS OF REFERENCE
METROPOLITAN CORE JOBS AND ECONOMY LAND USE PLAN**

Approved by City Council
March 17, 2005

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EXECUTIVE SUMMARY

On March 17, 2005 Vancouver City Council approved these Terms of Reference and accompanying budget.

The Terms of Reference outline a major planning initiative to develop a long term land use policy plan to accommodate the future economy and jobs in the Metropolitan Core of Vancouver. The Metropolitan Core extends to 16th on the south and Clark on the east, containing 2/3 of the city's jobs.

It has been almost two decades since the research that led to the Central Area Plan land use policy, adopted in 1991 and implemented through various zoning changes. New residential neighbourhoods have developed successfully over the past 15 years.

Now, pressure is being felt to allow residential in areas that had been set aside for economic activities and to convert commercial buildings to residential. This presents challenges in ensuring we have appropriate land supply and zoning for the future jobs and services that should be located in the Core.

The work will occur in four steps. The first is to understand the current situation, with regard to both economic activity and urban development and infrastructure. The second step will be to project a range of futures for economic activity and for land supply and associated transportation and infrastructure capacity. This will lead, in step 3, to a better understanding of the land use and infrastructure issues we face in accommodating different possible economic futures. Subsequently, in step 4, various policy options will be developed and evaluated, before being incorporated into a Policy Plan.

Commencing in May 2005, the timing to approval of the full Policy Plan by Council is scheduled for two years. However, a major decision point will occur before 18 months, in step 3, when an Issues Report will be presented to Council. At this time, the existence and scale of issues related to various sub-areas of the Core will be outlined.

Prior to finalizing the Terms of Reference for this study, a draft was made available for review and comment by key external groups representing business, development, and land owners interests. There was a widely shared interest in, and support for, undertaking this study as expeditiously as possible.

The ongoing work will involve the various interests who have a stake in the future of the economy of the Core using a range of consultation techniques, including e-mail and web based newsletters, meetings with individual groups, open houses, and an Advisory Group.

1. INTRODUCTION AND BACKGROUND

This report outlines a major planning initiative. It will develop a long term land use policy plan to accommodate the future economy and jobs in the Metropolitan Core of Vancouver. The rest of this section briefly describes the history of land use change and policy development in the Core and the challenges now faced.

1.1 New Waterfront Plans

Major land use changes related to economic activity in the central area were made starting in the 1970s, gradually transforming all of the lands around False Creek and Coal Harbour from industrial uses to new mainly residential communities. This change began in South False Creek and was followed by the planning and rezoning of North and East False Creek (Concord Pacific and City Gate) and Coal Harbour. Southeast False Creek is the final piece, now underway.

1.2 The Central Area Plan

In 1991 Council adopted the Central Area Plan Goals and Land Use Policy. Much of the central area was still underdeveloped. Building on the work underway to transform the waterfronts, the Plan created a new vision for the future land use:

- Two smaller, more focussed areas for office districts: the region's major office core to expand in the Central Business District (CBD), and a medical-civic district in Uptown (Central Broadway).
- Expanded residential opportunities in distinctive and livable new high density residential neighbourhoods surrounding the office districts and extending along the waterfronts.
- "Choice of use" areas in several locations, with a free mix of commercial and residential, including in heritage areas to help protect heritage buildings.
- Retention of some industrial areas at the outer edges, to provide for related activities not accommodated in the growing residential and office districts.
- An improved balance between employment growth and transportation capacity, by putting more residents close to jobs, and concentrating more jobs in areas well served by transit.

1.3 Successes and Challenges

Today, nearly 15 years after the Central Area Plan was adopted, residential development has been very successfully realized. The new residential areas have grown faster than anticipated. The "choice of use" areas have also seen substantial new residential development. Heritage areas, too, are seeing increased residential interest.

The residential success has also created challenges. There is continuing strong pressure to develop new residential in employment areas: in areas that the Central Area Plan anticipated for employment, and also in areas where the evolving economic structure has created jobs and activity not anticipated by the Plan. This has raised

questions about whether there will be an appropriate land supply for the central area to serve its future economic role in the city and region. The following examples illustrate these observations:

- In the areas designated by the CA Plan for CBD and CBD expansion, the office centre of the region, office development has been slow, and residential interest is very high. In May 2004, Council adopted the *Downtown District Interim Policies for New Residential in Areas C and F* to prevent residential development from displacing commercial capacity pending a long term land use review. This long term land use review is the subject of this Terms of Reference, in the broader Core economic context. (These areas are referred to as the Interim Policy area.)
- In heritage areas, designated by the Plan for a “choice of use,” particularly in Yaletown and Gastown, underutilized heritage buildings have been increasingly occupied by businesses. These include “new economy” firms that did not exist when the Central Area Plan was prepared. Now with the strong residential market, these buildings are in demand for residential redevelopment that could replace, or limit, the business activity.
- In the Burrard Slopes and Mt. Pleasant industrial areas, there are city-serving light industrial activities; “new economy” activities; and businesses relocated from downtown areas being redeveloped to residential. In False Creek Flats, which has had rezoning for “high tech” and other uses over the past five years, further planning is getting underway. The Flats is influenced not only by urban activities expanding from the west, but also by the Port. The recent draft Port Plan indicates an intensification of Port activities, which in turn utilize rail in the Flats. These industrial areas - Burrard Slopes, Mt. Pleasant, and the Flats - have many competing land use and economic pressures, including residential.
- New housing has been very successful in the central area, playing a key role in creating a balanced, vital, and alive downtown. New types of mixed use and live-work are being built. More information is needed to assist in identifying future locations and types of development for continued appropriate residential growth, along with ensuring a land supply for economic activities.

1.4 New Policy Needed

The new policy that this study will develop is critical now, for a number of reasons:

- There are no up-to-date studies or policies on the link between the Core economy, and issues of land use, location, and zoning. Central Area Plan policies were developed from studies now two decades old.
- As land in the Core becomes more fully developed, there is less flexibility. City land use decisions now assume more significance to protect or foreclose future opportunities.
- Adequate and appropriate land supply and zoning are important factors for economic development and jobs, and are factors within City control. Land use for economic activity must also be compatible with transportation policy, and has impacts on the City tax base, the arts and culture of the city, and a wide range of other City and regional issues and goals.

