

**METRO VANCOUVER REGIONAL DISTRICT  
ELECTORAL AREA COMMITTEE**

**MEETING**

**Wednesday, May 10, 2023**

**1:00 pm**

**Meeting conducted electronically/in-person pursuant to the Procedure Bylaw  
28<sup>th</sup> Floor Committee room, 4515 Central Boulevard, Burnaby, British Columbia**

**A G E N D A<sup>1</sup>**

**1. ADOPTION OF THE AGENDA**

**1.1 May 10, 2023 Meeting Agenda**

That the Electoral Area Committee adopt the agenda for its meeting scheduled for May 10, 2023 as circulated.

**2. ADOPTION OF THE MINUTES**

**2.1 January 11, 2023 Meeting Minutes**

That the Electoral Area Committee adopt the minutes of its meeting held January 11, 2023 as circulated.

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**3. DELEGATIONS**

**4. INVITED PRESENTATIONS**

**4.1 Kris Holm, Principal Geoscientist, BGC Engineering**

Subject: Electoral Area A Geohazard Mapping Project Update

**5. REPORTS FROM COMMITTEE OR STAFF**

**5.1 Barnston Island Dike Improvements – Provincial Grant**

That the MVRD Board endorse the use of the \$5.25 million-dollar provincial grant to make improvements to the Barnston Island dike, as outlined in the report dated May 2, 2023, titled “Barnston Island Dike Improvements – Provincial Grant”.

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<sup>1</sup> Note: Recommendation is shown under each item, where applicable.

**5.2 University Endowment Lands Governance Study – Final Report**

pg. 12

That the MVRD Board write a letter to the Minister of Municipal Affairs advising that it concurs with the report dated April 21, 2023, titled “University Endowment Lands Governance Study – Final Report” that the provincial and regional district scenarios are not the best-fit, long-term sustainable governance models for the future of the University Endowment Lands.

**5.3 Manager’s Report – Electoral Area**

pg. 19

That the Electoral Area Committee receive for information the report dated April 21, 2023, titled “Manager’s Report – Electoral Area”.

**6. INFORMATION ITEMS**

**7. OTHER BUSINESS**

**8. BUSINESS ARISING FROM DELEGATIONS**

**9. RESOLUTION TO CLOSE MEETING**

*Note: The Committee must state by resolution the basis under section 90 of the Community Charter on which the meeting is being closed. If a member wishes to add an item, the basis must be included below.*

**10. ADJOURNMENT/CONCLUSION**

That the Electoral Area Committee adjourn/conclude its meeting of May 10, 2023.

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Membership:

McCutcheon, Jen (C) – Electoral Area A	Ferguson, Steve – Langley Township
Ross, Jamie (VC) – Belcarra	Leonard, Andrew – Bowen Island
Berry, Ken – Lions Bay	Meiszner, Peter – Vancouver
Bose, Mike – Surrey	

**METRO VANCOUVER REGIONAL DISTRICT  
ELECTORAL AREA COMMITTEE**

Minutes of the Regular Meeting of the Metro Vancouver Regional District (MVRD) Electoral Area Committee held at 1:00 pm on Wednesday, January 11, 2023 in the 28<sup>th</sup> Floor Boardroom, 4515 Central Boulevard, Burnaby British Columbia.

**MEMBERS PRESENT:**

Chair, Director Jen McCutcheon, Electoral Area A  
Vice Chair, Mayor Jamie Ross, Belcarra  
Mayor Ken Berry, Lions Bay  
Councillor Mike Bose, Surrey  
Councillor Steve Ferguson, Langley Township  
Councillor Peter Meiszner, Vancouver

**MEMBERS ABSENT:**

Mayor Andrew Leonard, Bowen Island

**STAFF PRESENT:**

Sean Galloway, Director, Regional Planning and Electoral Area Services  
Natalia Melnikov, Legislative Services Coordinator, Board and Information Services

**1. ADOPTION OF THE AGENDA**

**1.1 January 11, 2023 Regular Meeting Agenda**

**It was MOVED and SECONDED**

That the Electoral Area Committee adopt the agenda for its regular meeting scheduled for January 11, 2023, as circulated.

**CARRIED**

**2. ADOPTION OF THE MINUTES**

**2.1 October 5, 2022 Regular Meeting Minutes**

**It was MOVED and SECONDED**

That the Electoral Area Committee receive for information the minutes of its regular meeting held October 5, 2022, as circulated.

