



**METRO VANCOUVER REGIONAL DISTRICT (MVRD)  
BOARD OF DIRECTORS**

**BOARD MEETING**

**Friday, March 22, 2024**

**9:00 am**

**28<sup>th</sup> Floor Boardroom, 4515 Central Boulevard, Burnaby, British Columbia**

**Webstream available at <https://metrovanancouver.org>**

[Membership and Votes](#)

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

**A. ADOPTION OF THE AGENDA**

**1. March 22, 2024 Meeting Agenda**

That the MVRD Board adopt the agenda for its meeting scheduled for March 22, 2024 as circulated.

**B. ADOPTION OF THE MINUTES**

**1. February 23, 2024 Meeting Minutes**

That the MVRD Board adopt the minutes for its meeting held February 23, 2024 as circulated.

*pg. 6*

**C. DELEGATIONS**

**D. INVITED PRESENTATIONS**

**1. Olga Kuznetsova, Vice President Financial Services, TransLink**

**Sarah Ross, Vice President, Planning & Policy, TransLink**

Subject: TransLink's 2024 Investment Plan and Borrowing Limit

**E. CONSENT AGENDA**

*Note: Directors may adopt in one motion all recommendations appearing on the Consent Agenda or, prior to the vote, request an item be removed from the Consent Agenda for debate or discussion, voting in opposition to a recommendation, or declaring a conflict of interest with an item.*

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<sup>1</sup> Note: Recommendation is shown under each item, where applicable. All Directors vote unless otherwise noted.

## 1. ELECTORAL AREA COMMITTEE REPORTS

- 1.1 Barnston Island Dike Improvement Project – Updated Dike Assessment** pg. 15  
That the MVRD Board:
- a) receive for information the report dated February 8, 2024, titled “Barnston Island Dike Improvement Project – Updated Dike Assessment”; and
  - b) direct staff to use the cost and priority rating table, as presented in Table 1 of this report, as a guide for implementing individual Barnston Island dike infrastructure improvements.
- 1.2 Electoral Area A Community Works Fund – University Endowment Lands Project** pg. 34  
That the MVRD Board approve funding from the Electoral Area A Community Works Fund as described in the report dated February 8, 2024, titled “Electoral Area A Community Works Fund – University Endowment Lands Project” for the Chancellor Blvd. Sidewalk Project up to \$157,000.
- 1.3 Electoral Area A Emergency Response Reimbursement – Update** pg. 39  
That the MVRD Board receive for information the report dated February 8, 2024, titled “Electoral Area A Emergency Response Reimbursement – Update”.

## 2. REGIONAL PARKS COMMITTEE REPORTS

- 2.1 Pilot Program to Permit Alcohol Consumption in Regional Parks** pg. 42  
That the MVRD Board:
- a) approve the Pilot Program to Permit Alcohol Consumption in Regional Parks in designated areas of six regional parks in 2024, as outlined in the report dated February 14, 2024, titled “Pilot Program to Permit Alcohol Consumption in Regional Parks”;
  - b) direct staff to report back with the required bylaw amendment to *Metro Vancouver Regional District Regional Parks Regulation Bylaw No. 1177, 2012* to authorize the designation of specific areas of select regional parks where liquor may be consumed; and
  - c) direct staff to report back with a draft “Metro Vancouver Regional District Consumption of Liquor in Regional Parks Bylaw” to ensure compliance with the *Liquor Control and Licensing Act* of the Province of British Columbia.
- 2.2 Amended təmtə́míxʷtən/Belcarra South Design Concept** pg. 52  
That the MVRD Board approve the Amended təmtə́míxʷtən/Belcarra South Design Concept as presented in the report dated February 14, 2024, titled “Amended təmtə́míxʷtən/Belcarra South Design Concept.”
- 2.3 Manager’s Report – Regional Parks** pg. 61  
That the MVRD Board receive for information the report dated February 28, 2024, titled “Manager’s Report – Regional Parks”.

### 3. REGIONAL PLANNING COMMITTEE REPORTS

- 3.1 Regional Multi-Hazard Mapping Project** pg. 68  
That the MVRD Board receive for information the report dated February 12, 2024, titled “Regional Multi-Hazard Mapping Project”.
- 3.2 Metro 2050 Implementation Guideline – Sewerage Area Amendment Applications** pg. 79  
That the MVRD Board endorse the Metro 2050 Implementation Guideline – Sewerage Area Amendment Applications as presented in the report dated January 15, 2024, titled “Metro 2050 Implementation Guideline – Sewerage Area Amendment Applications”.
- 3.3 Request for Sanitary Service Connection at 4276 – 248 Street, Township of Langley** pg. 93  
That the MVRD Board:  
a) resolve that sewer service for the property at 4276 – 248 Street, Township of Langley is generally consistent with the provisions of Metro 2050; and  
b) forward the requested Fraser Sewerage Area amendment application for the property at 4276 – 248 Street in the Township of Langley to the GVS&DD Board for consideration.
- 3.4 Acceptance of the Fraser Valley Regional District Regional Growth Strategy - Bylaw No. 1706, 2023** pg. 108  
That the MVRD Board:  
a) accept the *Fraser Valley Regional District Fraser Valley Future 2050 Regional Growth Strategy Bylaw No. 1706, 2023* pursuant to section 436 of the *Local Government Act*; and  
b) send a letter forwarding the Board resolution to the Fraser Valley Regional District Board.
- 3.5 Inclusionary Housing Policy Review – Final Report and Regional Model Policy Framework** pg. 118  
That the MVRD Board:  
a) receive for information the report dated February 20, 2024, titled “Inclusionary Housing Policy Review – Final Report and Regional Model Policy Framework”; and  
b) send correspondence to member jurisdictions, requesting that the regional model policy framework be considered when adopting or updating inclusionary housing policies.

### 4. FINANCE COMMITTEE REPORTS

- 4.1 Metro Vancouver Long Term Financial Plan Framework and Timeline** pg. 222  
That the MVRD Board approve the Metro Vancouver Long Term Financial Plan Framework and Timeline as presented in the report dated March 4, 2024, titled “Metro Vancouver Long Term Financial Plan Framework and Timeline”.

## 5. MAYOR COMMITTEE REPORTS

### 5.1 Provincial Housing Legislation: Provincial Advocacy and Supportive Roles

pg. 225

That the MVRD Board:

- a) Direct staff to provide an 'opt in' opportunity for member jurisdictions for Metro Vancouver to undertake the Housing Needs Reports as per the provincial methodology and requirements;
- b) Direct staff to advance and coordinate 'opt in' opportunities for co-operative procurement of consultants for member jurisdictions necessary for implementing the new provincial housing legislation; and
- c) Advance advocacy actions to the Province directed towards: infrastructure programs and funding to ensure that sufficient infrastructure is in place to accommodate the increases in population and housing projected; better alignment with Metro 2050; and stronger support for non-market and affordable housing.

## F. ITEMS REMOVED FROM THE CONSENT AGENDA

## G. REPORTS NOT INCLUDED IN CONSENT AGENDA

### 1. FINANCE COMMITTEE REPORTS

#### 1.1 Metro Vancouver Regional District Loan Authorization Bylaw No. 1381, 2024

pg. 234

That the MVRD:

- a) approve that MVRD enter into an agreement with MVHC authorizing borrowing on behalf of MVHC from MFA in order to provide funding for MVHC's capital programs;
- b) give first, second and third readings to the "*Metro Vancouver Regional District Loan Authorization Bylaw No. 1381, 2024 (the "Bylaw")*" and forward to the Inspector of Municipalities for approval;
- c) upon approval from the Inspector of Municipalities, direct the Corporate Officer to undertake an alternative approval process to obtain participating area approval for the Bylaw pursuant to section 407(3)(b) of the *Local Government Act*;
- d) establish the deadline for receiving elector responses as 4:00pm, June 13, 2024;
- e) establish that the electoral response shall be in the form set out in Attachment 3;
- f) determine that a fair determination of the total number of electors in the area to which the approval process applies is 1,709,078; and
- g) provide that the participating area approval be obtained for the entire service area under the Bylaw pursuant to section 407(3)(b) of the *Local Government Act*.

## **2. CHIEF ADMINISTRATIVE OFFICER REPORTS**

### **2.1 Metro Vancouver Regional District Development Cost Charge Bylaw No. 1369, 2023**

pg. 247

That the MVRD Board adopt the *Metro Vancouver Regional District Development Cost Charge Bylaw No. 1369, 2023*.

### **2.2 TransLink's 2024 Investment Plan and Borrowing Limit**

*Materials to be provided under separate cover.*

## **H. MOTIONS FOR WHICH NOTICE HAS BEEN GIVEN**

## **I. OTHER BUSINESS**

### **1. MVRD Board Committee Information Items and Delegation Summaries**

pg. 281

## **J. RESOLUTION TO CLOSE MEETING**

*Note: The Board 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.*

That the MVRD Board close its meeting scheduled for March 22, 2024 pursuant to section 226 (1) (a) of the *Local Government Act* and the *Community Charter* provisions as follows:

- 90 (1) A part of a council meeting may be closed to the public if the subject matter being considered relates to or is one or more of the following:
- (c) labour relations or other employee relations;
  - (e) the acquisition, disposition or expropriation of land or improvements, if the council considers that disclosure could reasonably be expected to harm the interests of the municipality;
  - (g) litigation or potential litigation affecting the municipality;
  - (i) the receipt of advice that is subject to solicitor-client privilege, including communications necessary for that purpose; and
- (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:
- (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.

## **K. ADJOURNMENT**

That the MVRD Board adjourn its meeting of March 22, 2024.

**METRO VANCOUVER REGIONAL DISTRICT  
BOARD OF DIRECTORS**

Minutes of the Regular Meeting of the Metro Vancouver Regional District (MVRD) Board of Directors held at 9:02 am on Friday, February 23, 2024, in the 28<sup>th</sup> Floor Boardroom, 4515 Central Boulevard, Burnaby, British Columbia.

**MEMBERS PRESENT:**

Delta, Chair, Director George V. Harvie  
Anmore, Vice Chair, Director John McEwen  
Belcarra, Director Jamie Ross  
Bowen Island, Director Andrew Leonard  
Burnaby, Director Pietro Calendino  
Burnaby, Director Sav Dhaliwal  
Burnaby, Director Mike Hurley  
Coquitlam, Alternate Director Richard Stewart  
for Director Craig Hodge  
Coquitlam, Director Teri Towner  
Delta, Director Dylan Kruger  
Electoral Area A, Director Jen McCutcheon  
Langley City, Director Paul Albrecht  
Langley Township, Director Steve Ferguson  
Langley Township, Director Eric Woodward  
Lions Bay, Director Ken Berry  
Maple Ridge, Director Dan Ruimy  
New Westminster, Director Patrick Johnstone  
North Vancouver City, Director Linda Buchanan  
North Vancouver District, Director Lisa Muri  
Port Coquitlam, Director Brad West  
Port Moody, Director Meghan Lahti\*  
Richmond, Director Chak Au

Richmond, Director Malcolm Brodie  
Richmond, Director Bill McNulty  
Surrey, Alternate Director Linda Annis for  
Director Harry Bains  
Surrey, Director Mike Bose  
Surrey, Director Gordon Hepner  
Surrey, Director Pardeep Kooner  
Surrey, Director Brenda Locke  
Surrey, Director Rob Stutt  
scəwəθən məsteyəxʷ (Tsawwassen First Nation),  
Alternate Director Bryce Williams for  
Director Laura Cassidy  
Vancouver, Director Rebecca Bligh (arrived at  
9:03 am)  
Vancouver, Director Adriane Carr  
Vancouver, Director Lisa Dominato  
Vancouver, Director Mike Klassen  
Vancouver, Alternate Director Peter Meiszner  
for Director Ken Sim  
Vancouver, Director Lenny Zhou  
West Vancouver, Director Mark Sager  
White Rock, Director Megan Knight

**MEMBERS ABSENT:**

Vancouver, Director Sarah Kirby-Yung

Pitt Meadows, Director Nicole MacDonald

**STAFF PRESENT:**

Jerry W. Dobrovolny, Chief Administrative Officer  
Dorothy Shermer, Corporate Officer  
Rapinder Khaira, Legislative Services Coordinator, Board and Information Services

\* denotes electronic meeting participation as authorized by the *Procedure Bylaw*

**A. ADOPTION OF THE AGENDA**

**1. February 23, 2024 Meeting Agenda**

**It was MOVED and SECONDED**

That the MVRD Board adopt the revised agenda for its meeting scheduled for February 23, 2024 as circulated.

**CARRIED**

**B. ADOPTION OF THE MINUTES**

**1. January 26, 2024 Meeting Minutes**

**It was MOVED and SECONDED**

That the MVRD Board adopt the minutes for its meeting held January 26, 2024 as circulated.

**CARRIED**

**C. DELEGATIONS**

No items presented.

**D. INVITED PRESENTATIONS**

No items presented.

**E. CONSENT AGENDA**

The Corporate Officer noted that item 5.1 – Sasamat Fire Protection Service – Capital Facility Reserve Fund is to be removed from the Consent Agenda for consideration under Section F as voting on this item is restricted to participating jurisdictions.

At the request of Directors, the following item was removed from the Consent Agenda for consideration under Section F:

3.1 Continuous Improvement Project Highlights and Updates

9:03 am Director Bligh arrived at the meeting.

**It was MOVED and SECONDED**

That the MVRD Board adopt the recommendations presented in the following items as presented in the February 23, 2024 MVRD Board Consent agenda:

- 1.1 2024 Invest Vancouver Management Board Meeting Schedule, Work Plan and the Invest Vancouver 2024 Annual Plan
- 1.2 Investment Attraction Update
- 2.1 UBCM Resolutions Supporting Climate 2050 Priority Advocacy Actions - Provincial Funding for Energy Efficient and Zero Emissions Equipment for Existing Buildings
- 2.2 UBCM Resolutions Supporting Climate 2050 Priority Advocacy Actions - Provincial Funding for Active Transportation Infrastructure

- 2.3 UBCM Resolutions Supporting Climate 2050 Priority Advocacy Actions - Provincial Funding for Electric Vehicle Charger Deployment
- 4.1 2024 Regional District Sustainability Innovation Fund Applications
- 5.2 Provincial Government's Use of Non-Disclosure Agreements during Engagement

**CARRIED**

The items and recommendations referred to above are as follows:

**1.1 2024 Invest Vancouver Management Board Meeting Schedule, Work Plan and the Invest Vancouver 2024 Annual Plan**

Report dated February 6, 2024, from Invest Vancouver Management Board, and report dated January 9, 2024, from Jacquie Griffiths, President, and Sue Mah, Vice President, Invest Vancouver, seeking MVRD Board endorsement of Invest Vancouver's 2024 Annual Plan.