2. STUDY PURPOSE

The study purpose is:

- To provide a better understanding of the Metropolitan Core economy, including its role in accommodating jobs, providing goods and services, and attracting visitors, in the context the city and region and beyond; and
- To provide policy options and develop a Policy Plan - consistent with City goals - on how much, where, and what types of land supply and zoning, and supporting transportation and other infrastructure, are needed to fulfill economic and related roles, including:
 - to provide for future economic opportunities and jobs; and
 - to provide goods, services, and activities for the people who live, work, and visit in the core.

For this study, the economy is defined as:

- All sectors of economic activity, both goods and services, and including professional services, financial services, retail, tourism, high tech and new economy, education, health care, arts and entertainment, construction, manufacturing, public administration, etc. (Appendix A contains a list of sectors.)
- All types of economic activity in these sectors - local-serving; city-and regional-serving; and the provision of goods and services outside the region, province, and country. (This is both the “non-basic” economy and the “basic,” or export-oriented, which is seen as “growing” the economy.)

The Policy Plan will identify:

- Future locations within the Core for economic activities of various kinds (serving employees, businesses, residents, visitors, and tourists) - matched with:
- The types of development in these locations to provide for this activity (e.g., office towers, heritage buildings, mixed use, live-work, tourist destinations and places, warehouses, “back office” buildings, etc.).

Other Economy-Related Initiatives

This study will work closely with other related land use and transportation studies underway, including False Creek Flats, Downtown Eastside Economic Revitalization, Port Plan, RAV, and the Livable Region Strategic Plan - Sustainable Region initiative. These projects and other economy-related work underway are listed in Appendix B.

The research and findings of this study will also be important input to future economy-related work outside the Core, both for city and regional studies.

3. CITY GOALS

City goals provide the framework for this study, and will be used as a checklist to identify issues and to evaluate policy choices. The final Policy Plan will be consistent with these goals and is intended to provide the land use component to help achieve them.

The goals have been developed with public input and approved by City Council. They are from several sources including CityPlan, Central Area Plan, Livable Regional Strategic Plan, Transportation Plan, Industrial Lands Strategy, etc.

The goals most directly related to the economy are listed below.

- **Diverse Economy and Jobs Close to Home:** Increase the number and choice of jobs in the city.
- **Economic Sustainability:** Encourage job creation and protection of existing jobs.
- **Industrial Lands Strategy:** Retain industrial land for port and river-related industry, and for industries that employ city workers and/or serve city businesses and residents.
- **Key Economic Role in Region:** Maintain and enhance the metropolitan core as the business and cultural centre for the region. Support the Livable Region Strategic Plan.
- **Economic Generator:** Recognize the central area's key and distinct role in the city and region and beyond.
- **Alive Downtown:** Create a central area that has a mix of activities where people live, shop, play, and work, and where the public streets are the primary scene of public life.

Beyond these directly economy-related goals, there are a broad set of goals that demonstrate the many other interrelationships that the economy has with the life of the core, including transportation, financial, social, cultural, residential, and environmental aspects. All the goals relevant to this study are listed in Appendix C.

4. STUDY AREA AND TIME HORIZON

4.1 Time Horizon

This study will have a time horizon to 2031 (25 years), based on the following:

- Looking ahead, the current GVRD growth management strategy is for a 25-year period - to 2031 - with associated population and employment projections which can be drawn on for this study. (A 20-25 year time frame has been the time horizon generally used for GVRD planning.)
- Looking back, the Central Area Land Use Plan has played out over a 20+ year period. The Plan was approved in 1991, and based on studies of the economic structure of the Core in the 1980s. It is during this period of 20+ years that key portions of the Plan have been realized; that there have been changes in the economic structure of the Core; and that new challenges have arisen.

There could be advantages to a time horizon less than 25 years, i.e., certainty and predictability, especially in light of the increasing pace of economic change. Even within the 25-year time horizon, there will be more reliability in the short term and more questions about the longer term. This may influence the policy options. On the other hand, there could also be advantages to a longer time horizon, i.e., looking far into the future provides for a greater range of eventualities. The study will note very long term influences, and if possible comment on how these may affect options or provide longer term directions.