**CARRIED**

**3. DELEGATIONS**

No items presented.

**4. INVITED PRESENTATIONS**

No items presented.

**5. REPORTS FROM COMMITTEE OR STAFF**

**5.1 Committee Orientation**

Marcin Pachcinski, Division Manager, Implementation and Electoral Area Services, Regional Planning and Housing Services, provided the Electoral Area Committee with a presentation on the committee budget and strategic plans outlining the Electoral Area A services.

In response to questions, members were informed about the community and barge clean-up events, geohazard and slides area assessments for Howe Island, and improvements to the dyke system on the Barnston Island. Members commented on the importance of building relationships and partnerships with other levels of governments for service improvements.

Presentation material titled “Electoral Area Committee Orientation – Electoral Area A” is retained with the January 11, 2023 Electoral Area Committee agenda.

**5.2 2023 Electoral Area Committee Meeting Schedule and Work Plan**

Report dated January 3, 2023, from Sean Galloway, Director, Regional Planning and Electoral Area Services, Regional Planning and Housing Services, providing the Electoral Area Committee with the 2023 Work Plan, its Terms of Reference, and the Annual Meeting Schedule.

The Committee members commented on the benefits of having meetings in-person but wished to have flexibility to allow for a hybrid meetings format.

**It was MOVED and SECONDED**

That the Electoral Area Committee:

- a) receive for information the Electoral Area Committee Terms of Reference and the 2023 Annual Meeting Schedule, as presented in the report dated January 3, 2023, titled “2023 Electoral Area Committee Meeting Schedule and Work Plan”; and
- b) endorse the 2023 work plan, as presented in the report dated January 3, 2023, titled “2023 Electoral Area Committee Meeting Schedule and Work Plan”.

**CARRIED**

**5.3 Manager’s Report – Electoral Area**

Report dated January 3, 2023, from Sean Galloway, Director, Regional Planning and Electoral Area Services, Regional Planning and Housing Services, providing the Electoral Area Committee with an update on the Electoral Area A Geotechnical Study Phase 2.

**It was MOVED and SECONDED**

That the Electoral Area Committee receive for information the report dated January 3, 2023, titled "Manager's Report – Electoral Area".

**CARRIED**

**6. INFORMATION ITEMS**

No items presented.

**7. OTHER BUSINESS**

No items presented.

**8. BUSINESS ARISING FROM DELEGATIONS**

No items presented.

**9. RESOLUTION TO CLOSE MEETING**

No items presented.

**10. ADJOURNMENT/CONCLUSION**

**It was MOVED and SECONDED**

That the Electoral Area Committee conclude its regular meeting of January 11, 2023.

**CARRIED**

(Time: 2:00 pm)

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Natalia Melnikov,  
Legislative Services Coordinator

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Jen McCutcheon,  
Chair

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To: Electoral Area Committee

From: Marcin Pachcinski, Division Manager, Electoral Area and Implementation Services  
Regional Planning and Housing Services

Date: May 2, 2023 Meeting Date: May 10, 2023

Subject: **Barnston Island Dike Improvements – Provincial Grant**

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### **RECOMMENDATION**

That the MVRD Board endorse the use of the \$5.25 million-dollar provincial grant to make improvements to the Barnston Island dike, as outlined in the report dated May 2, 2023, titled “Barnston Island Dike Improvements – Provincial Grant”.

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### **EXECUTIVE SUMMARY**

The Province recently provided Metro Vancouver with a grant of \$5.25 million for dike improvements on Barnston Island. The grant is not sufficient to bring the entire dike up to current standards, but will enable the improvement of some of the dike components, thereby increasing the overall flood protection capability of the dike.

Metro Vancouver is the local government for Barnston Island, but it is not responsible for the dike itself, which falls to the resident-volunteer Barnston Island Diking District, which is overseen directly by the Province. Metro Vancouver will manage the consultation and procurement process for this grant project, but is not taking on additional responsibilities for the dike or its future maintenance. The project will be completed by March 2026.

### **PURPOSE**

This report provides the Electoral Area Committee and MVRD with information related to recent funding the Province has provided to Metro Vancouver to improve the Barnston Island dike and seeks direction to use the funds.