*Recommendation:*

That the MVRD Board endorse the Invest Vancouver 2024 Annual Plan as attached to the report dated January 9, 2024, and titled "2024 Invest Vancouver Management Board Meeting Schedule, Work Plan and the Invest Vancouver 2024 Annual Plan".

*Adopted on Consent*

**1.2 Investment Attraction Update**

Report dated February 9, 2024, from Bryan Buggiey, Executive Vice President, Invest Vancouver, providing the MVRD Board an overview of investment attraction activities for 2023 and of the intended investment attraction approach for 2024.

*Recommendation:*

That the MVRD Board receive for information the report dated January 9, 2024, titled "Investment Attraction Update."

*Adopted on Consent*

**2.1 UBCM Resolutions Supporting Climate 2050 Priority Advocacy Actions - Provincial Funding for Energy Efficient and Zero Emissions Equipment for Existing Buildings**

Report dated February 8, 2024, from the Climate Action Committee, and report dated February 2, 2024, from Johann Zerbe, Policy Analyst, Air Quality and Climate Action Services and Jason Emmert, Program Manager Regional Climate Action Policy, Air Quality and Climate Action Services, seeking MVRD Board endorsement of a Union of BC Municipalities (UBCM) resolution regarding advocacy actions related to provincial funding for energy efficient and zero emissions equipment for existing buildings. This resolution is proposed to be forwarded to the Lower Mainland Local Government Association for endorsement, then for consideration at the 2024 UBCM Annual Convention.

*Recommendation:*

That the MVRD Board endorse the following resolution, as amended by the Climate Action Committee, to be sent to the LMLGA in advance of the deadline for submissions of February 28, 2024:

Whereas energy efficient and zero emissions building equipment provide benefits such as lower annual energy costs and improved resilience to extreme heat events;

And whereas the CleanBC Better Homes and Better Buildings programs provide incentives and rebates to reduce the significant cost barriers to implementing energy efficiency and zero emissions retrofits for existing buildings, yet multi-unit residential buildings including affordable housing have limited access to these incentive programs;

Therefore be it resolved that the UBCM urge the Government of BC to significantly increase funding for provincial incentive programs to support energy efficient and zero emissions equipment for existing buildings, to ensure that incentives can leverage pre-2030 replacement cycles for residential and commercial building equipment;

And be it further resolved that UBCM urge the Government of BC to ensure that existing and future incentives and support programs are available for all building types, prioritizing multi-unit rental, affordable and non-market housing, and building types that are not covered in current incentives and rebates.

*Adopted on Consent*

**2.2 UBCM Resolutions Supporting Climate 2050 Priority Advocacy Actions - Provincial Funding for Active Transportation Infrastructure**

Report dated February 8, 2024, from the Climate Action Committee, and report dated February 2, 2024, from Johann Zerbe, Policy Analyst, Air Quality and Climate Action Services and Jason Emmert, Program Manager Regional Climate Action Policy, Air Quality and Climate Action Services, seeking MVRD Board endorsement of a UBCM resolution regarding advocacy actions related to provincial funding for active transportation infrastructure. This resolution is proposed to be forwarded to the Lower Mainland Local Government Association for endorsement, then for consideration at the 2024 UBCM Annual Convention.

*Recommendation:*

That the MVRD Board endorse the following resolution to be sent to the LMLGA in advance of the deadline for submissions of February 28, 2024:

Whereas BC municipalities face significant capital funding challenges in delivering new active transportation infrastructure, which will reduce greenhouse gas emissions, provide lower-cost transportation options to BC residents, bring economic and health benefits to BC communities, and increase

resilience of transportation networks, as demonstrated by similar investments in other jurisdictions;

And whereas the Government of BC has invested over \$40 million since 2014 to fund new active transportation infrastructure, has committed an additional \$30 million to fund active transportation infrastructure in Budget 2022, and has introduced rebates to support BC residents in choosing e-bikes which were quickly over-subscribed, demonstrating that there is significant latent demand by residents across BC for active transportation options, and Transport 2050: 10-Year Priorities for TransLink calls for \$1.5 billion over the next ten years for capital investments for active transportation infrastructure in the Metro Vancouver region;

Therefore be it resolved that UBCM urge the Government of BC to expand funding for active transportation infrastructure to at least \$300 million annually over the next ten years to support the development of protected, connected, and accessible local cycling and walking infrastructure networks across BC, that are integrated into larger regional active transportation and public transit networks.

*Adopted on Consent*

### **2.3 UBCM Resolutions Supporting Climate 2050 Priority Advocacy Actions - Provincial Funding for Electric Vehicle Charger Deployment**

Report dated February 8, 2024, from the Climate Action Committee, and report dated February 2, 2024, from Johann Zerbe, Policy Analyst, Air Quality and Climate Action Services and Jason Emmert, Program Manager Regional Climate Action Policy, Air Quality and Climate Action Services, seeking MVRD Board endorsement of a UBCM resolution regarding advocacy actions related to provincial funding for electric vehicle charger deployment. This resolution is proposed to be forwarded to the Lower Mainland Local Government Association for endorsement, then for consideration at the 2024 UBCM Annual Convention.

#### *Recommendation:*

That the MVRD Board endorse the following resolution to be sent to the LMLGA in advance of the deadline for submissions of February 28, 2024:

Whereas Metro Vancouver has identified that by 2035 up to 350,000 existing parking spots in multi-unit residential buildings in the region will be retrofitted to be electric vehicle (EV) charging ready, and 2,200 to 2,900 public direct current fast charging (DCFC) ports and 32,000 to 47,000 public Level 2 ports will be needed to support anticipated demand for EV charging, requiring significant capital investment in both public charging and multi-unit residential buildings retrofits totaling approximately \$1.2 billion in Metro Vancouver alone by 2035;

And whereas the Government of BC has provided funding for the purchase and installation of EV chargers for home and public charging through the Go Electric EV Charger Rebate Program to complement the rapid increase of EV sales required through the BC Zero-Emissions Vehicle Act reaching 100% by 2035;

Therefore be it resolved that UBCM urge the Government of BC to expand and enhance the funding available through the CleanBC Go Electric Rebate Program to offer sufficient rebates for charging in multi-unit residential buildings and public charging to support the expected rapid uptake of EVs in BC.

*Adopted on Consent*

**4.1 2024 Regional District Sustainability Innovation Fund Applications**

Report dated January 30, 2024, from Jonathan Cote, Deputy General Manager, Regional Planning and Housing Development, Regional Planning and Housing Services, and Conor Reynolds, Director, Climate Action and Air Quality, Air Quality and Climate Action Services, presenting the MVRD Board with three projects recommended for the Sustainability Innovation Funding for its consideration.

*Recommendation:*

That the MVRD Board approve the allocation from the Regional District Sustainability Innovation Fund for the following projects:

- a) Rental Housing Blueprint: Streamlining Multi-Family Affordable Rental Housing Delivery Through Standardization and Modern Construction Methods for \$2,130,000 from 2024 to 2026;
- b) Comprehensive Assessment and Regulation of Expanded Group of Greenhouse Gases (CARE-3G) for \$230,000 from 2024 to 2025; and
- c) Feasibility Study for a Pilot Microgrid Project in the Metro Vancouver Region for \$200,000 from 2024 to 2025.

*Adopted on Consent*

**5.2 Provincial Government's Use of Non-Disclosure Agreements during Engagement**

Report dated February 9, 2024, from Jerry W. Dobrovolny, Chief Administrative Officer/Commissioner, providing the MVRD Board a potential UBCM resolution regarding the Provincial Government's use of non-disclosure agreements during engagement, for submission by the MVRD Board to the LMLGA Annual Conference.

*Recommendation:*

That the MVRD Board receive for information the report dated February 9, 2024, titled "Provincial Government's Use of Non-Disclosure Agreements during Engagement".

*Adopted on Consent*

**F. ITEMS REMOVED FROM THE CONSENT AGENDA**

Items removed from the Consent Agenda were considered in numerical order.

**3.1 Continuous Improvement Project Highlights and Updates**

Report dated February 7, 2024, from Jerry W. Dobrovolny, Chief Administrative Officer/Commissioner, providing the MVRD Board with an update on Continuous Improvement initiatives.

**It was MOVED and SECONDED**

That the MVRD Board receive for information the report dated February 7, 2024, titled “Continuous Improvement Project Highlights and Updates.”

**CARRIED**

**5.1 Sasamat Fire Protection Service – Capital Facility Reserve Fund**

Report dated February 7, 2024, from the Sasamat Volunteer Fire Department Board of Trustees, seeking MVRD Board approval to release up to \$500,000 from the Sasamat Fire Protection Service’s Capital Facility Reserve Fund to help fund preliminary design for the replacement of the two fire halls.

Only the Village of Anmore and Village of Belcarra may vote on this item.

**It was MOVED and SECONDED**

That the MVRD Board approve the release of up to \$500,000 from the Sasamat Fire Protection Service’s Capital Facility Reserve Fund to help fund preliminary design for the replacement of its two fire halls.

**CARRIED**

**G. REPORTS NOT INCLUDED IN CONSENT AGENDA**

**1.1 Metro 2050 Type 3 Proposed Amendment to Reflect Accepted Regional Context Statements and Correct Minor Errors**

Report dated January 23, 2024, from Victor Cheung, Regional Planner, Regional Planning and Housing Services, providing the MVRD Board with the opportunity to consider a proposed *Metro 2050* Type 3 amendment to correct some minor inconsistencies in terminology, formatting, numerical references and the mapping revisions.

**It was MOVED and SECONDED**

That the MVRD Board:

- a) initiate the Metro 2050 amendment process for the Metro 2050 Type 3 Amendment to reflect accepted regional context statements and correct minor errors;
- b) give first, second, and third readings to “*Metro Vancouver Regional District Regional Growth Strategy Amendment Bylaw No. 1380, 2024*”; and
- c) direct staff to notify affected local governments as per section 6.4.2 of *Metro 2050*.

**CARRIED**

**1.2 Metro 2050 Proposed Amendments to Reflect the Electoral Area A Official Community Plan**

Report dated January 20, 2024, from Tom Pearce, Regional Planner, Regional Planning and Housing Services, providing the MVRD Board with an opportunity to consider amendments to align regional land use designations with those in the 2018 Electoral Area A Official Community Plan (OCP). Given the nature of the changes, both Type 2 and Type 3 amendments to Metro 2050 are required. As a result, two separate amendment bylaws are provided to the Committee and Board for consideration. The first requires adoption with a weighted 2/3 majority of the Board and the second requires adoption by a weighted 50%+1 vote of the Board. The amendments do not alter the intent of Metro 2050.

**It was MOVED and SECONDED**

That the MVRD Board initiate the Metro 2050 Type 2 and Type 3 amendment processes to reflect the Electoral Area A Official Community Plan.

**CARRIED**

**It was MOVED and SECONDED**

That the MVRD Board give first, second, third readings to “Metro Vancouver Regional District Regional Growth Strategy Amendment Bylaw No. 1378, 2024”.

**CARRIED**

**It was MOVED and SECONDED**

That the MVRD Board give first, second, third readings to “Metro Vancouver Regional District Regional Growth Strategy Amendment Bylaw No. 1379, 2024”.

**CARRIED**

**It was MOVED and SECONDED**

That the MVRD Board direct staff to notify affected local governments as per section 6.4.2 of Metro 2050.

**CARRIED**

**2.1 Metro Vancouver Regional District Temporary Borrowing Bylaw No. 1374, 2023**

Report dated February 7, 2024, from Harji Varn, Chief Financial Officer/General Manager, Financial Services, seeking MVRD Board adoption of the *Metro Vancouver Regional District Temporary Borrowing Bylaw No. 1374, 2023*.

**It was MOVED and SECONDED**

That the MVRD Board pass and finally adopt *Metro Vancouver Regional District Temporary Borrowing Bylaw No. 1374, 2023*.

**CARRIED**

**H. MOTIONS FOR WHICH NOTICE HAS BEEN GIVEN**

No items presented.

**I. OTHER BUSINESS**

**1. MVRD Board Committee Information Items and Delegation Summaries**

**J. RESOLUTION TO CLOSE MEETING**

**It was MOVED and SECONDED**

That the MVRD Board close its meeting scheduled for February 23, 2024 pursuant to section 226 (1) (a) of the *Local Government Act* and the *Community Charter* provisions as follows:

- 90 (1) A part of a council meeting may be closed to the public if the subject matter being considered relates to or is one or more of the following:
- (e) the acquisition, disposition or expropriation of land or improvements, if the council considers that disclosure could reasonably be expected to harm the interests of the municipality.
- (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:
- (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.

**CARRIED**

**K. ADJOURNMENT**

**It was MOVED and SECONDED**

That the MVRD Board adjourn its meeting of February 23, 2024.

**CARRIED**

(Time: 9:09 am)

CERTIFIED CORRECT

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Dorothy Shermer, Corporate Officer

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George V. Harvie, Chair

66163639 FINAL

To: Electoral Area Committee

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

Date: February 8, 2024 Meeting Date: March 1, 2024

Subject: **Barnston Island Dike Improvement Project – Updated Dike Assessment**

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## RECOMMENDATION

That the MVRD Board:

- a) receive for information the report dated February 8, 2024, titled “Barnston Island Dike Improvement Project – Updated Dike Assessment”; and
  - b) direct staff to use the cost and priority rating table, as presented in Table 1 of this report, as a guide for implementing individual Barnston Island dike infrastructure improvements.
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## EXECUTIVE SUMMARY

Metro Vancouver is the local government for Barnston Island and is responsible for emergency management for the Island. There is a 10-km ring dike on the Island to protect it from flooding that is maintained by the local resident-volunteer Barnston Island Diking District and overseen directly by the Province. Recognizing the longstanding need to make improvements to the dike, the Province provided Metro Vancouver with a grant of \$5.25 million in 2023 to manage the process and implementation of dike improvements.