4.2 Metropolitan Core Study Area

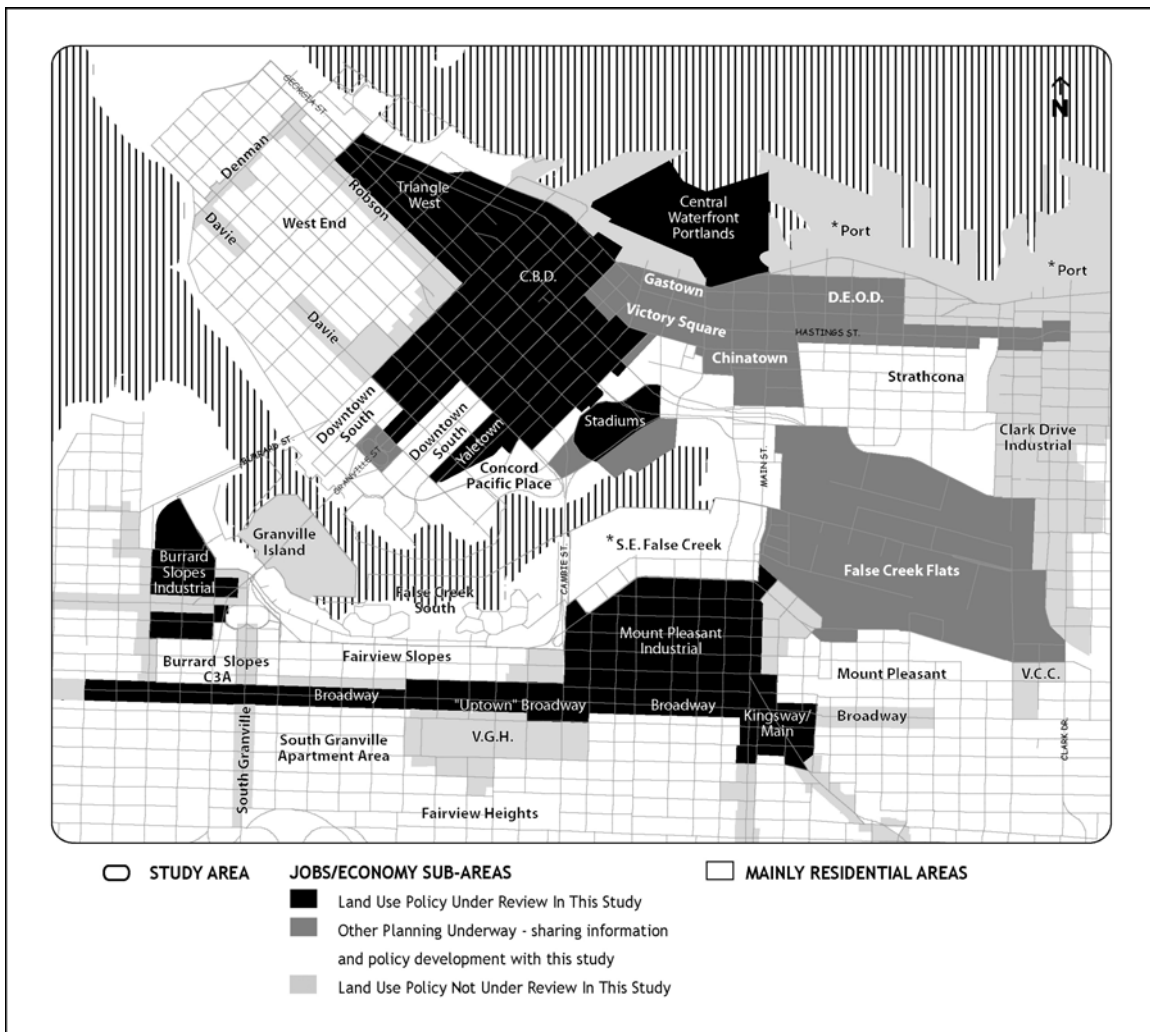
The Metropolitan Core for the purposes of this study includes the current Metropolitan Core defined by the GVRD (to Main Street), and it also includes an area to the east of Main that has increasing connections and interrelationships with the current Core.

This study will provide information on economic activity for the study area as a whole. The development of policy options will be focussed on certain sub-areas (see map):

- **Land Use Policy Under Review:** Jobs/economy areas where this study will directly affect land use policy, through confirmation of existing policy, or through new, or revised, policy.
- **Other Planning Underway:** Jobs/economy areas where other land use planning is underway. There will be sharing of information and policy development among studies.
- **Land Use Policy Not Under Review:** Jobs/economy areas where land use policy will not be reviewed by this study; e.g., local mixed use districts with housing above commercial; recently planned areas (VGH, VCC, new Convention Centre, Brewery Creek); and the Port (although Port "back up" uses, such as for cruise ship servicing, which require land in the Core, will be included in this study.)

There also many external factors influencing the economy of the study area, and these will be included. Comparative data and information will be provided for the rest of the city and region, and beyond where applicable.

Map of Metropolitan Core Study Area and Sub-Areas



*Notes:

Southeast False Creek - planning underway as a mainly residential area - therefore not included in this study.

The Port - recently produced a draft strategic Port Plan to intensify port activities - policies for the Port itself are not included in this study. (However, this study will consider Port "back-up" land use needs for nearby industrial areas.)

5. STEPS AND PRODUCTS

The five main steps of the study are described below and summarized in the chart that follows. There will be consultation throughout, as described in Section 6. Timing is described in Section 7.

Step 1: Understanding Yesterday and Today

In Step 1 sources of information are identified, and background data and information are assembled to create an understanding of today's situation.

- **Economic Picture:** Portrait of each economic sector in the study area and of the overall economic structure and role of the area. How the structure and role have changed in response to internal and external influences. Includes information on: sector size, employees, business sizes, significance in region, business linkages and interrelationships, location and location preferences, employee travel patterns and work-at-home, and profiles of the customers, clients, and visitors. (See Appendix A for full list of economic sectors.)
- **Urban Development Picture:** Description of the urban development that houses and serves economic activity, and of the policies, plans, and regulations that affect urban development. Topics include land use (e.g., square feet, building ages, vacancy rates); amenities related to special character and features (e.g., heritage, views); key 'one-of-a-kind' cultural and recreational facilities; and transportation, utilities, and telecommunications. Also, information on the risks, constraints, and feasibility of development as seen by financial institutions, developers, agents.
- **Economy Context:** Information from other cities and from articles, books, and websites on economy-related topics and trends (past, present, future).
- **Products:** Information Sheets, Annotated Bibliography, maps, data bases

Step 2: Projecting Tomorrow

In Step 2 a range of future projections are identified.

- **Economic Projections:** Projection of a variety of possible futures for the economic activity in the Core, based on the current situation and a range of internal and external trends and influences. Identification of trends and influences includes demographic, technological, local, national, global. Projections include employee, space, and location needs; transportation and utilities needs; amenity needs; customer base; and other characteristics that affect location. (This creates a picture of the economy's "demand" for future land use and supporting infrastructure.)
- **Urban Development Projections:** Projection of possible urban development futures based on the current situation; existing plans, policies, and regulations; and development practices. Projections include land uses (what types and where), key cultural and recreational facilities, transportation, and utilities. (This creates a picture of the "supply" side of land and infrastructure for economic activity.)
- **Products:** Economic Projections and Development Projections Background Papers

Step 3: Assessing the Fit

Step 3 compares the economic and urban development projections and uses City goals for evaluation and identification of issues.

- **Assessment and Issues:** Assessments of the Economic Projections and of the Economic vs Urban Development Projections, using City goals. Where are the matches or gaps between the projections for future economic activities and the projections for future supply of land and infrastructure? Leads to identification of what and where are the issues that need to be addressed with new policy in Step 4, as well as areas where there are not issues and existing policies can be confirmed.

*Example of possible issues (related to Interim Policy area):
Projections could show a mismatch between the future demand for the type of office usually found in traditional CBD locations and the future supply under current land use policy.*

- **Step 3 Products:** Issues Paper; Report to City Council

Step 4: Policies for the Future

In Step 4, policy options are developed and evaluated, creating a land use plan to accommodate future economic activity consistent with City goals.