### **BACKGROUND**

At its October 28, 2022 meeting, the MVRD Board passed the following resolution:

*“That the MVRD Board direct staff to follow-up on the current status of the UBCM resolution and previous correspondence on the B.C. Provincial Government’s role in planning and funding flood management infrastructure on Barnston Island.”*

This report includes a link to the Province’s February 2023 response to UBCM *Resolution SR3: Provincial Responsibility for Flood Protection* (References 1 and 2) and provides information related to recent funding the Province has given to Metro Vancouver to improve the Barnston Island dike.

## **BARNSTON ISLAND DIKE**

Barnston Island is part of Metro Vancouver’s Electoral Area A and is protected by a 10-km ring dike, on top of which there is a Ministry of Transportation and Infrastructure-maintained road. A portion of the dike and road run across Katzie First Nation IR#3. The dike does not meet current Dike Design & Construction Guidelines set by the Province (see Reference 3). Metro Vancouver is the local government for Barnston Island, but is not responsible for the dike and has expressed concerns regarding the proposed transfer of diking district responsibilities to local governments, in this case, Metro Vancouver (see below). Oversight of the dike and the Barnston Island Diking District remains with the Province.

The *Drainage, Ditch and Dike Act*, enacted in 1907, enabled five autonomous diking districts, including the Barnston Island Diking District, to collect taxes to construct and maintain works for diking and drainage. The Barnston Island Diking District is comprised of a few local resident volunteers, who collect approximately \$15,000 annually from Barnston Island property owners. The annual amount typically covers basic maintenance, such as mowing and drainage channel clearing. While the local resident volunteers are committed to doing what they can to maintain the dike, the very limited tax base of Barnston Island coupled with the scale and complexity of the upgrades identified in the Barnston Island Dike Assessment (2013) mean the upgrades cannot be properly assessed (e.g. engineering studies), funded and coordinated by relying on the Barnston Island Drainage District.

## **PROVINCIAL GRANT FUNDING FOR DIKE IMPROVEMENTS**

In recognition of the challenges described above, the Province recently provided Metro Vancouver with a grant of \$5.25 million under the *Emergency Program Act*. The funds are to be used for dike improvements to advance flood protection and help ensure Barnston Island remains a viable place for living and farming.

The grant conditions include submission of:

- a work plan for the Province’s review by July 1, 2024;
- quarterly reports that include project progress and a summary of expenditures;
- a final report to the Province by March 22, 2026, including a summary of the project and outcomes achieved; and
- responses to reasonable ad-hoc reporting requests for information from the Province.

The funds are not sufficient to bring the entire dike up to current standards, but they are expected to enable the improvement of specific dike-components, thereby increasing the overall flood protection capability of the dike. The Barnston Island Dike Assessment (2013) provides a basis for identifying priority improvements, which will be done in consultation with professional engineers and key stakeholders.

Importantly, Metro Vancouver’s acceptance of the grant does not change the status of the dike’s jurisdiction. Metro Vancouver is not taking on additional responsibilities for the dike or its maintenance. Metro Vancouver, in its capacity as the local government, will manage the consultation and procurement process for this grant project.

**NEXT STEPS**

To implement the grant and complete the project by March 22, 2026, staff propose the high-level action timeline below. The specific actions and timeline may be revised as discussions progress with the Province, engineering consultants, and key stakeholders.

<b>mid/late 2023</b>	<i>Engage an engineering consultant and consult with the Barnston Island Diking District, Katzie First Nation, government partners, and others to confirm the priority improvements that will be made with the grant funds.</i>
<b>early/mid 2024</b>	<i>Prepare the bid(s), choose the successful bidder, and sign contract(s). In addition to external engineering support, the project team will rely on the advice and expertise of relevant Metro Vancouver departments, as appropriate (e.g. Project Delivery, Real Estate and Procurement, etc.).</i>
<b>mid/late 2024</b>	<i>Design and early works</i>
<b>2025</b>	<i>Construction</i>
<b>early 2026</b>	<i>Post-construction activities (e.g. as-built drawings, final report)</i>

Staff will provide updates to the Province, Barnston Island residents, the Electoral Area Committee, and the MVRD Board at key milestones in the process.

**ALTERNATIVES**

1. That the MVRD Board endorse the use of the \$5.25 million-dollar provincial grant to make improvements to the Barnston Island dike, as outlined in the report dated May 2, 2023, titled “Barnston Island Dike Improvements – Provincial Grant”.
2. That the Electoral Area Committee receive for information the report dated May 2, 2023, titled “Barnston Island Dike Improvements – Provincial Grant” and provide alternate direction to staff.