As a first step, Metro Vancouver retained Northwest Hydraulic Consultants Ltd. to review and update the 2012 Barnston Island Dike Assessment Report, including updating previously estimated costs of recommended improvements and re-evaluating priority ratings. The updated assessment has been recently completed and is presented as part of this staff report. Staff recommend using the priority list in Table 1 of the updated assessment as a guide for implementing individual improvements using the grant amount as a maximum budget, and with the aim of completing all improvements by the March 22, 2026 provincial deadline.

## PURPOSE

To present the updated Barnston Island Dike Assessment to the Electoral Area Committee and MVRD Board and seek direction on next steps.

## BACKGROUND

At its June 2, 2023 meeting, the MVRD Board passed the following resolution:

*That the MVRD Board endorse the use of the \$5.25 million-dollar provincial grant to make improvements to the Barnston Island dike, and affirm that the acceptance of the grant does not change the status of the dike’s jurisdiction, as outlined in the report dated May 2, 2023, titled “Barnston Island Dike Improvements – Provincial Grant”.*

Since that time, staff have engaged Northwest Hydraulic Consultants Ltd. to assess the current dike and help prioritize improvements and estimate costs. The study is now complete and presented as part of this report for the Electoral Area Committee and MVRD Board’s consideration.

### **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. Metro Vancouver is the local government for Barnston Island, but is not responsible for the dike, and the MVRD Board has expressed concerns regarding the proposed transfer of diking district responsibilities to local governments, in this case, Metro Vancouver. 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 (2012) mean the upgrades cannot be properly assessed (e.g. engineering studies), funded and coordinated by relying on the Barnston Island Drainage District.

In recognition of the challenges described above, the Province provided Metro Vancouver with a grant of \$5.25 million in summer 2023 under the *Emergency Program Act*. The funds are to be used for dike improvements to advance flood protection and to help ensure that Barnston Island remains a viable place for living and farming.

### **BARNSTON ISLAND DIKE ASSESSMENT UPDATE**

Following receipt of the provincial grant and board direction to use it for dike improvements, Metro Vancouver retained Northwest Hydraulic Consultants Ltd. to review and update the Barnston Island Dike Assessment Report from 2012, including updating previously estimated costs of recommended improvements and re-evaluating priority ratings.

Table 1 below is pasted from the Barnston Island Dike Assessment Update Report (Attachment 1) and shows the improvement priority rankings alongside a comparison of costs and funding recommendations funding between the 2012 report and the current one.

**Table 1. Costs and priority rating of individual improvements**

Improvement	Priority	2012 Assessment		2023 Update	
		Cost (2012)	Recommended for Funding (2012)	Cost (Updated)	Recommended for Funding (2023)
Safety upgrades to pump station <sup>1</sup> . Cost not included.	Very High	\$23,000	x	(\$29,900)	
Install and support water level monitoring equipment	Very High	\$3,000	x	\$3,900	x
Pump station replacement <sup>2</sup>	High	\$500,000	x	\$650,000	x
Floodbox replacement	High	\$300,000	x	\$390,000	x
Drainage ditch upgrades <sup>3</sup>	High	\$100,000	x	\$130,000	x
Drainage ditch network for Katzie FN. Assumed funding from AANDC, cost not included in total.	High	\$75,000		(\$97,500)	
Improve livestock evacuation procedures	High	Nominal		Nominal	
Develop and install erosion monitoring network	High	\$3,000	x	\$3,900	x
Conduct detailed bank erosion study	High	-		\$150,000	x
Introduce/ enforce boat traffic speed limit (discuss with Port Authority, improve signage, enforce)	High	Nominal		Nominal	
Prepare Operation and Maintenance Manual (for dike)	High	\$30,000	x	\$60,000	x
Install permanent floating logs in specific areas / Encourage log-boom tie-up	High	\$40,000	x	\$52,000	x
Assess seepage during high freshet and prepare seepage barrier designs. (Installation extra.)	High	\$15,000	x	\$19,500	x
Relocate beavers etc. (Long term benefits to be determined. Cost not included in total.)	Medium	\$2,000		(\$2,600)	
Stockpile riprap for emergency bank protection (suggested volume <sup>3</sup> of 1,000 m <sup>3</sup> ).	Medium	\$75,000	x	\$97,500	x
Establish bank protection contingency fund (apply following careful monitoring at critical sites) OR construct bank protection as per results of detailed bank erosion study. Cost to be determined <sup>4</sup> .	Medium	\$1,000,000	x	\$1,300,000	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. Cost to be	Medium	\$500,000	x	\$650,000	x
Raise dike to consistent design crest level standard; widen on landside. (Paving by MoTI <sup>5</sup> ).	Medium	\$1,500,000	x	\$2,800,000	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		\$1,950,000	
Provide livestock safe areas	Optional	\$300,000		\$390,000	
Flood-proof or raise buildings	Optional	\$2,500,000		\$3,250,000	
Repair and repave road (MoTI)	Optional	\$3,000,000		\$3,900,000	
Relocate/raise housing presently outside dike.	Optional	\$1,200,000		\$1,560,000	
Repair dike following breach/overtopping	As	\$300,000		\$390,000	
<b>TOTAL COST of Items Recommended for Funding (x)</b>		<b>\$4,066,000</b>		<b>\$6,306,800</b>	

**Table 1 Notes.**

1. Assumes previously identified upgrades have been completed. To be confirmed.

2. May require seismic design, cost could be significantly higher.
3. Specific requirements/cost sharing to be determined.
4. To be confirmed. Actual cost could be significantly different.
5. Estimated cost does not include paving.

If the MVRD Board supports Alternative 1, Metro Vancouver staff will use the priority list in Table 1 as a guide for next steps, including procurement of consultants and contractors to define the scope of work of individual improvements, refine costs, and implement priority improvements within the \$5.25-million-dollar grant amount and March 22, 2026 provincial deadline.

### Consultation

As part of the dike assessment update, Northwest Hydraulic Consultants Ltd. and Metro Vancouver staff consulted with relevant provincial ministries, Barnston Island Diking District Directors, Katzie First Nation staff, and the Vancouver Fraser Port Authority. In addition, a community meeting to present the report recommendations and seek feedback from local residents has been scheduled on Barnston Island for February 28, 2024. Staff will provide a verbal update to the Electoral Area Committee on the feedback received at this meeting, and feedback from all stakeholders will continue to inform the dike improvement project.

### TIMELINE OF NEXT STEPS

The table below presents high-level implementation actions that would see the project completed by the March 22, 2026 provincial deadline. The specific actions and timeline may be revised as discussions progress with the Province, engineering consultants, and key stakeholders.

Year	High-level Actions	Status
Late 2023/ Early 2024	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.	Engineering consultant hired; initial consultation and updated dike assessment with recommend priorities completed.
Mid 2024	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.).	Pending
Late 2024	Design and early works	Pending
2025	Construction	Pending
Early 2026	Post-construction activities (e.g. as-built drawings, final report)	Pending

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:
  - a) receive for information the report dated February 8, 2024, titled “Barnston Island Dike Improvement Project – Updated Dike Assessment”; and
  - b) direct staff to use the cost and priority rating table, as presented in Table 1 of this report, as a guide for implementing individual Barnston Island dike infrastructure improvements.
2. That the Electoral Area Committee receive for information the report dated February 8, 2024, titled “Barnston Island Dike Improvement Project – Updated Dike Assessment” and provide alternate direction to staff.

### **FINANCIAL IMPLICATIONS**

Costs associated with the updated dike assessment and future work related to the Barnston Island dike improvement project will be covered by the \$5.25-million-dollar provincial grant Metro Vancouver received in 2023. There are no impacts to the Electoral Area A tax requisition as part of this work. The current grant amount and budgeted uses 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 provided a grant of \$5.25 million towards improving the Barnston Island dike and staff seek direction to implement improvements based on the recently completed 2023 Barnston Island Dike Assessment Update Report.

### **ATTACHMENT**

1. 2023 Barnston Island Dike Assessment Update Report

63766318



Northwest Hydraulic Consultants Ltd.  
30 Gostick Place  
North Vancouver, BC V7M 3G3  
Tel: (604) 980-6011  
[www.nhcweb.com](http://www.nhcweb.com)

NHC Reference 3008460  
February 22, 2024

**Metro Vancouver Regional District**  
4515 Central Boulevard  
Burnaby, BC V5H 0C6

**Attention:** Marcin Pachcinski, Division Manager, Electoral Area and Implementation Services  
**Via email:** [marcin.pachcinski@metrovancover.org](mailto:marcin.pachcinski@metrovancover.org)

**Re:** **Barnston Island Dike Assessment Update 2023**  
**Preliminary Report, Draft, Revision 1**

## 1 Introduction

Metro Vancouver received a \$5.25M grant from the Province of British Columbia (the Province) to improve flood protection at Barnston Island. As an initial step, Metro Vancouver retained Northwest Hydraulic Consultants Ltd. (NHC) to review the *Barnston Island Dike Assessment 2012* report ("The 2012 Assessment"; NHC, 2013), with the intent of identifying changes that have taken place over the past eleven years; updating previously estimated costs of recommended improvements; and re-evaluating priority ratings. The 2012 Assessment was prepared for Ministry of Forests, Lands and Natural Resource Operations (MFLNRO) by NHC and issued in 2013.

The 2012 Assessment estimated that the Barnston perimeter dike protects to about the 40-year Fraser River return period flood (2.5% Annual Exceedance Probability or AEP). Due to climate change, future flood flows are expected to increase and sea levels rise; over time reducing the level of protection provided by the dike.

To re-estimate dike design levels and corresponding fill volumes, the current work utilizes an updated dike crest survey and flood profiles based on recent Fraser River two-dimensional (2D) hydraulic modelling, which has superseded earlier one-dimensional (1D) modelling. Other material quantity estimates apply similar assumptions as the previous work, but costs are updated for inflation. A qualitative prioritization of the various upgrades is provided to assist Metro Vancouver with initial stakeholder discussions on the type of improvements to implement using the grant funding.

## 2 2012 Assessment

The 2012 Assessment rated the dike to be in less than fair condition, with failure potential from overtopping, erosion and geotechnical deficiencies. Overly steep dike side slopes and active bank erosion were observed in some locations. Internal drainage behind the dike was found to be poor in low-lying areas, with landowners not always maintaining their ditches. The island pumpstation and flood-box were identified as sub-standard; the pump station nearing its end-of-life, at a minimum

requiring urgent safety upgrades, and the floodbox needing replacement. During high flows, access to the ferry on the Surrey side is cut-off due to the low approach-road elevations.

At the time, upgrading the diking system and other flood mitigation components to withstand a Fraser River 50-year (2% AEP) flood was considered achievable for a cost of \$4.1 M. The following priority measures were recommended:

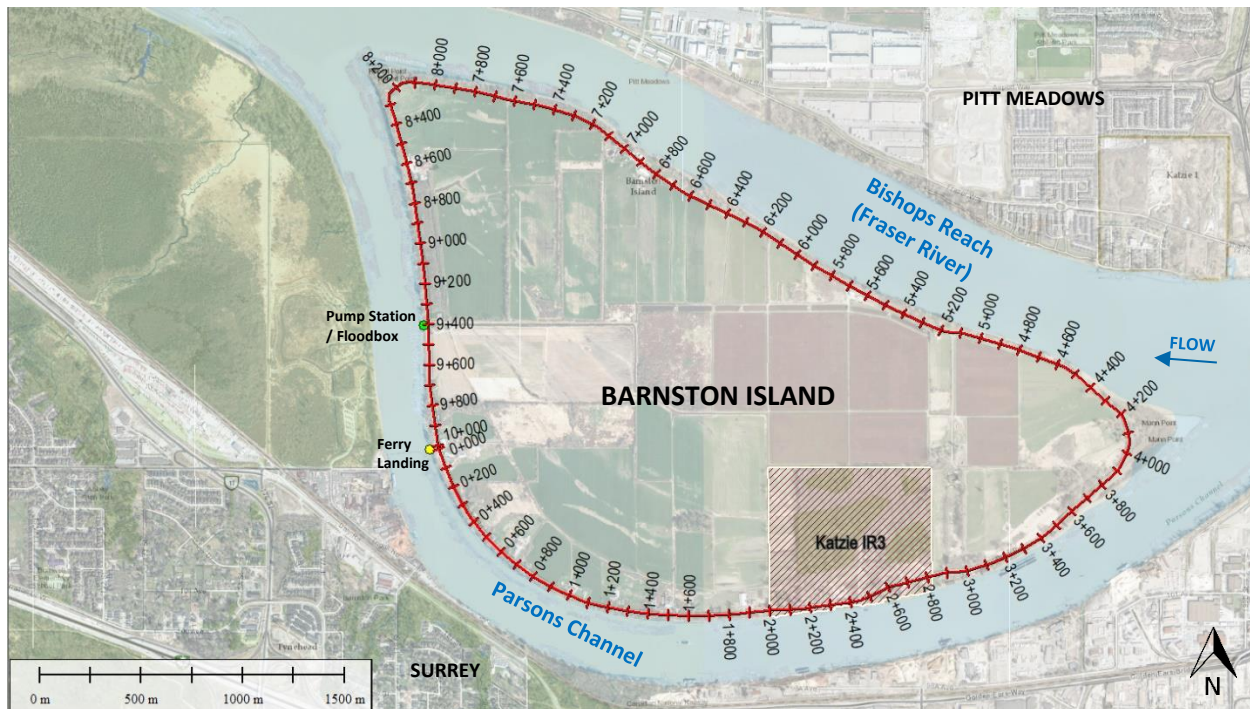
1. Address bank erosion
  - Maintain trees in the strip of land between the dike and the river bank
  - Dissipate shore waves with log booms and enforce vessel speeds
  - Stockpile riprap for emergency repairs
2. Upgrade internal drainage
  - Replace pump station and floodbox
  - Maintain internal drainage network connected to the pump station and floodbox
3. Prepare flood protection O&M manual; revise livestock evacuation procedures
4. Upgrade dike
  - Raise crest to consistent level of 50-year flood + freeboard
  - Re-pave perimeter road
  - Install seepage prevention barriers as needed

### **3 2023 Site Conditions**

To understand current site conditions and document any changes since the 2012 Assessment, NHC carried out a site inspection and reviewed available flood protection upgrade information provided by Metro Vancouver, the Barnston Island Diking District (BIDD), and BC Ministry of Transportation and Infrastructure (MoTI). For information on Barnston IR3 lands, NHC relied on our previous project work for Katzie First Nation (KFN).