- **Policy Options:** Development of policy options to identify possible future locations for economic activities and which types of development will best provide for these activities (e.g., office towers, heritage buildings, mixed use, warehouse, live-work, "back office," etc). Focus is on land use, but will include associated key facility needs (i.e., one-of-a-kind cultural or recreational facilities or event locations) and transportation and utilities. Evaluation of these options in light of development feasibility and the full range of City goals. Continued refinement of options to create draft plan with recommended policies. Policies will cover the Issues identified in Step 3 and may confirm and/or change current policies.

Example of possible policy options - related to Interim Area issue described above:
- Preserve all of the CBD expansion area for future office development;
- Preserve a smaller portion, but at higher density;
- Require office as part of mixed use; and/or
- Identify alternative locations for these offices;
- And associated transportation plan revisions if necessary

- **Step 4 Products:** Policy Options; Draft Policy Plan; Reports to City Council; Approved Metropolitan Core Economy/Jobs Land Use Plan

Step 5: Actions for Tomorrow: Implementation of the approved Plan through zoning and land use changes and related transportation and key facilities measures, starting with the area now covered by the Downtown Interim Policies. A detailed work program for these actions will be developed as Step 4 is completed.

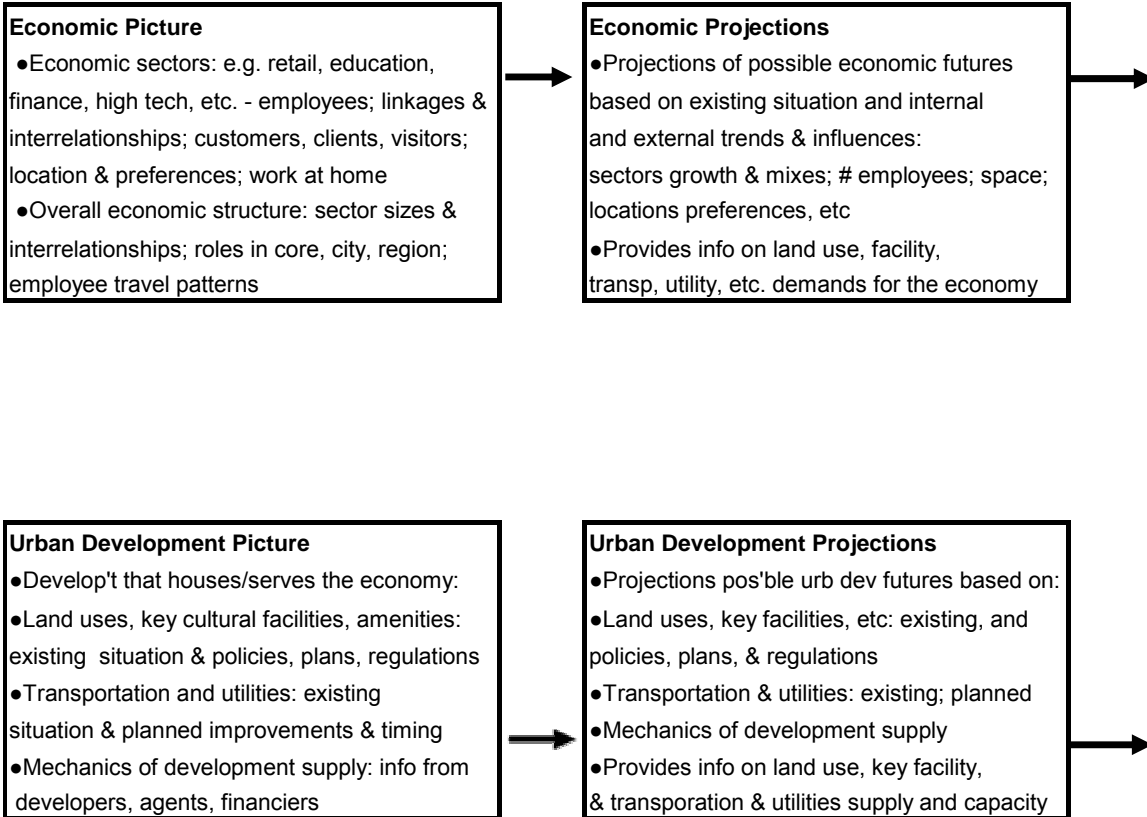
Timing note: Step 4 will begin earlier for the Interim Policy area than for the rest of the study area based on emerging issues in Step 3 - with the intent of completing Steps 4 and 5 sooner, if possible, for this area than for other sub-areas.

STEPS AND PRODUCTS SUMMARY

STEPS

1. Understanding Yesterday and Today

2. Projecting Tomorrow



PRODUCTS

Information sheets with maps, charts etc
 Data bases; maps
 Annotated bibliography