**FINANCIAL IMPLICATIONS**

The Province has provided Metro Vancouver with a \$5.25 million-dollar grant for this project. These funds will be used for all dike improvement works, including design and construction. No additional funds (e.g. tax revenues) are anticipated to be used to fund the dike improvement works. The grant amount will be reflected in the Electoral Area Financial Plan that is presented to the Electoral Area Committee and MVRD Board annually.

**CONCLUSION**

As the local government responsible for emergency management on Barnston Island, Metro Vancouver has an interest in strengthening the integrity of the Barnston Island dike. The Province has provided a grant of \$5.25 million towards improving the Barnston Island dike. If the Board chooses Alternative 1, staff will work with engineering consultants and key stakeholders to confirm which previously-identified deficiencies will be improved and will report back at key milestones. Staff recommend Alternative 1.



**Attachment**

Excerpt from the Barnston Island Dike Assessment (2013)

**References**

1. [UBCM Resolution SR3: Provincial Responsibility for Flood Protection](#)
2. [Provincial Response to UBCM Resolution SR3](#)
3. [Dike Design and Construction Guidelines Best Management Practices](#)

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## Excerpt of Barnston Island Dike Assessment Final Report

The favored options from the CBA also have the least environmental and social impacts and are preferred from these perspectives as well.

**Table 6. Environmental and Social Impact Rating**

Option	Environmental Impact	Negative Social Impact
<b>0</b>	Low – no riprap added.	Low – safety of pump station improved.
<b>1</b>	Low – riprap (or other protection) added where there partly already is rock.	Low – Some dike fill may encroach on land at toe of dike.
<b>2a</b>	High – extensive riparian damage from added riprap. Encroachment on existing vegetation from dike widening.	High – encroachment on development next to dike. Loss of views in some areas.
<b>2b</b>	Medium – some riprap added along Parsons Channel but dike set back on north shore of island.	High – land use change and relocation of housing.
<b>3a</b>	High – extensive riparian damage from added riprap. Encroachment on existing vegetation from dike widening.	High – encroachment on development next to dike. Loss of views in some areas.
<b>3b</b>	Medium – some riprap added along Parsons Channel but dike set back on north shore of island.	High – land use change and relocation of housing.
<b>4a</b>	Low – riprap (or other protection) added where there partly already is rock.	Low – some inconvenience when temporary protection in place. One-way traffic only.
<b>4b</b>	Low – local floodproofing only.	Medium – inconvenience from raising structures etc.

### 6.6 COMPONENT COSTS

Since Options 0, 1, 4a and 4b have similar cost-benefit ratios, and all are less than one, the costs of all the upgrades identified as important are provided in Table 7 below. Each component is given a priority rating (Very High, High, Medium, Optional, As-needed) to assist with selecting recommended improvements requiring immediate funding.

**Table 7. Costs and Priority Rating of Individual Improvements**

Improvement	Priority	Cost (\$)	Immediate Funding
Safety upgrades to pump station. These need to be implemented immediately unless the pump station is replaced in the short term.	Very High	\$23,000	
Install and support water level monitoring equipment	Very High	\$3,000	x
Pump station replacement	High	\$500,000	x
Floodbox replacement	High	\$300,000	x
Drainage ditch upgrade & 3 new culverts	High	\$100,000	x
Drainage ditch network for Katie FN (Design & Installation). Assumed funding from AANDC.	High	\$75,000	