#### **3.1 Site Inspection and Information Review**

The site inspection was completed on October 17, 2023 by Daniel Maldoff and Monica Mannerström. The inspection was done by car along the perimeter road, allowing for an overview-level assessment of the dike. The dike is generally set back from the riverbank and stops were made at all previously identified locations of concern. Due to heavy vegetation, the condition of the shoreline could only be viewed in select locations; a more detailed inspection of the bank condition is recommended to refine erosion protection requirements at specific locations. Figure 1 provides a location map of Barnston Island and shows the existing dike alignment and stationing referred to in this report. (It matches the stationing in the 2012 dike assessment; with Station 0+000 at the ferry landing and stations increasing in the counterclockwise direction).



**Figure 1 Barnston Island location map and dike stationing**

Overall, the conditions of the road/dike, riverbank and drainage works are similar to those in 2012, with the following variations:

- The perimeter road has been re-paved between the ferry landing and approximately Station 1+100. The road width in the re-paved stretch, which was previously identified as narrow, is now approximately 5 m, consistent with the prevailing road width on the remainder of the dike crest. Following the site inspection, MoTI confirmed that the road was widened as much as possible during re-paving. However, side slopes remain overly steep. While the widened road increases the allowance for vehicles to meet and pass, hazards remain due to the steep embankments and minimal road shoulders.
- The road surface between approximately 4+300 and 4+350 is rutted and in poor condition. In this area, the road embankment shows some signs of erosion, possibly due to ATV traffic.
- Based on qualitative observations, there appears to be some progression of erosion and launching of riprap along the top of bank at Station 4+390, evidenced by exposed geotextile since the 2012 Assessment. Riprap on the lower bank slope remains in place.
- Trees are leaning into the channel along Bishops Reach, indicative of bank erosion. However, the existing dense vegetation between the riverbank and the dike is expected to slow erosion and potentially provide some protection to the dike.
- The 2012 Assessment noted that the riprap placed in 2007 in a trench, set back from the bank between Stations 9+420 and 9+625, had started to launch. Monitoring was recommended. In the current inspection, the bank line was observed to be steep, with the riverside toe of the

buried riprap exposed in some locations. A more detailed analysis is required to quantify bank retreat; however, the bank line appears to remain at a distance from the dike, with the riprap continuing to protect the dike. Based on these observations, ongoing monitoring of this bank erosion remains a recommendation.

- The pump station at Station 9+420 underwent electrical upgrades in 2021 to facilitate emergency generator hook-up. Fencing has been installed to improve safety and restrict public access to the structure.
- Some logs have been anchored on the water side of the floodbox to reduce the risk of debris preventing the gates from closing.
- Approximately 10 truckloads<sup>1</sup> of riprap and 6 truckloads of sand for sandbag have been stored at Katzie IR3 for emergency response.

### 3.2 Comparison of Dike Crest Survey and Updated Flood Levels

Figure 2 compares surveyed dike crest elevations and simulated flood levels. The dike crest elevations are based on a provincial survey of Lower Mainland dikes completed in 2019/2020. There is generally good agreement between the NHC 2012 dike survey and the more recent provincial survey, with no significant indication of dike settlement. Minor elevation differences are likely due to selected survey points.

The 2012 dike assessment used flood levels simulated using a one-dimensional (1D) MIKE11 hydraulic model (NHC and Triton, 2006; NHC, 2008). The updated flood profiles are based on a two-dimensional (2D) HEC-RAS model (NHC, 2019). The profiles shown in Figure 2 include a customary freeboard allowance of 0.6 m and are based on peak freshet flow conditions. The 2D simulated profiles are generally considered more accurate than the 1D results and give somewhat reduced flood levels. It is important to note that the 2D model also has a number of limitations (NHC, 2019) and should not be used for setting dike design levels without further refinement.

Flood levels at Barnston Island are influenced by the height and performance of upstream diking during flood events. For example, during the flood of 1948, large upstream areas were inundated, providing flow storage and lowering peak flood levels at Barnston Island. However, the island dike still breached, likely due to a weakness at an abandoned floodbox on the north side of the island.

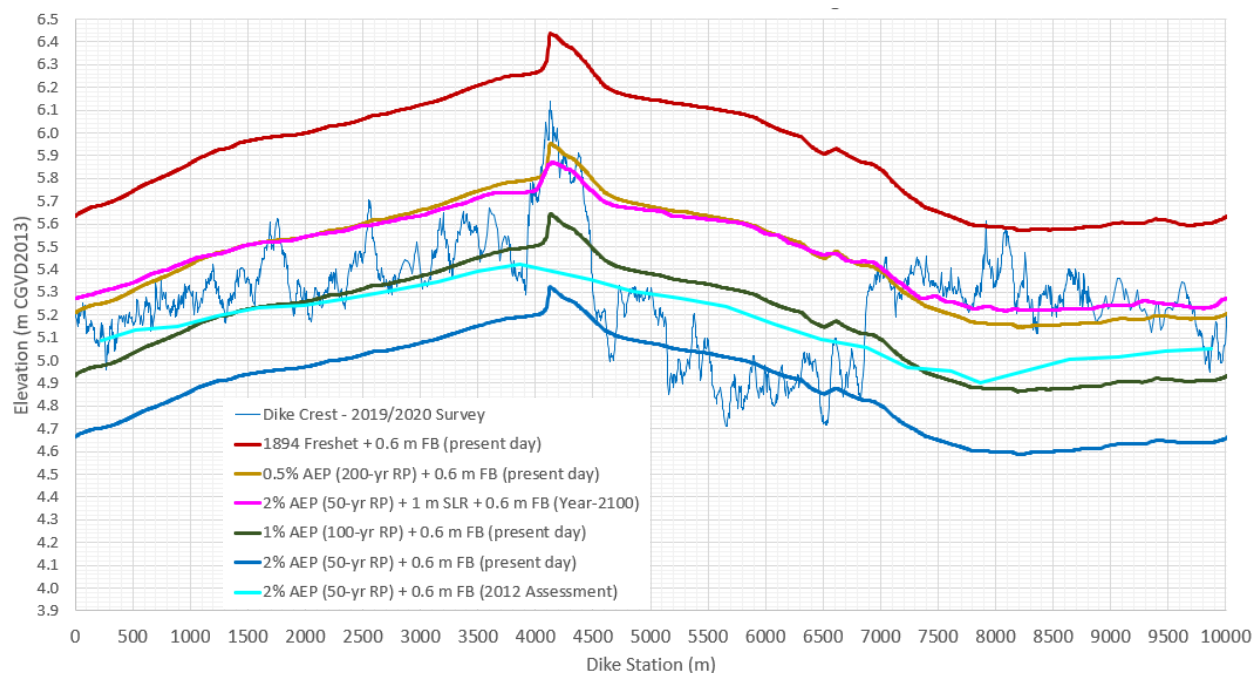
The 2012 Assessment concluded that the crest level along most of the dike was above the 40-year return period (2.5% annual exceedance probability, or AEP) flood level plus 0.6 m freeboard, based on the 1D hydraulic model. The 2D model suggests the dike is largely above the 100-year (1% AEP) design profile including 0.6 m freeboard, except for a distance of about 2,500 m along the Bishops Reach (Figure 2).

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<sup>1</sup> Quantity was provided in truckloads by Metro Vancouver. A typical truckload corresponds to a material volume ranging from 6 m<sup>3</sup> to 12 m<sup>3</sup>.

As a result of climate change, sea levels are rising and Fraser River flood flows are projected to increase by end-of-century, the future time span typically adopted for current flood protection design.

Figure 2 also includes a preliminary profile for the end-of-century 50-year (2% AEP) flood plus 0.6 m freeboard, assuming a 10% increase in Fraser River discharge due to impacts of climate change (NHC, 2023) and 1 m of sea level rise (SLR). Simulated future 50-year water levels at Barnston Island were approximately 0.5 m to 0.6 m higher than present-day, roughly corresponding to the current 200-year flood levels. If these climate change effects are realized, the standard of protection of Barnston Island's existing dike can be expected to significantly decrease over time. NHC is currently updating Fraser River flood flow projections for Fraser Basin Council and revising the 2D model upstream of Mission. The most recent information available should be used when the dike upgrade plans proceed to the next phase of preliminary design.



**Figure 2 Existing dike crest profile and simulated design flood elevations including 0.6 m freeboard**

### 3.3 Bathymetric Changes and Bank Erosion Potential

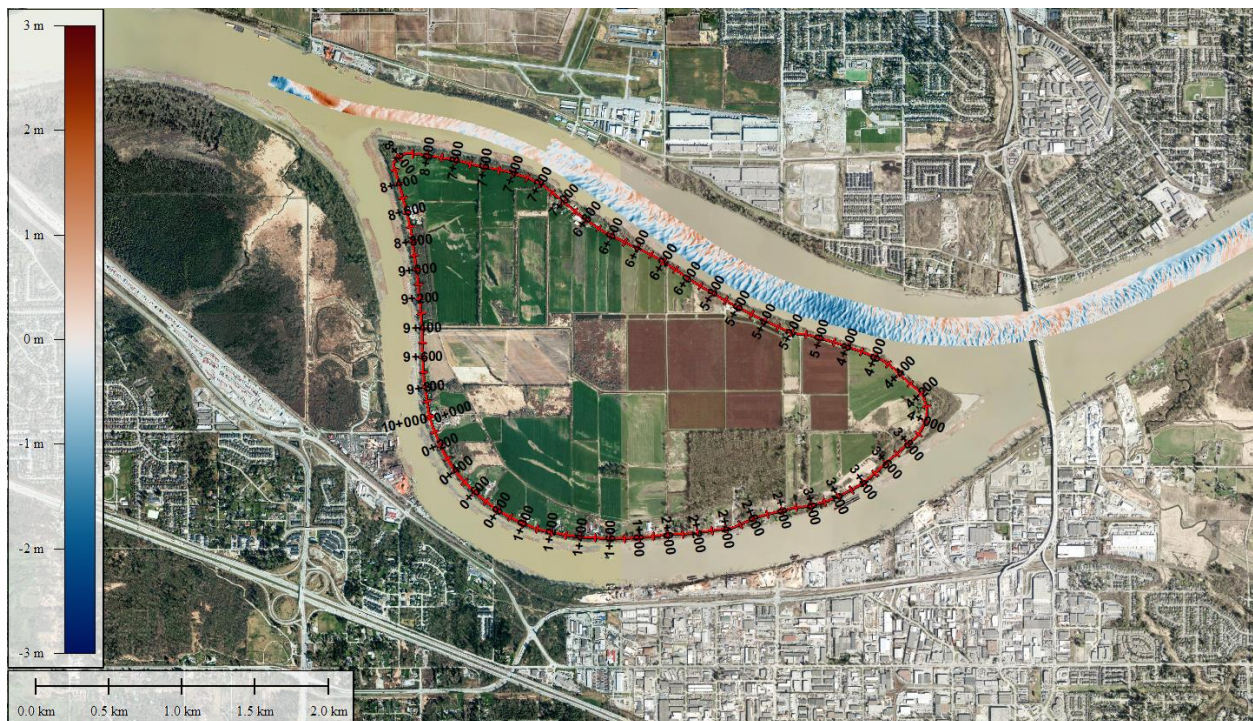
The 2012 dike assessment noted active bank erosion at several locations around the island. Based on historical bathymetric comparisons, the channel bed has shown some general lowering, indicative of potential future bank retreat. The recommended protection strategy was for monitoring the retreat using georeferenced stakes in select locations and stockpiling riprap for emergency placement.

The current site inspection identified continued bank erosion, though with no apparent largescale bank retreat. Mature trees lean toward the channel, suggesting bank erosion. One accessible bank location at

Station 4+390, showed only minor advancement of erosion between 2012 and 2023. For a more conclusive assessment, inspection by boat after leaves have dropped is recommended.

Based on Public Services and Procurement Canada's (PSPC's) multibeam data, Figure 3 shows bed level changes in Bishops Reach from August 2015 to October 2021. A blue colour indicates bed lowering (degradation) and red a build up of material (aggradation). The channel lowering, roughly off-set from Station 4+600 to 5+000 indicates there could be some future undermining of the bank, raising concern as the dike is set back from the bank by only a relatively short distance (less than 20 m). This type of bank erosion has been observed elsewhere along the lower Fraser River, where the bank line was previously stable for decades but then quite suddenly retreated.

A more detailed bank erosion study involving bathymetric surveys is recommended to identify bank protection requirements in more detail.



**Figure 3 Bathymetry changes in Bishops Reach from 2015 to 2021 (PSPC data)**

### 3.4 Internal Drainage

The Fraser River freshet is the main concern of flooding. However, heavy precipitation during the fall and winter can result in inundation of low-lying lands. The November 2021 atmospheric river led to extensive inundation at Barnston IR3. The 2012 Assessment noted that several drainage ditches were plugged and in poor condition, continuing to be so in 2023 (personal communication with BIDD). BIDD has confirmed that it maintains the central ditch conveying flow to the pump station and floodbox; but the connecting ditch network on private lands is not necessarily maintained by landowners, although

this is a requirement. Drainage from Katzie IR3 is severely impeded due to infilling of ditches on adjacent lands.

Except for minor improvements, the pump station and floodbox remain in similar condition as noted in 2012. BIDD mentioned that the invert elevation of the floodbox is too high to allow for full drainage of the central ditch at low tide, implying the floodbox invert elevation could likely be optimized when the floodbox is replaced. Climate change impacts on river levels would need to be considered.

## 4 Updated Flood Protection Measures

Given the overall similar conditions as in 2012, the 2023 upgrade recommendations remain largely unchanged. However, estimated costs are now higher and additional prioritization may be needed to stay within the currently available grant funding.