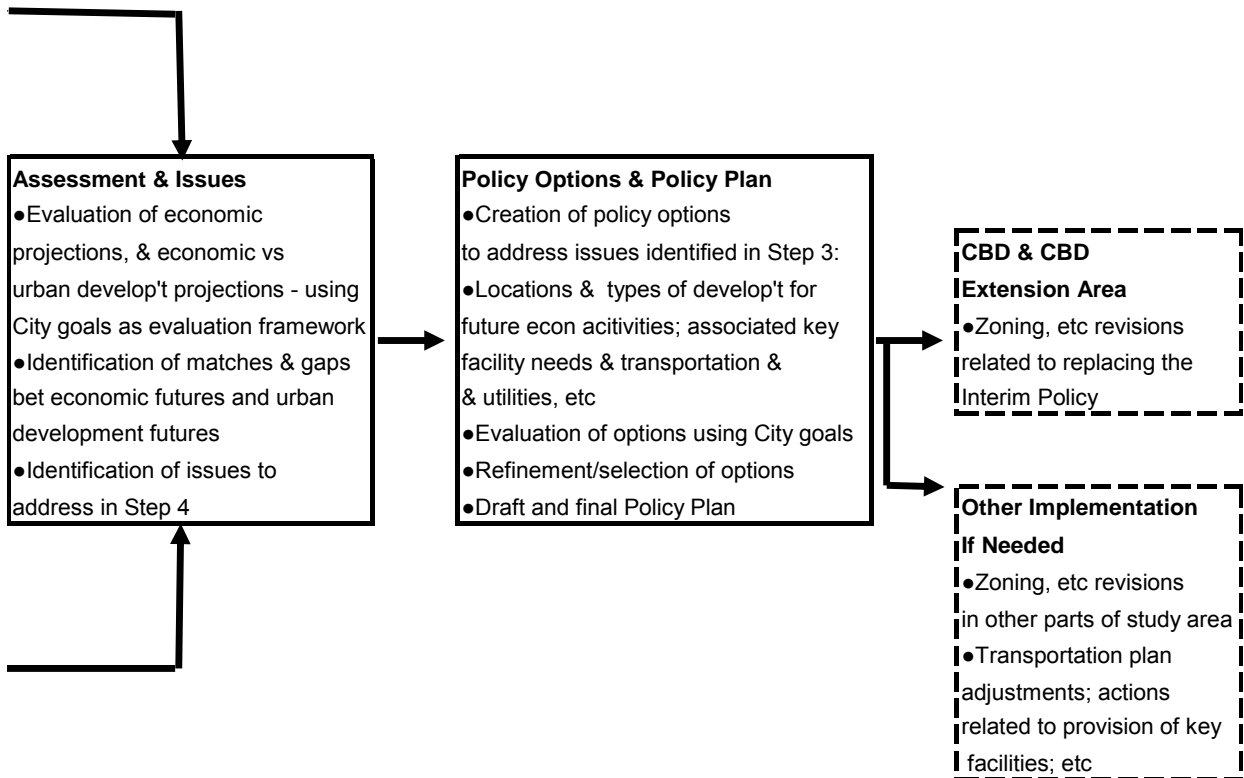
Economic Projections Background Paper
 Development Projections Background Paper

3. Assessing the Fit

4. Policies for Tomorrow

5. Actions for Tomorrow

(Detailed work program and schedule to be determined)



Issues Paper
Report to Council

Policy Options Paper
Draft Policy Plan
Report to Council
Approved Metropolitan Core Jobs and
Economy Land Use Plan

6. CONSULTATION

Consultation with interested and affected parties will occur throughout the study. This section provides two types of information to describe the consultation process:

- **Overview of Interests and Involvement:** A description of the various interests and the overall approach to involving them in the study.
- **Consultation by Step:** A description of consultation as it will occur in each step of the study.

The consultation program described below extends through Step 4. Step 5, where the Policy Plan begins to be implemented through changes to zoning and other measures, will require its own consultation process which will be detailed when more is known.

6.1 Overview of Interests and Involvement

The consultation program will encompass the full range of interests that could be affected by this Plan. It is also designed to provide for different levels of interest, from active participation to general information or awareness. This is reflected in the discussion below for involvement of:

- Advisory Group
- Interested and affected organizations, agencies, firms, Individuals
- Broader, general public
- City departments

Electronic communications tools - e-mailings and web-based newsletters with links to more detailed documents - will be the primary communications for this study, rather than paper mailings and communications. Their use is detailed below.

(In addition to being involved in the consultation process, a number of the organizations and individuals will also be interviewed by staff for research purposes.)

6.1.1 Advisory Group

Who:

Members of the Advisory Group will reflect a cross section of the interests most directly affected by the study. The numbers and composition will be approximately as shown in Table 1. Nominations will be sought from interested organizations and individuals (see Table 2), as well as through broader communications. Where the number of nominees exceeds what is needed, staff will select members based on achieving a range of backgrounds, including geographic and cultural diversity.

Role:

- To advise staff through critical review and evaluation of study product at key points;
- To speak from their own expertise and interest base (but not expected to be an official spokesperson on behalf of the economic sector or organization from which they may come); and
- To reflect diverse perspectives rather than necessarily agreeing with each other.

How:

The Advisory Group will be involved throughout study, mainly through structured workshops. They will be notified through an e-mail mailing list of meetings, web-based newsletters, and related web-based material. (Further details are provided in Section 6.2.)

Table 1 - Advisory Group Composition

Interest	Representatives from:	Number
Economy and business	- Various economic sectors (sector groups, business owners, employees) - General business and economic development and planning groups and depts, public and private	Up to 16
Landowners	- Large and small landowners, public and private	Up to 6
Real estate development and leasing	- Commercial/industrial/business developers - Real estate firms	Up to 6
Transportation	- Transportation interests, public and private (transportation modes: transit, goods movement, etc)	Up to 4

See Table 2 for specific organizations that may suggest members for the Advisory Group

6.1.2 Interested Organizations, Firms, and Individuals

Who:

There are a wide range of organizations, firms, and individuals who will be interested in the study beyond those on the Advisory Committee. Table 2 lists those we currently know would be interested. Others will be added before the start of the study, and as it proceeds.

Role:

- To maintain awareness of study, and be informed;
- To express opinion or preferences to staff and City Council on behalf of themselves or their organization, should they wish; and
- To suggest names for the Advisory Group.

How:

These groups and individuals will be on an e-mail mailing list, and will receive regular web-based newsletters, with links to more detailed information. Their comments will be solicited at various stages. Staff will also be available to attend meetings of interested groups.

Table 2 - Interested Organizations, Agencies, Firms, and Individuals
(Names will be added based on interest - those listed here are examples)

Interest	Organizations & agencies
Economy and business	<p>Sector groups: E.g.: Tourism Vancouver, Vancouver Port Authority, B.C. Tech Industries Assn, Retail BC (see Appendix A for sectors)</p> <p>General groups: E.g.: Board of Trade, Business Council of BC, Vancouver Economic Development Commission, Downtown Vancouver Assoc, Downtown Vancouver BIA and other BIAs, Unions, Vancouver City Planning Commission</p> <p>Government depts and agencies working on economic planning: E.g., GVRD, Provincial, Federal</p> <p>Also - individual businesses and business consultants</p>
Landowners	<p>Building Owners and Managers Assoc (BOMA), National Assn of Industrial and Office Properties (NAIOP)</p> <p>Also - individual landowners, public and private</p>
Real estate development and leasing	<p>Urban Development Institute (UDI), Greater Vancouver Real Estate Board, Architectural Institute of BC (AIBC), Greater Vancouver Housing Authority (GVHA)</p> <p>Also - individual development and real estate leasing firms</p>
Transportation	<p>TransLink, Vancouver Gateway Council, BC Trucking Assn, BEST, BCAA, Taxi Association</p> <p>Rail companies, parking companies</p>
Other	Residents groups, heritage groups, academics, etc

6.1.3 Broader Public

Who:

This includes others who may have an interest in the study, but have not participated at the more intense levels described above.