Improve livestock evacuation procedures	High	Nominal	
Develop and install erosion monitoring network	High	\$3,000	x
Introduce/ enforce boat traffic speed limit (discuss with Port Authority, improve signage, enforce)	High	Nominal	
Prepare Operation and Maintenance Manual (FLNRO format)	High	\$30,000	x
Install permanent floating logs in specific areas (raw timber cost about \$50/m <sup>3</sup> ) / Encourage log-boom tie-up	High	\$40,000	x
Assess seepage during high freshet and prepare detailed seepage barrier designs.	High	\$15,000	x
Trap and relocate beavers (Long term benefits to be determined prior to relocation program)	Medium	\$2,000	
Stockpile riprap for emergency bank protection (suggested volume of 1,000 m <sup>3</sup> ).	Medium	\$75,000	x
Establish bank protection contingency fund (apply following careful monitoring at critical sites)	Medium	\$1,000,000	x
Establish seepage prevention fund (apply following geotechnical assessment during high freshet). Install seepage barriers at Stations 6+200 to 6+600 and other areas as required.	Medium	\$500,000	x
Raise dike to 50-yr flood level, widen and repave road locally. (Pavement to be funded by MOTI).	Medium	\$1,500,000	x
Prepare for emergency flood protection (resulting in one-way traffic only). Note that seepage issues are to be addressed first.	Optional	\$1,500,000	
Provide livestock safe areas	Optional	\$300,000	
Flood-proof or raise buildings	Optional	\$2,500,000	
Repair and repave road (MOTI)	Optional	\$3,000,000	
Relocate/raise housing presently outside dike.	Optional	\$1,200,000	
Repair dike following breach/overtopping	As needed	\$300,000	

The total cost of ‘very high’, ‘high’ and ‘medium’ priority items indicated as requiring immediate funding is estimated to be \$4.1 M (\$4,066,000) and would raise the dike to agricultural standards able to withstand the 50-year flood. (Estimated costs are approximate). Considering the island is within the agricultural land reserve, improving the flood protection to agricultural standards is strongly recommended.

To: Electoral Area Committee

From: Marcin Pachcinski, Division Manager, Electoral Area and Implementation Services  
Regional Planning and Housing Services

Date: April 21, 2023 Meeting Date: May 10, 2023

Subject: **University Endowment Lands Governance Study – Final Report**

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### **RECOMMENDATION**

That the MVRD Board write a letter to the Minister of Municipal Affairs advising that it concurs with the report dated April 21, 2023, titled “University Endowment Lands Governance Study – Final Report” that the provincial and regional district scenarios are not the best-fit, long-term sustainable governance models for the future of the University Endowment Lands.

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### **EXECUTIVE SUMMARY**

In March 2023, the Province released the final report on the University Endowment Lands Services, Structure and Governance Study. The Study was initiated in 2020 in response to growing interest to determine the best way of governing the University Endowment Lands in the face of growing pressures such as future development, changing demographics, growing infrastructure and local service needs, bylaw enforcement, and local political representation.

The Study presents a high-level review of four governance scenarios:

1. Provincial scenario (status quo)
2. Regional district scenario (local services provided by Metro Vancouver)
3. Inclusion scenario (amalgamation with the City of Vancouver)
4. Incorporation scenario (become a new municipality)

While the Study does not provide recommendations on which governance structure should be pursued, the Study does state that neither the provincial scenario nor the regional district scenario is a best-fit and long-term sustainable governance model for the future of the University Endowment Lands. Metro Vancouver staff agree.

The existing provincial scenario has several recognized challenges, including a lack of meaningful local elected representation. For Metro Vancouver, the regional district scenario would not be the best long-term governance solution, as it would require Metro Vancouver’s Electoral Area Service, which currently provides a few basic services to the rural and remote parts of the region, to take on the direct provision of municipal-level services to an urban community that is expected to grow to over 7,000 people. City services are not best delivered by a regional district, and the regional district scenario would not resolve the issue of greater local representation.

### **PURPOSE**

This report provides the Electoral Area Committee and MVRD Board with an overview of the recently completed University Endowment Lands Services, Structure and Governance Study and

recommends that the Board write a letter to the minister responsible for the University Endowment Lands conveying its concurrence that the provincial and regional district scenarios are not the best-fit, long-term sustainable governance models.

## **BACKGROUND**

In March 2023, the Province released the final report on the University Endowment Lands Services, Structure and Governance Study. This report provides an overview of the Study and seeks direction to communicate the Board's position on the outcomes to the Province.

## **UNIVERSITY ENDOWMENT LANDS**

The University Endowment Lands (UEL) is a growing community of approximately 3,200 residents situated on 1,200 hectares on the Point Grey peninsula between the City of Vancouver and the University of British Columbia. It is the only urban area in BC that is directly administered by the Province.

The UEL is part of Metro Vancouver's Electoral Area A, and UEL residents are represented on Metro Vancouver's Boards by the locally-elected Electoral Area A Director. Metro Vancouver does not provide local services to the UEL, but does have local government responsibilities related to emergency management and liquor and retail cannabis applications. The majority of Pacific Spirit Regional Park is located within the UEL's boundaries.