Based on the updated assessment, the following upgrades are provided for consideration:

- Prepare a preliminary design for raising the dike from approx. Station 4+500 to Station 7+000 to achieve a similar crest profile as the rest of the island dike, corresponding roughly to the historic 100-year flood level plus 0.6 m freeboard (NHC, 2019). Review the dike Right-of-Way requirements and location of adjacent property lines, assuming widening of the dike on the landside. Enter land acquisition negotiations as necessary.

Based on the seepage analysis presented in the 2013 report, attaining a 100-year level of protection also depends on addressing the potential for uncontrolled seepage at other locations of the dike.

Climate change impacts will gradually reduce the return period flood that the dike can withstand. In other words, the flow magnitude of the end-of-century 50-year flood will be larger than the present-day 100-year flood.

- Erosion protection
  - Complete a bank inspection by boat after trees have lost their leaves
  - Carry out a bathymetric survey around the island
  - Implement an erosion monitoring program
  - Undertake additional study to identify locations for non-emergency erosion protection installation
  - Stockpile more riprap on Barnston Island for future deployment under progressing bank erosion
- Replace the pump station and floodbox
- Enforce the clearing of private ditches and address local drainage issues at Barnston IR3

## 4.1 Actions Summary and Approximate Updated Costs

Approximate updated costs of various upgrade components are summarized in Table 1. Most of these components were identified and costed in the 2012 Assessment. The costs were developed for discussion and preliminary budgeting purposes and could vary significantly based on additional concept refinement.

The updated costs are largely based on the 2012 estimates and adjusted for inflation, which may result in under-estimation. Additional cost adjustments were made for:

- The reassessed dike fill volumes (see Section 4.2)
- Recommended additional bank inspections, bathymetric surveys and protection needs assessment (this assessment should precede spending of the previously proposed bank protection contingency fund)

The actions recommended for immediate funding in 2012 had an estimated cost of \$4.1 M. Implementing these previously recommended items plus the proposed additional work is estimated to cost a minimum of \$6.3 M (in 2023). Additional prioritization will be necessary to stay within the current \$5.25 M grant funding. Community and stakeholder input will need to be considered, as well as potential cost sharing arrangements with other organizations.

**Table 1 Costs and priority rating of individual improvements**

Improvement	Priority (2023)	2012 Assessment		2023 Update	
		Cost (2012)	Recommended for Funding (2012)	Cost (Updated)	Recommended for Funding (2023)
Conduct detailed bank erosion study	Very High	-		\$150,000	x
Safety upgrades to pump station <sup>1</sup> . Cost not included.	Very High	\$23,000	x	(\$29,900)	
Install and support water level monitoring equipment	Very High	\$3,000	x	\$3,900	x
Pump station replacement <sup>2</sup>	High	\$500,000	x	\$650,000	x
Floodbox replacement	High	\$300,000	x	\$390,000	x
Drainage ditch upgrades <sup>3</sup>	High	\$100,000	x	\$130,000	x
Drainage ditch network for Katzie FN. Assumed funding from AANDC, cost not included in total.	High	\$75,000		(\$97,500)	
Improve livestock evacuation procedures	High	Nominal		Nominal	
Develop and install erosion monitoring network	High	\$3,000	x	\$3,900	x
Introduce/ enforce boat traffic speed limit (discuss with Port Authority, improve signage, enforce)	High	Nominal		Nominal	
Prepare Operation and Maintenance Manual (for dike)	High	\$30,000	x	\$60,000	x
Install permanent floating logs in specific areas / Encourage log-boom tie-up	High	\$40,000	x	\$52,000	x
Assess seepage during high freshet and prepare seepage barrier designs. (Installation extra.)	High	\$15,000	x	\$19,500	x

Improvement	Priority (2023)	2012 Assessment		2023 Update	
		Cost (2012)	Recommended for Funding (2012)	Cost (Updated)	Recommended for Funding (2023)
Relocate beavers etc. (Long term benefits to be determined. Cost not included in total.)	Medium	\$2,000		(\$2,600)	
Stockpile riprap for emergency bank protection (based on the previously recommended 1000 m <sup>3</sup> ; quantity to be refined following recommended bank erosion study).	Medium	\$75,000	x	\$97,500	x
Establish bank protection contingency fund (apply following careful monitoring at critical sites) OR construct bank protection as per results of detailed bank erosion study. Cost to be determined <sup>4</sup> .	Medium	\$1,000,000	x	\$1,300,000	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. Cost to be determined <sup>4</sup> .	Medium	\$500,000	x	\$650,000	x
Raise dike to consistent design crest level standard; widen on landside. (Paving by MoTI <sup>5</sup> ).	Medium	\$1,500,000	x	\$2,800,000	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		\$1,950,000	
Provide livestock safe areas	Optional	\$300,000		\$390,000	
Flood-proof or raise buildings	Optional	\$2,500,000		\$3,250,000	
Repair and repave road (MoTI)	Optional	\$3,000,000		\$3,900,000	
Relocate/raise housing presently outside dike.	Optional	\$1,200,000		\$1,560,000	
Repair dike following breach/overtopping	As needed	\$300,000		\$390,000	
<b>TOTAL COST of Items Recommended for Funding (x)</b>		<b>\$4,066,000</b>		<b>\$6,306,800</b>	

- Notes:**
1. Assumes previously identified upgrades have been completed. To be confirmed.
  2. May require seismic design, cost could be significantly higher.
  3. Specific requirements/ cost sharing to be determined.
  4. To be confirmed. Actual cost could be significantly different.
  5. Estimated cost does not include paving.

## 4.2 Conceptual Dike Crest Raise

The 2012 Assessment recommended raising the dike to a consistent design crest level corresponding to the 50-year freshest flood, plus 0.6 m freeboard. The recommended crest level was based on 1D hydraulic modelling (NHC and Triton, 2006; NHC, 2008), and was consistent with the Province of British Columbia's crest level standard for agricultural land (MWLAP, 2003).

Comparing the existing dike profile against design profiles from updated 2D hydraulic modelling (NHC, 2019), the majority of the existing dike exceeds the 100-year flood profile with 0.6 m freeboard added. For this current study, it is assumed that locations along the dike that are low could be raised to the updated 100-year level with 0.6 m freeboard, to meet similar standards as the rest of the dike.

EGBC guidelines require that impacts of climate change be considered when assessing and mitigating flood hazards (EGBC, 2018). Based on hydraulic modelling of climate change scenarios, the end-of-century Fraser 50-year profile is expected to exceed the present-day 100-year profile (Figure 2). Designing for a standard greater than the present-day 50-year provides an allowance for future increases in water levels. Although the recommended crest profile would exceed the present Provincial standard for agricultural dikes, it is expected to be an efficient use of funding, considering the crest level of most of the dike. Ideally, the entire dike would be raised to withstand the end-of-century 50-year flood, to meet agricultural standards.

The main location requiring raising is an approximately 2.5 km-length along the north side of Barnston Island. This location is shown on the dike crest profile in Figure 4, and on the map in Figure 5. To meet the recommended height, the dike must be raised by approximately 0.2 m to 0.5 m.

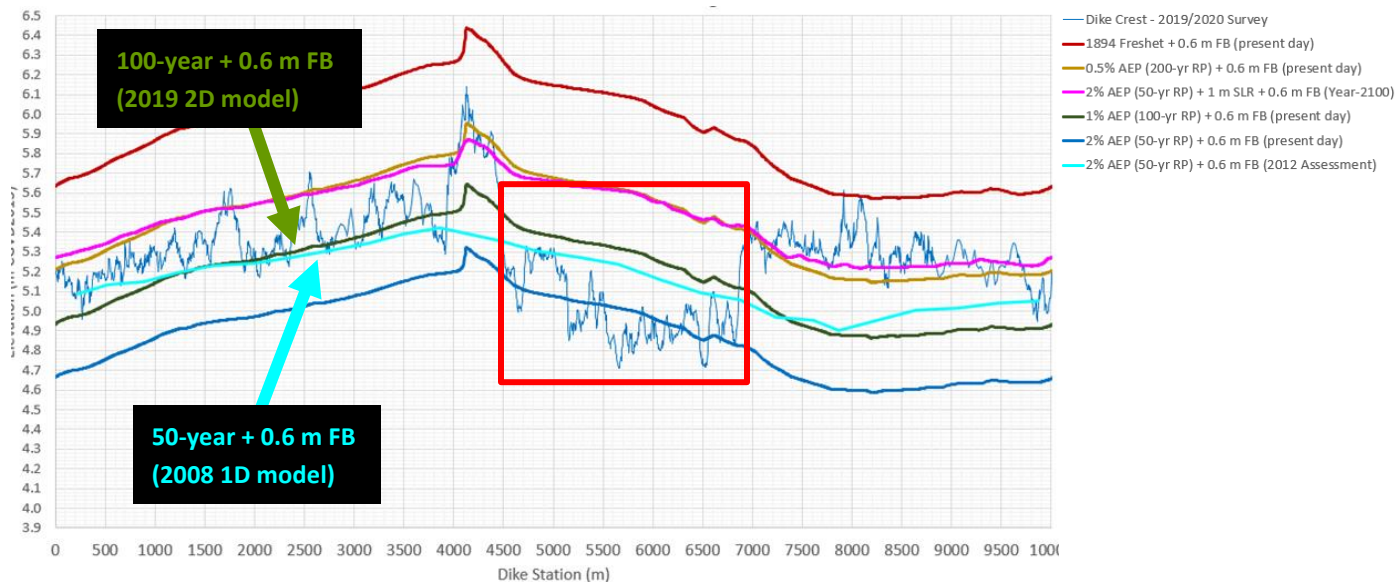
NHC estimated material quantities and costs for the recommended raise. It was assumed that the 5 m road width along the dike crest would be maintained, and the land side embankment slope would be constructed at 3H:1V, with additional slope fill and footprint added to the landside of the dike. Fill quantities and footprints were estimated by developing a three-dimensional model of the upgraded dike using a GIS software and computing the volume difference between the upgraded dike surface and existing ground. A 15% bulking factor was applied to the dike fill quantity to account for compaction and material losses during transport. It was also assumed that a 7.5 m wide ROW would need to be acquired along the land side toe of the upgraded dike, which is the recommended ROW width in Provincial dike design guidelines (MWLAP, 2003).

Table 2 provides a summary of estimated costs for the recommended dike raise. A 30% cost contingency has been applied. The total factored cost is provided without paving, assuming paving will be funded by MoTI, outside of the grant funding.

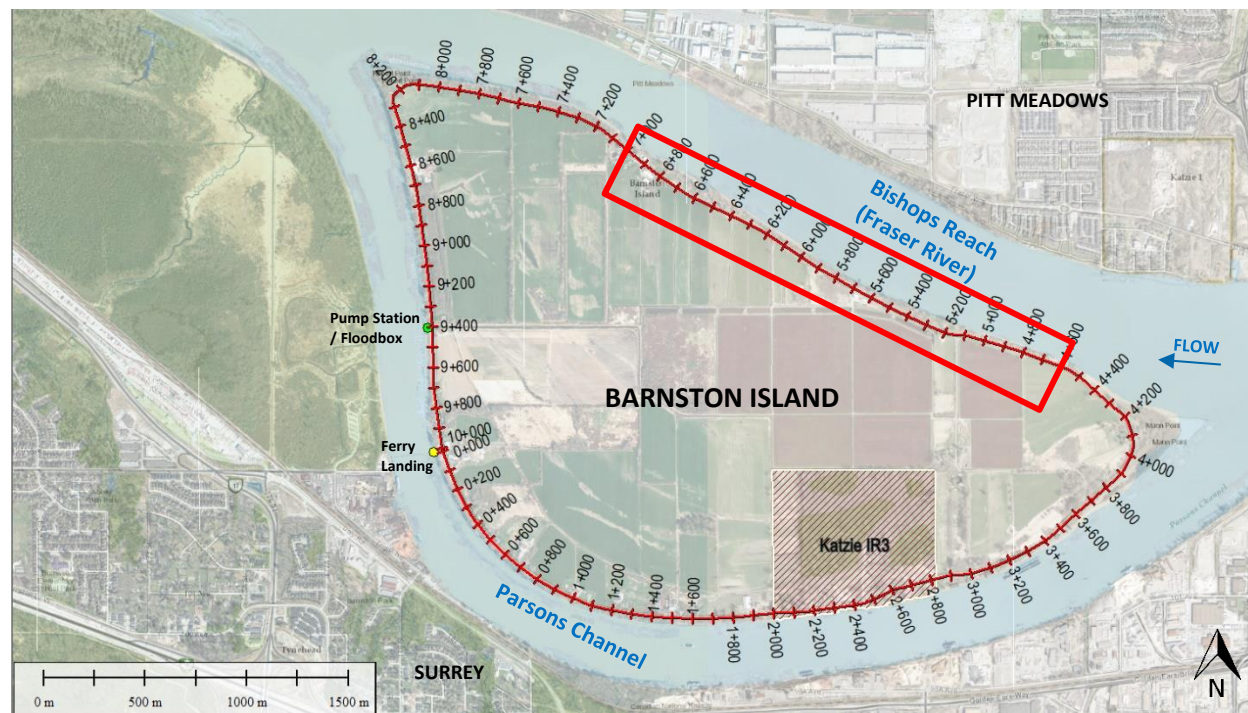
**Table 2 Cost estimate for recommended dike raise**

Item	Units	Unit Rate	Quantity	Cost
Mobilization/Demobilization (10% of total)				\$238,500
Grubbing/stripping - (dike footprint, 0.3 m deep)	m <sup>3</sup>	\$10	9600	\$96,000
Dike Fill (supply, haul and place; includes 15% volume increase for compaction and material loss)	m <sup>3</sup>	\$85	11400	\$969,000
Land Acquisition (assume 7.5 m width required along length of upgraded dike)	m <sup>2</sup>	\$30	18000	\$540,000
<b>TOTAL, UNFACTORED</b>				<b>\$2,623,500</b>
30% Contingency				\$787,050
Engineering and Environmental (15% of total)				\$393,525
<b>TOTAL, FACTORED (Without Paving)</b>				<b>\$2,790,075</b>

**Note:** Unit rates for Barnston Island may exceed assumed typical costs.



**Figure 4** Existing dike crest profile and simulated design flood elevations for various return periods, showing approximate location where dike raise is recommended



**Figure 5** Plan view map of Barnston Island showing approximate location where dike raise is recommended

## 5 Conclusions and Recommendations

Based on evaluation of the current flood protection infrastructure and flood/ erosion hazards, the updated 2023 Barnston Island dike assessment resulted in similar findings as the 2012 Assessment. Potential upgrade recommendations were outlined for consideration under the current \$5.25 M grant. Careful prioritization will be required as the grant funding will be insufficient for implementing all recommendations. The current assessment forms a preliminary evaluation that Metro Vancouver can use for stakeholder engagement to initiate discussion of potential upgrades.