Role:

To become aware of the study; to be informed; to express opinions if desired.

How:

Advertisements in newspapers will direct attention to web-based newsletters and to open houses. Comments will be solicited at various stages.

A note on translation: It is expected that people on the Advisory Group and in the interested organizations, firms, and individuals will have a working knowledge of English. However, for the broader public, web-based newsletters and newspaper ads will be translated into Chinese. Chinese-speaking staff will also be available at open houses. More in-depth material, such as Information Sheets and Policy Options, will not be translated.

6.1.4 City Departments

The Economy Study Staff Team will be composed of staff from City Plans and Central Area Planning, reporting to the Co-Directors of Planning. The Staff Team will work closely with Engineering (transportation and utilities) and with project teams working on related studies (RAV, False Creek Flats, Downtown Eastside, Downtown Transportation Plan, etc), as well as with Finance.

Other City staff whose mandates may be affected by the policy options will also be consulted through an Interdepartmental Group. Group members will be kept informed throughout, be asked for information and expertise as needed, and consulted through workshops at key points. These departments include Sustainability, Properties, Housing, Social Planning, Cultural Affairs, and Engineering and Planning (various sections in additions to ones noted above).

There will also be periodic workshops with the Corporate Management Team and City Council.

6.2 Consultation by Step

This section lists the major consultation components by step, noting that there will be many research tasks underway at the same time, as described in detail in Section 5.

Step 1 Understanding Yesterday and Today

- Web newsletter #1: project start, with link to study Terms of Reference
- Ads: project start; promote awareness of website and newsletter #1
- E- mails and calls to groups regarding project; offer by staff to attend meetings of interested groups; seek nominees for Advisory Group
- Confirm Advisory Group
- Advisory Group meeting: introductions, program outline, logistics
- Advisory Group meeting: review initial findings for Step 1

Step 2 Projecting Tomorrow

- Web newsletter #2: draft projections and info on Step 1 findings, with links to more detailed information from Steps 1 and 2; public comments solicited
- Ads and e-mails to announce that web newsletter #2 is now available
- Advisory Group Meeting(s): workshop(s) to review draft projections
- Web newsletter #3: revised projections, with links to detailed information

Step 3 Assessing the Fit

- Web newsletter #4: draft issues, with links to more detailed information; public comments solicited
- Ads and e-mails to announce that web newsletter #4 is now available and to advertise Open Houses
- Public Open Houses on issues; comments solicited
- Advisory Group Meeting(s): workshop(s) to discuss draft issues and which to be addressed
- City Council: hear public input; approve issues to be addressed
- Web newsletter #5: final issues (& non-issues), with links to detailed information

Step 4 Policies for Tomorrow

1st Phase: Developing and Evaluating Policy Options

- Advisory Group Meeting(s): workshop(s) to discuss draft policy options, ideas to add/subtract, and how options evaluated
- Web newsletter #6: Policy Options (including evaluation), with links to more detailed information; public comments solicited
- Ads and e-mails to announce that web newsletter #6 is now available; and to advertise Open Houses
- Public Open Houses on policy options; comments solicited

2nd Phase: Creating and Reviewing Draft Policy Plan

- Advisory Group Meeting(s): workshop(s) to discuss selected policy options (Draft Policy Plan)
- City Council: Draft Policy Plan for information and referral for final public review
- Web newsletter #7: Draft Policy Plan with links
- Ads and e-mails to announce that web newsletter #7 is now available and to advertise Open Houses
- Public Open Houses re Draft Policy Plan
- Staff attendance at meetings of interested groups
- City Council: hear public input and adopt Draft Policy Plan
- Web newsletter #8: Policy Plan
- Ads and e-mails re web newsletter #8