## **GOVERNANCE SCENARIOS AND IMPLICATIONS FOR METRO VANCOUVER**

Below are brief descriptions of the four governance scenarios from the University Endowment Lands Services, Structure and Governance Study, along with comments on expected implications for Metro Vancouver focused primarily on Electoral Area A.

### **1. Provincial Scenario (status quo)**

This scenario would maintain the primary delivery of local government services under the current structure of UEL Administration (*see page 36 of Reference 1 for detailed information*).

#### *Opportunities*

- Additional assessment and taxation base due to future UEL growth and development
- Renew existing services contracts that are working well (e.g. fire protection, library, solid waste)
- Some service costs would remain relatively low (e.g. roads, policing)
- Relatively low administrative costs compared to other governance scenarios.

#### *Challenges*

- More staff needed to deal with anticipated rise in development applications
- Lack of legislative development financing tools (e.g. DCCs, CACs)
- No capital reserve account
- Continued Inter-jurisdictional coordination challenges (e.g. parking regulations on MoTI roads)

- Continued lack of meaningful local elected representation (i.e. the elected Electoral Area Director would continue to have no jurisdictional authority over land use decisions and most local services).

#### *Implications for Metro Vancouver*

This scenario would see Metro Vancouver continue to have local government responsibilities related to emergency management and liquor and retail cannabis applications, but not provide local services such as processing development applications. The challenge noted above regarding meaningful local elected representation would remain the same.

## **2. Regional District Scenario (local services provided by Metro Vancouver)**

This scenario would see the vast majority of local services provided directly by Metro Vancouver (see page 38 of Reference 1 for detailed information).

#### *Opportunities*

- Additional assessment and taxation base due to future UEL growth and development
- Establish and fund only those local services that are given participating area approval
- Ability to create reserve funds for asset management, as well as utilize other development financing tools (e.g. DCCs, CACs)
- Financial responsibility for roads and policing would remain a provincial function
- Local decision making (on service delivery and land use approval) would rest with the Electoral Area Director, who is directly elected by UEL residents
- Ability to apply for senior government grants and access MFA capital financing
- Metro Vancouver has many of the local government systems and departmental functions in place to take over local service delivery at UEL

#### *Challenges*

- Need to hire additional staff and possibly create new departments to provide the specific local service functions currently managed by UEL Administration
- Regional Districts are generally not structured to provide urban levels of service
- There is only one elected official (EA A Director) who would now represent UEL residents on all land use and local service matters, as well as continue to represent UBC and the remainder of the electoral area. Under this scenario, local planning and development matters in the UEL as part of Electoral Area A may go through the Electoral Area Committee, which includes the EA A Director plus Directors from 9 municipalities. UEL residents may wish to weigh in on whether the structure of the Electoral Area Committee aligns with their governance philosophy
- Depending on the nature of the workload and services to UEL under this model, this model may lead to the need to consider a separate EA director just for UEL, to represent the projected 7,200 residents. This challenge was expressed by the current EA A Director and Metro Vancouver staff. Furthermore, this scenario may be seen a “stepping stone”

towards becoming a municipality (inclusion or incorporation), as described in the next two sections.

#### *Implications for Metro Vancouver*

As noted above, this scenario would see Metro Vancouver become the primary and direct local service provider to the UEL. While feasible, regional districts are generally not appropriate for the purpose of directly delivering municipal services to a growing urban community. With a 2021 census population of approximately 3,200, the UEL is already larger than Villages of Anmore (2,356), Belcarra (687), and Lions Bay (1,390). Its projected growth to 7,200 will only increase the strain of trying to provide direct local services to an urban area using a regional district model, versus the more appropriate municipal model.

Likewise, the UEL's increasing population would focus attention on the discrepancy between municipalities, where locally elected mayors and councils make decisions for their residents, versus the regional district model, where elected representatives from across the region make local (UEL) decisions, with one (or potentially two) directly elected Electoral Area Directors representing UEL residents on a regional board.

Given the substantial administrative, financial, and time resources that would have to be devoted to introduce any new governance model for the UEL, it would be better to allocate those resources to the best long-term solution rather than a stepping-stone regional district scenario.