The following recommendations are provided:

1. To assess bank erosion in more detail, we recommend carrying out a site inspection by boat after trees have lost all their leaves. Completing a bathymetric survey would be advantageous to identify potential risks of the toe-of-bank being undermined.
2. Property lines and dike ROW requirements should be compared. Dike upgrades will need to be made on the landside of the dike to ensure that the vegetation outside the dike remains undisturbed. Also, shifting the dike any closer to the river is inadvisable.
3. A detailed ground-based dike survey should take place prior to the preliminary dike upgrade design. Similarly, preliminary Inspector of Dikes' approvals must be obtained, and geotechnical requirements confirmed.
4. Coordination with MoTI, BIDD, KFN, the Province, the Port Authority and other agencies/ stakeholders will be invaluable for prioritizing upgrades and developing cost sharing arrangements.
5. Estimated costs are approximate and more detailed cost estimates will need to be prepared for final prioritization of mitigation measures.

## 6 Closure

We trust this report meets your current needs. If you have any questions or further requests, please feel free to contact the undersigned. As discussed, NHC will participate in future community meetings and would be pleased to undertake additional assessments if required by Metro Vancouver (with compensation on an hourly basis).

Sincerely,

Northwest Hydraulic Consultants Ltd.

**Report prepared by:**

**Report reviewed by:**

UNSIGNED DRAFT BY

UNSIGNED DRAFT BY

Daniel Maldoff, PEng  
Hydrotechnical Engineer

Monica Mannerstrom, PEng  
Principal

### DISCLAIMER

This report has been prepared by **Northwest Hydraulic Consultants Ltd.** for the benefit of **Metro Vancouver Regional District** for specific application to the **Barnston Island Dike Assessment Update 2023 (Fraser River, BC)**. The information and data contained herein represent **Northwest Hydraulic Consultants Ltd.** best professional judgment in light of the knowledge and information available to **Northwest Hydraulic Consultants Ltd.** at the time of preparation and was prepared in accordance with generally accepted engineering and geoscience practices.

Except as required by law, this report and the information and data contained herein are to be treated as confidential and may be used and relied upon only by **Metro Vancouver Regional District**, its officers and employees. **Northwest Hydraulic Consultants Ltd.** denies any liability whatsoever to other parties who may obtain access to this report for any injury, loss or damage suffered by such parties arising from their use of, or reliance upon, this report or any of its contents.

## 7 References

- EGBC (2018). *Professional Practice Guidelines – Legislated Flood Assessments in a Changing Climate in BC*.
- MWLAP (2003). *Dike Design and Construction Guide - Best Management Practices for British Columbia*. Province of British Columbia, Ministry of Water, Land and Air Protection, Flood Hazard Management Section, Environmental Protection Division.
- NHC (2008). *Fraser River Hydraulic Model Update Final Report*. Prepared by Northwest Hydraulic Consultants Ltd. for BC Ministry of Environment.
- NHC (2013). *Barnston Island Dike Assessment 2012 GS13LMN-036 - Final Report*. Northwest Hydraulic Consultants Ltd. for Ministry of Forests, Lands and Natural Resource Operations.
- NHC (2019). *Hydraulic Modelling and Mapping in BC's Lower Mainland*. Report prepared by Northwest Hydraulic Consultants Ltd. for Fraser Basin Council. 357 pp.
- NHC (2023). *Floodplain Mapping in BC: Project A - Lower Fraser and Coquihalla Rivers Hydrological Analysis*.
- NHC and Triton (2006). *Lower Fraser River Hydraulic Model Final Report*. Prepared by Northwest Hydraulic Consultants and Triton Consultants for Fraser Basin Council.

To: Electoral Area Committee

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

Date: February 8, 2024

Meeting Date: March 1, 2024

Subject: **Electoral Area A Community Works Fund – University Endowment Lands Project**

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### **RECOMMENDATION**

That the MVRD Board approve funding from the Electoral Area A Community Works Fund as described in the report dated February 8, 2024, titled “Electoral Area A Community Works Fund – University Endowment Lands Project” for the Chancellor Blvd. Sidewalk Project up to \$157,000.

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### **EXECUTIVE SUMMARY**

The Community Works Fund is delivered to all local governments in British Columbia through a direct annual allocation to support local eligible priorities, and is distributed within Electoral Area A based on community population. Over the past ten years, the annual amount Electoral Area A receives has averaged approximately \$130,000. As of the end of 2023, the University Endowment Lands’ (UEL) accumulated portion based on population stands at approximately \$160,000.

In 2022 and 2023, the Electoral Area A Director and staff consulted with the UEL Community Advisory Council (CAC) and UEL Administration on potential projects that are eligible under the Community Works Fund. In January 2024, the UEL CAC, with support from the UEL Administration, endorsed seeking funding for the Chancellor Blvd. Sidewalk Project with an estimated cost of \$157,000. The project entails replacement of the current substandard walkway with a 2m wide finished concrete sidewalk.

If the MVRD Board approves funding for this project, it would allow Metro Vancouver to enter into an agreement with UEL to reimburse them for eligible costs up to the maximum approved amount upon submission of required receipts and other documentation.

### **PURPOSE**

To provide the Electoral Area Committee and the MVRD Board the opportunity to consider funding a project in the UEL through the Electoral Area A Community Works Fund.

### **BACKGROUND**

At its April 29, 2016 meeting, the MVRD Board (then GVRD Board) passed the following resolution:

*That the GVRD Board endorse the distribution of monies from the Community Works Fund to areas within Electoral Area A based on population, as described in the report titled “Distribution of Electoral Area A Community Works Fund Monies”, dated March 29, 2016.*

In January 2024, the UEL CAC, with support from UEL Administration, endorsed seeking funding for the Chancellor Blvd. Sidewalk Project, which is now presented in this report for the Committee and Board's consideration.

### COMMUNITY WORKS FUND

The Community Works Fund is delivered to all local governments in British Columbia through a direct annual allocation to support local priorities. It is one of three program streams arising out of the Renewed Gas Tax Agreement between the Federal Government and Union of BC Municipalities, which delivers the monies to local governments. The Renewed Gas Tax Agreement, which took effect April 1, 2014, specifies eligible projects (Reference 1) and grant amounts allocated to each local government (Reference 2).

### Previously Funded Projects

The table below shows projects that the board has previously funded through the Electoral Area A Community Works Fund.

Year	Community	Amount	Project
2019	UBC/UNA	\$424,925	Pedestrian and cycling improvements to the Wesbrook Mall and University Boulevard intersection
2019	UEL	\$138,575	Green infrastructure to mitigate storm water impacts from climate change
2021	Barnston Island	\$12,100	Dike pump house electrical upgrades
2022	UBC/UNA	\$195,824	Electric vehicle charging stations
2022	UBC/UNA	\$139,276.50	Solid waste (recycling) receptacle replacement
2022	UBC/UNA	\$100,000	Acadia neighbourhood active transportation improvements

### CONSULTATION

In recognition of the governance and advisory bodies that exist in the Point Grey area of Electoral Area A, including the University Neighbourhoods Association (UNA), the University Endowment Lands (UEL) Administration and Community Advisory Council (CAC), and the University of British Columbia (UBC), the Electoral Area A Director and Metro Vancouver staff consulted with representatives from these local entities on potential projects to be funded with Community Works Funds.

The Electoral Area A Community Works Fund Advisory Group (UNA, UBC, and UEL) met on June 21 and September 28, 2021. The first meeting focused on presenting and answering questions related to background information such as eligibility, funding amounts and the decision making process and principles. The main focus of the second meeting was to hear from organization representatives regarding discussions they had since the first meeting on potential projects and to share descriptions of the identified projects. At the second meeting, the UEL CAC advised that they needed more time to consider projects.

On September 18, 2023, Electoral Area Services staff were invited to attend a UEL CAC meeting where they presented background information on the Community Works Fund to UEL CAC members, UEL staff, and other residents in attendance. The meeting included a brainstorming session of potential projects.

At their meeting in January 2024, the UEL CAC endorsed seeking funding for the Chancellor Blvd. Sidewalk Project. The UEL Administration supports this project and would be the entity that implements it.

**CHANCELLOR BLVD SIDEWALK PROJECT DESCRIPTION (See Attachment)**

The project would see the replacement of the current substandard asphalt sidewalk on the north side of Chancellor Boulevard between Acadia Road and Hamber Road, which is used to access a nearby school and transit stop. Work would include the complete removal of the existing asphalt path, addition of gravel base, and installation of a continuous concrete path, complete with broom finish and troweled edges. The area would be finished with topsoil to grade and seeded with grass. The total cost of the project is approximately \$157,000 and it would be done during the summer 2024 school break.

This project is eligible under the “Local Roads, Bridges, & Active Transportation” infrastructure projects category (Reference 1).

**ALTERNATIVES**

1. That the MVRD Board approve funding from the Electoral Area A Community Works Fund as described in the report dated February 8, 2024, titled “Electoral Area A Community Works Fund – University Endowment Lands Project” for the Chancellor Blvd. Sidewalk Project up to \$157,000.
2. That the Electoral Area Committee receive the report dated February 8, 2024, titled “Electoral Area A Community Works Fund – University Endowment Lands Project” for information and provide alternate direction to staff.

**FINANCIAL IMPLICATIONS**

Funding of successful grant applications has no property tax implications for Electoral Area A. Costs to be reimbursed to UEL in 2024 will be funded from the Community Works Fund Reserve if the recommended alternative is adopted by the MVRD Board.

**CONCLUSION**

The Electoral Area A Director and staff consulted with UEL community representatives on potential projects that could be funded through the Community Works Fund. Following consultation, the UEL endorsed a sidewalk replacement project that would be completed in summer 2024. Staff recommend Alternative 1.

**ATTACHMENT**

1. UEL Chancellor Blvd. Sidewalk Project Description

**REFERENCES**

1. [Community Works Fund – Examples of Eligible Projects](#)
2. [Community Works Fund – Allocations by Local Government](#)

## Electoral Area A Community Works Fund – University Endowment Lands Chancellor Blvd Sidewalk Project Description

### Background

The existing asphalt sidewalk on the north side of Chancellor Boulevard between Acadia Rd and Hamber Rd in the University Endowment Lands (UEL) is in an unsatisfactory state of repair and does not meet minimum standards for safety or accessibility. The walkway receives considerable traffic from students and parents walking and biking to University Hill elementary school, and from riders using transit stop 51916 near Hamber Rd. This project, along with several others, were considered by the Community Advisory Committee, evaluating based on community need and how the project conforms with CWF requirements. The Chancellor Blvd sidewalk project was endorsed by the CAC in January 2024.

### Project

The UEL's proposal is to use funds from the Community Works Fund (CWF) to contribute towards replacement of the walkway, replacing it with a 2m wide finished concrete sidewalk to UEL standards. The scope of work includes complete removal of the existing asphalt path, addition of gravel base and installation of a continuous concrete path, complete with broom finish and troweled edges. The area will be finished with topsoil to grade and seeded with grass. Aerial map of walkway to be replaced, along with photos of current sidewalk condition and quote for construction are provided in Photos 1, 2, and 3. The Chancellor Blvd sidewalk improvements will provide the UEL community with a safe and enjoyable pedestrian thoroughfare for years to come.

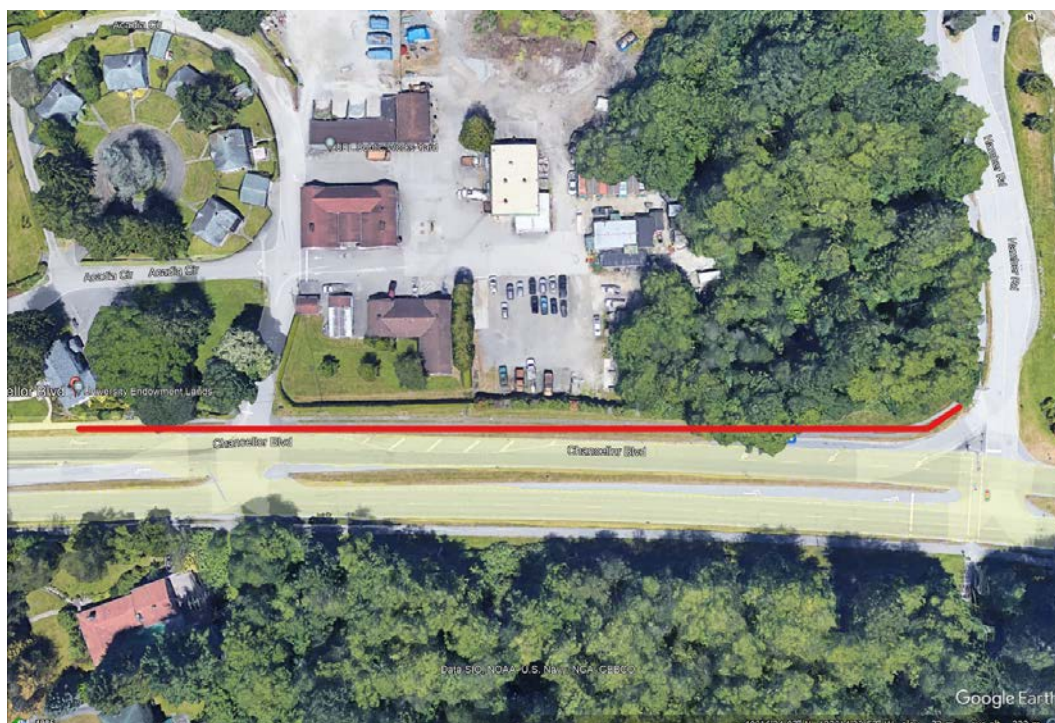
### Budget

The project estimate is \$157,000 to remove and replace the sidewalk with landscaping costs in addition. The UEL is prepared to cover the cost of the project over and above funds available through the CWF.