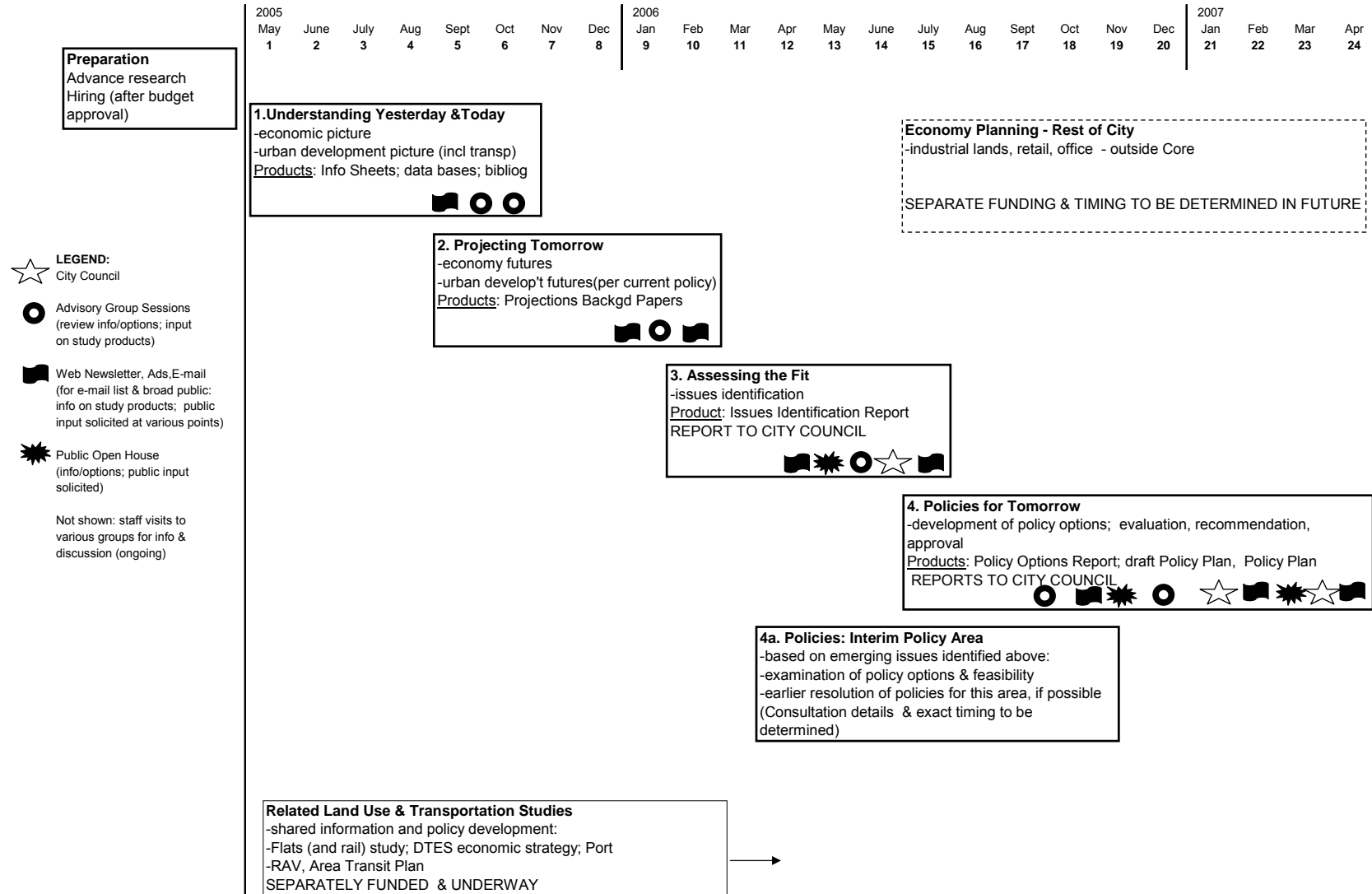
Step 5 Actions for Tomorrow

- To be determined once implementation details are known

Throughout these steps, staff will also be available to attend meetings of interested groups.

For a summary of the key points for City Council decisions, Advisory Group meetings, and public open houses, see the schedule on the next page.

7. SCHEDULE OF STEPS AND CONSULTATION



Appendix A. List of Economic Sectors

This study will include all the economic sectors that are active in the study area. Economic sector definitions are established by Statistics Canada, using the North American Industry Classification (NAICS). NAICS classifies all business establishments into economic sectors based on what they produce and the service they provide. Each business is placed into one sector, based on its major product or service. For example, a hotel is part of the Accommodation sector, including the restaurants in the hotel.

Each sector employs people in a variety of different occupations (e.g., management, clerical, etc). This study will also report on the types of occupations in the sectors. As well, self-employment can occur in different jobs and sectors, and will be noted in the study.

The table below describes the 20 general sectors. There are also many detailed sub-sectors.

SERVICES

Wholesale Trade

Retail Trade

Transportation and Warehousing

Information and Cultural Industries

Finance and Insurance

Real Estate and Rental and Leasing

Professional, Scientific, and Technical Services

Management of Companies and Enterprises

Administration and Support, Waste Management and Remediation

Educational Services

Health Care and Social Assistance

Arts, Entertainment, and Recreation

Accommodation and Food Services

Other Services (except Public Administration)

Public Administration

GOODS

Agriculture, Forestry, Fishing, and Hunting

Mining and Oil and Gas

Utilities

Construction

Manufacturing

(In the study area, activities like forestry and mining appear may appear in the form of head office and related activities.)

NEW ECONOMY

Some types of economic activity that are frequently discussed are not included as specific economic sectors in NAICS definitions. Often, firms doing these activities are parts of several different sectors. For example, in the case of tourism, the element that ties them together is the clients that they serve. In the high tech sector, it's the degree to which the goods and services they produce could be considered high tech products. There are other, overlapping categorizations, such as "new media" and "multi-media." This study will include "new economy" activities as well.

Appendix B: Other Economy and Jobs Initiatives Underway

The City is involved in a number of studies and initiatives with economic implications both within the Core and in the rest of the city and region. Many are listed here. (Work on related studies will be coordinated with the study described in this terms of reference.)

- Land Use and Related Studies and Programs
 - Downtown Eastside Economic Revitalization Plan & Heritage Area initiatives
 - False Creek Flats
 - East Vancouver Port Lands
 - Industrial Land reviews
 - Business Improvement Areas (BIAs)
 - Neighbourhood Centres
 - Home-Based Business and Live-Work
- Transportation
 - Transit: Area Transit Plan; RAV rapid transit; Downtown Streetcar
 - Downtown Transportation Plan and Vancouver Transportation Plan
- Property Tax
 - Property tax distribution study - review of distribution of tax levy among various residential and non-residential property classes
- Sustainability/Green House Gas Reduction/Green Development - for workplaces
 - Cool Vancouver Plan - includes energy efficiency programs in office buildings, hotels, and other businesses, as well as in City buildings
 - City sustainable purchasing policies (e.g., for biodiesel fuel)
 - Studies on the application of LEED to new development
- Social and Cultural Initiatives
 - Employment Opportunities for Local Residents (DTES Employment Strategy; Trade and Convention Centre)
 - Childcare Strategic Plan "Moving Forward"
 - Food Policy Council
 - Homeless Action Plan
 - Arts and Culture Strategy
- City and Regional Planning and Economic Development
 - Vancouver Economic Development Commission
 - Sustainable Region Initiative - Livable Region Strategic Plan Review
 - Greater Vancouver Regional Economic Leadership Council
- International Trade
 - City ethical purchasing policy (e.g., fair trade coffee)
 - FCM research on international trade agreements & municipalities

(Many other planning initiatives are related to maintaining and enhancing the city's livability, which improves quality for existing residents and businesses, and also attracts new visitors, skilled workers, "footloose" business, and economic investment.)

Appendix C. List of City Goals

The study will be directed by established City goals. The goals will be used as a checklist to assess issues and evaluate policy options. The goals are from initiatives approved by City Council, after public input. (Sources are in parenthesis after each goal below, with the complete list of sources at the end of this appendix.)