### **3. Inclusion Scenario (amalgamation with the City of Vancouver)**

This scenario would involve the extension of the municipal boundaries of the City of Vancouver to include UEL (*see page 41 of Reference 1 for detailed information*).

#### *Opportunities*

- Much larger tax base as a part of the City of Vancouver
- Economies of scale to potentially absorb new costs (e.g. infrastructure renewal)
- Ability to create capital reserve funds and other development financing tools
- Some existing services to UEL are already provided by the City (e.g. fire protection)
- Administrative systems and experienced staff already in place
- Ability to apply for senior government grants
- Greater local elected representation over current situation – 1 Mayor and 10 Councillors

#### *Challenges*

- Immediate increased costs for certain services (e.g. roads and policing); may be offset by larger tax base and economies of scale.
- Loss of UEL assessment base in Electoral Area A may impact funding and potential service delivery in the remainder of Electoral Area A for those shared local services that UEL currently contributes towards (e.g. Emergency Planning).

- Maintaining UEL’s community identity and voice as a smaller neighbourhood within a larger municipality.

#### *Implications for Metro Vancouver*

The loss of UEL’s tax base would be a direct impact on Electoral Area A’s financial plan. UEL represents approximately 17% of Electoral Area A’s population and in 2022 accounted for 41% of Electoral Area A’s tax base. Anticipating this potential loss, at the beginning of the UEL governance Study in 2020, staff presented a report to the Electoral Area Committee and MVRD Board recommending maintaining sufficient reserves to offset this potential loss for a number of years (3 years) to allow time to transition the Electoral Area Services function to a smaller tax base if necessary (see Reference 2). In July 2020, the MVRD Board passed a resolution in support of this recommendation:

*“direct staff to consider maintaining sufficient Electoral Area A Discretionary Reserves to fund the Electoral Area Services function for a minimum of three years as part of the preparation of the Electoral Area Services five-year financial plan.”*

The Electoral Area Five-Year Financial Plan, which includes reserves, is presented to the Electoral Area Committee and MVRD Board as part of the annual budget process. Staff will continue to monitor the reserves and the UEL governance process and bring any new information to the Committee and Board for their consideration.

#### **4. Incorporation Scenario (become a new municipality)**

This scenario would see the UEL incorporate as a separate, new municipality (*see page 42 of Reference 1 for detailed information*).

##### *Opportunities*

- Additional assessment and taxation base due to future UEL growth and development
- Compact land base with relatively high assessment for the delivery of services and infrastructure management
- Ability to create capital reserve funds and other development financing tools
- Ability to apply for senior government grants and access MFA capital financing
- Greater local representation with an elected Mayor and Councillors

##### *Challenges*

- Increased costs associated with incorporation
- Relatively small taxable land base
- Having a recognized voice within the region, as the 22nd municipality on the Metro Vancouver Board (in contrast to being part of the City of Vancouver, the largest municipality within Metro)
- Loss of assessment base in Electoral Area A may impact funding and potential service delivery in the remainder of Electoral Area A for those shared local services that UEL currently contributes towards (e.g. Emergency Planning). This is more of a transitional



impact to Metro Vancouver rather a specific impact to the newly incorporated municipality.

#### *Implications for Metro Vancouver*

In addition to the loss of UEL’s tax base for Electoral Area A (described in scenario 3), this scenario would also result in a new municipal member of Metro Vancouver’s Board(s). This would have implications for regional decision making, including decisions related to Electoral Area A.

#### *Pacific Spirit Regional Park*

The Study includes the following recommendation in its Transition Considerations section regarding Metro Vancouver’s Pacific Spirit Regional Park, which is primarily located within UEL’s boundaries: “conduct research into the long-term tenure of Pacific Spirit Park in the context of Indigenous rights and title, as part of the reconciliation and/or treaty process.” Regional Parks staff are aware of this recommendation and will be considering any implications for Metro Vancouver through the Regional Parks Committee and MVRD Board.

#### **NEXT STEPS**

The Study notes that the Provincial approach to local government restructuring is to proceed through a structured process that generally follows six steps:

1. Preliminary exploration
2. Process design
3. Process Initiation
4. Community Engagement
5. Decision and Implementation
6. Transition and Adaptation

The Study has completed the preliminary exploration phase, as well as portions of process design, process initiation, and community engagement, and recommends the establishment of a governance review and approval process to support understanding of timing and sequence.