### Timeline

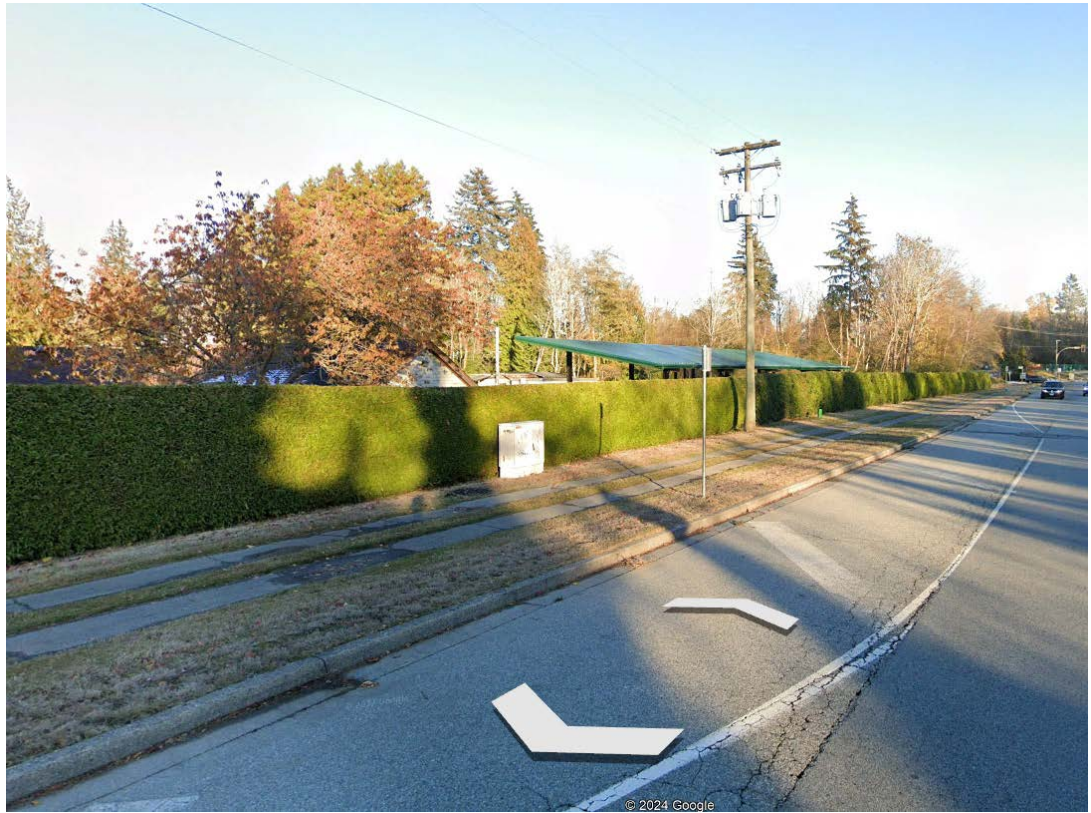
Proposed sidewalk construction is scheduled to commence during the school summer break 2024 (last day of classes is June 28th) to allow for minimal interruption to pedestrian traffic, efficiency of construction works, and to accommodate for potential inclement weather.

**Photo 1**



**Electoral Area A Community Works Fund – University Endowment Lands  
Chancellor Blvd Sidewalk Project Description**

**Photo 2**



**Photo 3**



To: Electoral Area Committee

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

Date: February 8, 2024

Meeting Date: March 1, 2024

Subject: **Electoral Area A Emergency Response Reimbursement – Update**

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### **RECOMMENDATION**

That the MVRD Board receive for information the report dated February 8, 2024, titled “Electoral Area A Emergency Response Reimbursement – Update”.

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### **EXECUTIVE SUMMARY**

The Electoral Area A Emergency Response Reimbursement Temporary Policy expired December 31, 2022. The temporary policy set out rules (e.g. eligible costs, maximum reimbursement amounts) for reimbursing adjacent local governments for responding to emergencies on their own accord in the portions of Electoral Area A outside of UBC and UEL. Before the temporary policy expired, Metro Vancouver led the development of a Regional Public Works Mutual Aid Agreement that was signed by the MVRD for Electoral Area A, and by all member jurisdictions that are adjacent to the rural and remote areas of Electoral Area A. The agreement enables mutual aid upon request in the event of an emergency that is beyond the capacity of a single local authority and is effective as of December 31, 2022.

Under the mutual aid agreement, Metro Vancouver is able to request assistance for an emergency in Electoral Area A, and would then reimburse the responding local authority for their costs. If a local authority responds to an emergency in Electoral Area A on their own accord, the agreement would not be activated and any reimbursement would be at the discretion of Metro Vancouver. The agreement has yet to be used in Electoral Area A, and staff will keep the Electoral Area Committee and MVRD Board apprised of any instances of its use, along with an evaluation of its effectiveness as a tool to address emergencies in Electoral Area A.

### **PURPOSE**

To provide the Electoral Area Committee and MVRD Board with information related to how local authorities would be reimbursed for responding to emergencies in areas of Electoral Area A outside of UBC and the University Endowment Lands (UEL).

### **BACKGROUND**

In April 2022, the MVRD Board approved the Electoral Area A Emergency Response Reimbursement Temporary Policy and separately authorized the Metro Vancouver CAO/Commissioner to sign the Regional Public Works Mutual Aid Agreement. The temporary policy expired on December 31, 2022. This report provides summary information on the role of the agreement in reimbursing adjacent local governments now that the temporary policy has expired.

### **ELECTORAL AREA A EMERGENCY RESPONSE REIMBURSEMENT TEMPORARY POLICY**

In late 2021, Surrey Fire Department responded to a barn fire on Barnston Island, which is in Electoral Area A, and submitted an invoice for related costs. There is no fire service area bylaw that covers Barnston Island, and there was no agreement in place when the fire occurred that covered this scenario. To address the invoice and the lack of a mechanism to pay for such invoices in the near future, Metro Vancouver staff brought forward a request to reimburse Surrey for the 2021 barn fire along with a new Emergency Response Reimbursement Temporary Policy (Reference 1) which the MVRD Board approved in April 2022.

The temporary policy set out rules for reimbursing adjacent local governments for their responses to future such emergencies in Electoral Area A, including definitions, eligible costs, delegated approval authority, maximum reimbursement amounts (\$25,000 per incident), and reporting requirements. Both the staff report and temporary policy recognized that a more permanent solution was needed and that a mutual aid agreement was being considered by Metro Vancouver Committees and members at the same time, which is why the policy was temporary in nature and expired at the end of 2022. See the staff report and temporary policy in Reference 1 for more detailed information.

### **REGIONAL PUBLIC WORKS MUTUAL AID AGREEMENT (Reference 2)**

The Regional Public Works Mutual Aid Agreement allows for mutual support, aid, and assistance to, among other things, ensure that public works are maintained in the event of a major emergency or other serious incident that is beyond the capacity of a single local authority to deal with on its own. While the impetus for the agreement was protection of public works, the agreement covers disasters and emergencies generally (e.g. fires, floods, etc.) (Reference 2).

The MVRD (for Electoral Area A), the GVS&DD, and GVWD are parties to the agreement. To date, all member jurisdictions except for the Tsawwassen First Nation have signed the agreement. UBC and the UEL are listed and able to sign the agreement as they are local authorities for their respective jurisdictions, but have not yet done so.

All of the member jurisdictions that are adjacent to the rural and remote portions of Electoral Area A (i.e. outside of UBC and the UEL) have signed the agreement. If an emergency occurs in rural/remote Electoral Area A, Metro Vancouver could request assistance under the agreement, and it would then be required to reimburse the responding authority for their actual costs incurred, plus 10% for overhead. There are no maximum reimbursement limits in the agreement.

If an adjacent local authority decides to respond to an emergency in rural/remote Electoral Area A on their own accord, then the agreement would not be activated and so no contractual obligations to reimburse would arise. Any reimbursement in this situation would be at Metro Vancouver's discretion. See the staff report and agreement in Reference 2 for more detailed information.

### **USE OF THE MUTUAL AID AGREEMENT**

Instances where adjacent local authorities respond to emergencies in the rural/remote portions of Electoral Area A are not very frequent (once every several years on average). The Regional Public

Works Mutual Aid Agreement was signed by the MVRD Board for Electoral Area A. Since its effective date of December 31, 2022, there have not been any instances where the agreement could have been applied in Electoral Area A.

If an emergency were to occur in rural/remote Electoral Area A, Metro Vancouver staff could request or authorize assistance under the agreement, and if a local authority that is a signatory to the agreement decided to assist, they would be reimbursed under the agreement.

## **ALTERNATIVES**

This is an information report. No alternatives are presented.

## **FINANCIAL IMPLICATIONS**

For instances where Metro Vancouver has requested assistance to deal with an emergency in Electoral Area A under the Regional Public Works Mutual Aid Agreement, Metro Vancouver would be responsible for reimbursing costs plus 10% to the responding local authority. For instances where an adjacent local authority decides to respond on their own accord, the agreement would not be activated and so any reimbursement would be at the discretion of Metro Vancouver. In both instances, reimbursement payments would be funded from existing general revenues if the amounts can be accommodated. If funding is not available in the annual operating budget, a request would be made to draw on the corresponding reserve.

It should be noted that under the *Emergency Program Act* and the *Compensation and Disaster Financial Assistance Regulation*, local authorities can receive financial assistance from the Province for eligible emergency response costs incurred during a disastrous event, and assistance for some post-disaster recovery costs expended to repair or restore public works and facilities that are essential to their operation. Therefore, staff expect that eligible costs associated with responding to a freshet flood emergency on Barnston Island or a large wildfire would be covered through the Province.

## **CONCLUSION**

The Regional Public Works Mutual Aid Agreement is a relatively new tool that Metro Vancouver can rely on to reimburse local authorities that respond to emergencies in the rural/remote portions of Electoral Area A. Given the infrequency of such instances, staff will see how well the tool works in the unique context of Electoral Area A, and will seek direction from the Committee and Board where additional action may be warranted.

## **REFERENCES**

1. Electoral Area A Emergency Response Reimbursement Temporary Policy [staff report](#) dated March 8, 2022
2. Regional Public Works Mutual Aid Agreement [staff report](#) dated March 11, 2022

To: Regional Parks Committee

From: David Leavers, Division Manager, Visitor and Operations Services, Regional Parks

Date: February 14, 2024 Meeting Date: March 6, 2024

Subject: **Pilot Program to Permit Alcohol Consumption in Regional Parks**

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**RECOMMENDATION**

That the MVRD Board:

- a) approve the Pilot Program to Permit Alcohol Consumption in Regional Parks in designated areas of six regional parks in 2024, as outlined in the report dated February 14, 2024, titled “Pilot Program to Permit Alcohol Consumption in Regional Parks”; and
- b) direct staff to report back with the required bylaw amendment to *Metro Vancouver Regional District Regional Parks Regulation Bylaw No. 1177, 2012* to authorize the designation of specific areas of select regional parks where liquor may be consumed; and
- c) direct staff to report back with a draft “Metro Vancouver Regional District Consumption of Liquor in Regional Parks Bylaw” to ensure compliance with the *Liquor Control and Licensing Act* of the Province of British Columbia.

**EXECUTIVE SUMMARY**

In June 2023, the Regional Parks Committee directed staff to report back on the feasibility of a pilot project to allow for the responsible consumption of alcohol in select areas of specific regional parks, including but not limited to Centennial Beach (Boundary Bay Regional Park) and Derby Reach Regional Park.

Utilizing specific site criteria, staff have developed a proposed pilot program for 2024 that would permit responsible alcohol consumption in designated areas at six regional parks:

- i. Boundary Bay Regional Park
- ii. Brunette Fraser Regional Greenway
- iii. Campbell Valley Regional Park
- iv. Capilano River Regional Park
- v. Derby Reach Regional Park
- vi. Iona Beach Regional Park

The 2024 pilot program is proposed to run from Friday, June 28 to Monday, October 14, with alcohol consumption to be permitted at any time during park hours during the duration of the pilot program.

**PURPOSE**

To seek Metro Vancouver Regional District (MVRD) Board approval for a pilot program to permit seasonal alcohol consumption in designated areas of six regional parks during 2024.

## BACKGROUND

A number of municipalities in Metro Vancouver have implemented initiatives to permit the legal consumption of alcohol in parks and public spaces. Many programs were piloted in 2020 and 2021 as a response to increased usage of public open spaces across Metro Vancouver during the COVID-19 pandemic. Many pilot projects have since been made permanent.

At the Regular Meeting of the Regional Parks Committee on June 7, 2023, a resolution was passed regarding the feasibility of a pilot program to permit alcohol consumption in Metro Vancouver regional parks:

*That the Regional Parks Committee direct staff to report back on the feasibility of a pilot project, to allow for the responsible consumption of alcohol in select areas of Metro Vancouver Regional Parks, including but not limited to Centennial Beach and Derby Reach.*

At the regular meeting of the Regional Parks Committee on October 18, 2023, staff provided the committee with a report (Attachment 1) updating the committee regarding plans to develop a pilot program to permit seasonal alcohol consumption in regional parks. The report included details from other municipal programs in place in the region, the site criteria to be used to select regional parks for inclusion in a pilot program, and information regarding bylaw implications. Staff committed to reporting back in the first quarter of 2024, in time to gain MVRD Board approval for a 2024 summer pilot program.

## 2024 PILOT PROGRAM

### Site Criteria

When developing site selection criteria for the 2024 pilot program, the following were considered:

- Highly visible, non-remote locations with emergency vehicle access
- Distribution of locations across the region to provide equitable access
- Washroom facilities nearby in the park
- Features and amenities that support visitor connection (views, waterfronts, benches, picnic sites)
- Pedestrian, cycling, and public transit access nearby
- Parking for accessibility nearby
- Food services nearby if possible
- Minimal impacts to natural areas
- Minimal impacts or disruptions to program spaces where interpretative programs are held
- Minimal impacts or disruptions to neighboring residents
- Minimum 20 metre distance from playgrounds
- Not adjacent to school sites

### Regional Park Locations

Using the site criteria listed above, staff are recommending that six Metro Vancouver regional parks be included in the pilot program for 2024. The specific designated areas within these regional parks will be mapped and posted within park at the following locations for the pilot period.