There are no rankings or priorities assigned to the goals. However, there may be some trade-offs among goals that will arise during this study. By including a full set of goals, trade-offs will be explicitly identified for public and Council discussion and evaluation.

Economy Goals

- **Diverse Economy and Jobs Close to Home:** Increase the number and choice of jobs in the city. (CP)
- **Economic Sustainability:** Encourage job creation and protection of existing jobs. (CM)
- **Industrial Lands Strategy:** Retain industrial land for port and river-related industry, and for industries that employ city workers and/or serve city businesses and residents. (ILS)
- **Key Economic Role in Region:** Maintain and enhance the metropolitan core as the business and cultural centre for the region. (LRSP) Support the Livable Region Strategic Plan. (CP)
- **Economic Generator:** Recognize the Central Area's key and distinct role in the city and region and beyond. (CAP and CP)
- **Alive Downtown:** Create a central area that has a mix of activities where people live, shop, play, and work, and where the public streets are the primary scene of public life. (CAP)

Sustainability Goals

- **Sustainable City:** Enhance environmental, economic, and social sustainability by supporting the following: conservation of energy, water, and materials (e.g., infrastructure and land use planning; businesses sharing resources); long term economic health (e.g., diversification; growth); and community integration (e.g., urban employment; a range of accessible shops, services, and supports for employees and residents). (SP)

Note: While "sustainability" as a term is used specifically in some of the goals, all of the goals are related to various aspects of sustainability.

Transportation and Environment Goals

- **Transit, Walking, and Biking:** Enhance the transportation system to put a greater emphasis on transit, walking, and biking. (*This goal includes actions to: encourage land use that reduces the demand for travel; improve transit service; and implement new rapid transit lines.*) (CP; CAP; TP; DTP)
- **Clean Air and Water:** Make improving the environment a priority in decision-making with particular attention to air and water quality. (*Including actions to make land use decisions that put people close to jobs, shops, and services to reduce travel.*)(CP)
- **A Better Transportation Balance to the Downtown:** Increase jobs and housing; rely more on transit, walking, and biking within and to the downtown; expand transit service; meet targets for use of transit and other modes. (VTP; DTP)
- **An Accessible Central Area:** Enhance the accessibility of the central area, while ensuring that its growth does not place an unacceptable transportation burden on central area streets, outlying neighbourhoods, or the environment. (CAP)

Financial Goals

- **Financial Stability:** Maintain a healthy property tax base and strong credit ratings for the City government. (CFP)

Housing, Urban Form, Heritage, Social, and Cultural Goals

- **Housing Variety:** Increase housing variety throughout the city and give people the opportunity to stay in their neighbourhoods as their housing needs change, and by doing so, to take a share of regional growth. (CP)
- **Addressing Housing Costs:** Increase the supply of subsidized and lower cost market housing throughout the city through the use of senior government programs, private sector incentives, and City regulations and subsidies. (CP)
- **Distinctive Neighbourhood Character:** Support the creation of a distinctive look and feel for each neighbourhood. (*This goal includes actions to: ensure compatibility of new development; extend protection of heritage buildings and areas.*) (CP)
- **Heritage Conservation:** Identify the city's heritage resources; conserve these resources through the development of incentives; and create greater awareness and understanding of our built heritage. (HMP)
- **New and More Diverse Public Places:** Ensure that the number and quality of the city's public places match the needs of a growing and increasingly diverse population. (*This goal includes actions to: promote lively shopping streets; protect public views of water and mountains.*) (CP)
- **Arts and Culture:** Ensure the existence of adequate facilities for the creation and presentation of the arts in Vancouver. (CCR) Make Vancouver a city where creativity is valued and contributes to our cultural, social, and economic development. (CP) Facilitate cultural economic development initiatives to ensure that the opportunities for growth in the cultural sector are fully realized as part of maintaining a healthy and diverse regional economy. (SRAC)

- **Accessible, Community Based Services:** Provide better access to services for people who most need them and for people who currently have difficulty getting the services they require; and increasingly deliver services locally and in consultation with users. (CP)
- **Working Together to Promote Safety:** Improve community safety by emphasizing the prevention of crime and reducing unsafe conditions. (CP)

Source documents for goals:

Central Area Plan (CAP)

CityPlan (CP)

City Cultural Goals (CCG)

City financial policy (FP)

Council motions (CM)

Downtown Transportation Plan (DTP)

Heritage Management Program (HP)

Industrial Lands Strategy (ILS)

Livable Regional Strategic Plan (LRSP)

Strategies for Regional Arts and Cultural Development in Greater Vancouver (SRAC)

Vancouver Transportation Plan (TP)

Vancouver Sustainability Principles (SP)

Appendix D: Budget Estimate - Staff and Resources

This budget estimate covers Steps 1 to 4 (to Policy Plan), approximately 24 months. (Step 5, implementation with Downtown zoning, etc is not included)

Existing Staff	\$332,000
0.75 Planner 3 (City Plans)	
1.0 Planner 1 and/or PI Asst (Data Group)	
0.5 P1 and/or P Asst (Central Area)	
New Temp Staff (24 months)	\$474,800
2.0 Planner 2	
1.0 Planning Asst. 3	
1.0 Civil Engineer (1/2 time)	
Staff Overtime	\$ 30,000
Computers, software, phone, furniture	\$ 20,000
For four temp staff	
Consultants	\$120,000
Business Linkages Survey	
Economic Projections: Experts Consultation	
Development Pro-Formas	
Student Contract Work	\$ 35,000
Economic Sector Rep Interviews	
Live-work Post Occupancy Study	
Visiting Speakers	
(Co-sponsor w/ VEDC, B of Trade, etc)	\$ 4,500
Data Purchase	\$ 20,000
Custom census data; other data	
Public Involvement	\$ 42,000
Main components are:	
-Web-based newsletters, 8 issues	
-Associated newspaper ads and e-mailing to draw attention to each newsletter	
-Advisory Group, about 30 reps from all interests, approx. 10 workshop-type sessions	
-Visits to meetings of existing groups, at key points	
-Open houses for broader public, at 3 key points, with associated ads	
Total	\$1,078,000
Minus Existing Staff	\$ 332,000
<u>TOTAL REQUESTED (over 2 years)</u>	\$ 746,000