The Province has not indicated any timelines or specific next steps in relation to the Study. Metro Vancouver staff will continue to engage in the Province’s governance review of the UEL, including reporting back to the Committee and Board on any discussions that occur regarding potential amalgamation with the City of Vancouver or incorporation as a new municipality.

#### **ALTERNATIVES**

1. That the MVRD Board write a letter to the Minister of Municipal Affairs advising that it concurs with the report dated April 21, 2023, titled “University Endowment Lands Governance Study – Final Report” that the provincial and regional district scenarios are not the best-fit, long-term sustainable governance models for the future of the University Endowment Lands.
2. That the Electoral Area Committee receive for information the report dated April 21, 2023, titled “University Endowment Lands Governance Study”, and provide alternate direction to staff.

## **CONCLUSION**

The recently completed University Endowment Lands Governance Study Final Report examines four potential governance scenarios for the UEL. The Study finds that neither the regional district scenario nor the provincial status quo is seen as the best long-term governance solution for the UEL. Staff agree and therefore recommend Alternative 1.

## **References**

1. University Endowment Lands Services, Structure and Governance Study – [Final Report](#) (December 2022)
2. “Electoral Area A Reserve Funds – Use of Discretionary Reserves”, [staff report](#) dated May 22, 2020

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To: Electoral Area Committee

From: Marcin Pachcinski, Division Manager, Electoral Area and Implementation Services,  
Regional Planning and Housing Services

Date: April 21, 2023 Meeting Date: May 10, 2023

Subject: **Manager's Report – Electoral Area**

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### **RECOMMENDATION**

That the Electoral Area Committee receive for information the report dated April 21, 2023, titled “Manager’s Report – Electoral Area”.

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### **ELECTORAL AREA COMMITTEE 2023 WORK PLAN**

The Electoral Area Committee’s Work Plan for 2023 is attached to this report (Attachment). The status of work program elements is indicated as pending, in progress, or complete. The listing is updated as needed to include new issues that arise, items requested by the Committee, and changes to the schedule.

### **HOWE SOUND COMMUNITY FORUM – APRIL 2023**

The bi-annual Howe Sound Community Forum was held on Friday, April 21 in the Town of Gibsons. The Forum brings together representatives from government, First Nations and various stakeholder groups to discuss issues and projects of interest to Howe Sound communities.

The April 2023 forum included:

- Highlights and a report from the Ocean Watch Action Committee on how actions identified by the Ocean Wise Report (2020) are being advanced by local governments.
- Presentations on:
  - the status of the Glass Sponge Reef and Rockfish Conservation Area realignment from Fisheries and Oceans Canada;
  - a new community carbon tracker for Howe Sound communities; and
  - paying for the costs of climate change from the Representatives of the Sunshine Coast Climate Action Committee.
- Discussions around the next steps on governance related to the Átl'ka7tsem / Howe Sound UNESCO Biosphere Region.

The Howe Sound Community Forums are well attended by elected representatives and stakeholder groups, and Metro Vancouver’s ongoing participation is appreciated.

### **Attachment**

Electoral Area Committee Work Plan

**Electoral Area Committee 2023 Work Plan**  
Report Date: April 21, 2023

**Priorities**

<b>1<sup>st</sup> Quarter</b>	<b>Status</b>
2023 Electoral Area Committee Work Plan	Complete
Electoral Area A Emergency Response Reimbursement Policy	In Progress
Liquor and retail cannabis licences, development variance permits, and rezoning applications, as applicable	Complete
<b>2<sup>nd</sup> Quarter</b>	<b>Status</b>
Community Works Fund Projects – Consideration	In Progress
Barnston Island Flood Construction Level – Bylaw Consideration	Pending
Liquor and retail cannabis licences, development variance permits, and rezoning applications, as applicable	In Progress
<b>3<sup>rd</sup> Quarter</b>	<b>Status</b>
Community Wildfire Risk Reduction Plan – Report	In Progress
Electoral Area A Geotechnical Study – Phase 2 Report	In Progress
Liquor and retail cannabis licences, development variance permits, and rezoning applications, as applicable	Pending
<b>4<sup>th</sup> Quarter</b>	<b>Status</b>
2024-2028 Electoral Area Services Financial Plan	Pending
Emergency Preparedness Activities – Report Out	Pending
Liquor and retail cannabis licences, development variance permits, and rezoning applications, as applicable	Pending