1. Boundary Bay Regional Park
  - Centennial Beach
2. Brunette Fraser Regional Greenway
  - Sapperton Landing
3. Campbell Valley Regional Park
  - 8th Avenue Picnic Area/Order of Canada Grove
4. Capilano River Regional Park
  - Cleveland Dam Picnic Area
5. Derby Reach Regional Park
  - Day Use Area adjacent to Edgewater Bar campground
6. Iona Beach Regional Park
  - Picnic area

**Pilot Program Duration/Times:**

It is proposed that the 2024 pilot program will be from Friday, June 28 (Canada Day long weekend) to Monday, October 14 (Thanksgiving long weekend). Alcohol consumption within designated areas will be permitted during park open hours.

**Other Considerations:**

It should be noted that alcohol sales are not proposed to be a component of this pilot program. Alcohol is currently not available for purchase in any regional park. Park users will be required to purchase alcohol through licensed distributors to bring to the park. MV staff will target education and enforcement as necessary to encourage compliance to the Bylaw.

**BYLAW IMPLICATIONS**

The *Metro Vancouver Regional District Regional Park Regulation Bylaw No. 1177, 2012* states under Part 3.5 that “No person shall possess or consume liquor within a regional park unless such possession and consumption is pursuant and in compliance with:

- (a) A license issued under the Liquor Control and Licensing Act; and
- (b) A park permit.”

An amendment to *Metro Vancouver Regional District Regional Parks Regulation Bylaw No. 1177, 2012* will be required to authorize the designation of specific areas of select regional parks where alcohol may be consumed. Staff propose to add a Part 3.5 (c) to the bylaw to authorize the possession of alcohol in an open container and consumption of alcohol in designated areas of specific regional parks. Staff will bring this bylaw amendment back for MVRD Board approval in May 2024.

The province of British Columbia has jurisdiction over possession and consumption of liquor. The *Liquor Control and Licensing Act* s. 73 makes it unlawful for people to possess open liquor or

consume liquor in a number of places, including parks, that are not private places; however, at subsection (2), the province has delegated authority to regional districts and other local governments to, by bylaw, "designate a public place over which [we] [have] jurisdiction, or part of such a place, as a place where liquor may be consumed," and it has prescribed how this should be done.

The *Liquor Control and Licensing Regulations* further provides, in terms of direction for regional districts and other local governments:

Division 6 — Bylaws Dealing with the Consumption of Liquor in a Public Place, section 197

"A bylaw under section 73 (2) of the Act designating a public place as a place where liquor may be consumed must

- (a) require the person responsible for the public place to post signs setting out
  - (i) the boundaries of the public place, and
  - (ii) the hours that liquor may be consumed, and
- (b) describe the number and size of the signs and how they are to be posted."

Given these Provincial requirements, it is proposed that staff draft a new "Consumption of Liquor in Regional Parks Bylaw" to contain details of the pilot program including the specific areas of select regional parks to be included, as required by the *Liquor Control and Licensing Act*. By embedding the program information in a dedicated bylaw, the program can be easily altered by amending the bylaw as often as required; and should the MVRD Board decide not to proceed with the pilot in 2025, the bylaw can simply be repealed.

### **SIGNAGE PLAN**

Signage will be installed at each of the proposed sites to inform park visitors of the pilot program and provide a QR code access to a web-based survey. The signage will illustrate the designated areas where alcohol is permitted. The signs will include a dedicated email address and telephone number that visitors can call with any questions, comments, or concerns. Such signage is a requirement of the *Liquor Control and Licensing Act*. Signs will be installed at entry points to the designated areas and at key locations around the boundaries of the permitted zones. There will not be any physical delineation on the ground.

### **COMMUNICATIONS PLAN**

A communications strategy is being developed that identifies a strategic approach required to ensure that a number of audiences including: members of the public, member jurisdictions, First Nations, local emergency services (including police, fire, ambulance), and other stakeholders are informed about the pilot program in advance. Staff will prepare a dedicated webpage (including a web-based survey), in-park signage (including a link to the web-based survey) and notices, e-newsletters, Metro Vancouver's social media platforms and an internal FAQ document for staff and spokespersons.

### **PUBLIC INPUT AND PILOT PROGRAM EVALUATION**

In order to allow staff to evaluate the pilot program in 2024, Regional Parks will solicit public input during the pilot. A web-based survey will be developed that members of the public will either be

able to complete on location using their smart phone, or at home. Staff will compile this information and will report back to the Regional Parks Committee early in 2025 with recommendations regarding the future of the pilot program.

### **ALTERNATIVES**

1. That the MVRD Board approve the Pilot Program to Permit Alcohol Consumption in Regional Parks in designated areas of six regional parks in 2024, as outlined in this report dated February 14, 2024, titled "Pilot Program to Permit Alcohol Consumption in Regional Parks."
2. That the Regional Parks Committee direct staff to amend the Pilot Program to Permit Alcohol Consumption in Regional Parks to include changes to the locations, duration, dates and times as outlined in this report dated February 14, 2024, titled "Pilot Program to Permit Alcohol Consumption in Regional Parks" in designated areas of select regional parks in 2024.
3. That the Regional Parks Committee receive the report dated February 14, 2024, titled "Pilot Program to Permit Alcohol Consumption in Regional Parks" for information and provide alternate direction to staff.

### **FINANCIAL IMPLICATIONS**

The proposed pilot program for the consumption of alcohol in Metro Vancouver regional parks will give staff the opportunity to assess any additional costs related to the pilot program. It is expected that signage, park operations, ranger, patrol, and waste management costs will be minimal and can be funded within existing approved operating budgets.

### **CONCLUSION**

The Pilot Program to Permit Alcohol Consumption in Regional Parks will provide opportunities for visitors to connect with friends and families in places other than bars and restaurants and private homes, increasing opportunities for more people to connect with nature. The pilot program will give staff and the Regional Parks Committee/MVRD Board an opportunity to evaluate the implementation of the program over a 15+ week period at six designated locations in the system. Data collected during the pilot will inform management of the sites, as well as longer-term public policy related to responsible alcohol consumption.

Staff will report back in May 2024 with all bylaw related requirements of the pilot program in time for the project to commence on June 28, 2024.

### **ATTACHMENTS**

1. "Regional Parks Pilot Project to Permit Alcohol Consumption in 2024 - Update", dated September 8, 2023.

64067026

To: Regional Parks Committee

From: David Leavers, Division Manager, Visitor and Operations Services, Regional Parks

Date: September 8, 2023 Meeting Date: October 4, 2023

Subject: **Regional Parks Pilot Project to Permit Alcohol Consumption in 2024 - Update**

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**RECOMMENDATION**

That the MVRD Board receive for information the report dated September 8, 2023 titled “Regional Parks Pilot Project to Permit Alcohol Consumption in 2024 – Update.”

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**EXECUTIVE SUMMARY**

At its June 7, 2023 meeting, the Regional Parks Committee passed a motion requesting that staff report back on the feasibility of a pilot project that would allow for the consumption of alcohol in specified areas of select regional parks in 2024.

Since that time, staff has completed research to understand how other jurisdictions are addressing this trend locally. Staff has determined that the current Regional Parks Regulation Bylaw would require amending to allow for general public alcohol consumption.

Staff will report back early in 2024 with details of a recommended pilot project for a seasonal approach to allowing alcohol consumption next spring/summer in specific areas of select regional parks. In addition, staff will report back to ensure that our bylaw(s) provide the necessary legal authorization for the MVRD Board to permit alcohol consumption under the terms of the pilot project.

**PURPOSE**

To update the Regional Parks Committee and MVRD Board regarding plans to develop a pilot project to permit seasonal alcohol consumption in regional parks, and to provide an opportunity for input regarding specific regional parks to be included in a 2024 pilot project.

**BACKGROUND**

At the Regular Meeting of the Regional Parks Committee on June 7, 2023, a resolution was passed under ‘Other Business’ regarding the feasibility of a pilot project to permit alcohol consumption in regional parks:

That the Regional Parks Committee direct staff to report back on the feasibility of a pilot project, to allow for the responsible consumption of alcohol in select areas of Metro Vancouver Regional Parks, including but not limited to Centennial Beach and Derby Reach.

This report is in response to the above referral.

## REGIONAL SUMMARY OF ALCOHOL CONSUMPTION IN PARKS PROGRAMS

Staff have been in contact with many of our member jurisdictions regarding programs that have been implemented to allow alcohol consumption in parks across the region. At the time of this report being submitted, there are a few municipalities that have yet to report.

Through this research, staff have confirmed the following:

The **City of Burnaby** introduced a temporary pilot program, from June 23 to October 30, 2023, that permits consumption of alcohol in four parks: Central, Confederation, Edmonds, and Keswick. Alcohol consumption is permitted at these parks from dawn to dusk, everywhere except in certain defined areas.

The **City of Coquitlam** enacted the *“Responsible Consumption of Liquor in Public Places Bylaw”* on July 4, 2022, allowing alcohol consumption at more than 50 parks in Coquitlam from dawn to dusk, excluding property owned, leased or licensed to the City by School District 43. Signage is posted at each park letting users know if alcohol is allowed or not.

The **City of Delta** enacted the *“Liquor Consumption in Delta Public Places Bylaw No. 8220, 2023”*, that allows the public consumption of alcohol at 21 of its parks. A person may consume liquor within designated areas without a municipal permit between the hours of 11:00 am to dusk.

The **City of Langley’s** *“Responsible Drinking in Parks Pilot Program”* began July 1, 2022, whereby responsible alcohol consumption is permitted in specific areas at three parks as a pilot project. The pilot project was extended until February 2024, at which time council will review the program.

The **City of Maple Ridge’s** *“By-law to designate certain Public Parks as places where liquor may be consumed, 1981”* is simply a bylaw that lists the 13 park locations where alcohol may be permitted where the liquor has been sold or served pursuant to a Special Occasion Licence, or issued in accordance with the Liquor Control and Licensing Act. There is no public consumption permitted without such a permit in place.

The **City of New Westminster** enacted the *“New Westminster Consumption of Liquor in Public Places Bylaw No. 8264, 2021”* that provides adults with the authorization to drink responsibly within designated areas in seven New Westminster parks.

On June 1, 2020, The **City of North Vancouver** passed a bylaw allowing alcohol consumption at specific public locations in the City, as a pilot project. Their decision made the City the first municipality in the province to allow the consumption of alcohol in designated outdoor spaces. The initial pilot project ran from June 22 to October 15, 2020, and the community was asked to share their thoughts on the initiative. The project received support from both residents and businesses. At the October 26, 2020 meeting, Council voted unanimously to make alcohol consumption in seven City locations permanent.

Adults are able to drink responsibly in 10 Port Coquitlam parks.

The **City of Port Coquitlam** was among the first cities in Metro Vancouver to allow responsible drinking in seven parks in 2020, and added three additional parks as a pilot in 2021. The original seven parks: Castle, Settlers, Gates, Lions, Aggie, Evergreen and Cedar Drive now allow drinking permanently.

The **City of Port Moody** has an ongoing pilot program in effect whereby adults may drink alcohol safely and responsibly in designated areas at six outdoor public places: Kyle Centre Pop-Up Park, Old Orchard, Pioneer Memorial, Queens Street Plaza, Rocky Point, and Trasolini Field spectator stands at Town Centre. The *Alcohol in Parks Pilot Project* was launched in July 2022, with minor adjustments made in March 2023. Under the “*Responsible Consumption of Liquor in Public Places Bylaw*”, alcohol may be consumed responsibly by adults in designated areas between 11am and dusk. Drinking is prohibited in the following spaces:

- within 10 metres of a playground or spray park, except for the picnic shelter area at Old Orchard Park
- within the Labyrinth Healing Garden at Pioneer Memorial Park; and
- on the beach at Old Orchard Park.

The **City of Richmond** approved the implementation of a pilot program for the responsible consumption of liquor in designated areas in a limited number of City parks. The pilot program ran from July 25 through September 30, 2023. The pilot program allowed open consumption of alcohol in designated areas only within three Richmond parks: Aberdeen, Garry Point and King George/Cambie. Alcohol is not to be made available for purchase in any park space connected with this project. Designated areas are marked with on-site signage at each of the three parks. Those areas were selected to ensure a balance between alcohol and alcohol-free spaces to ensure that other park uses are not impacted. The consumption of alcohol is only permitted between 11:00 a.m. and 9:00 p.m., seven days a week.

Directed by the **Vancouver Board of Parks and Recreation**, city staff piloted responsible alcohol consumption at 22 park pilot sites in the summer of 2021 and 2022. In April, 2023, the Board approved the decision to make the pilot sites permanent, expand the program to additional parks, and introduced a pilot to permit alcohol consumption at select beach locations. The *Beach Pilot* launched on June 1, 2023, and ended on September 4, 2023. Through the program, alcohol is permitted throughout the year at 31 park locations. In addition, responsible drinking seasonally from July 1 – August 31 is permitted at an additional 16 park locations. The Board will make a decision on the future of alcohol at its beach locations.

### **SELECT REGIONAL PARKS FOR INCLUSION**

The Regional Parks Committee approved motion from June, 2023, called for the inclusion of select areas of Metro Vancouver Regional Parks, including but not limited to Centennial Beach (Boundary Bay) and Derby Reach regional parks in its pilot project for 2024. Staff will develop a set of criteria to consider in selecting other park locations to include in the pilot. Should any members of the Regional Parks Committee wish to include other specific parks in the pilot, staff will receive input / direction from the committee during the report discussion at the meeting. Existing policies will guide whether public / First Nations engagement is appropriate regarding the selection of sites for inclusion as part of the pilot project.

## POTENTIAL SITE CRITERIA

The City of Vancouver lists the following as site criteria in determining the parks it includes in its program:

- Highly visible, non-remote locations with emergency vehicle access
- Distribution of locations city-wide to provide equitable access
- Washroom facilities nearby in the park
- Features and amenities that support socializing (views, benches, picnic sites)
- Pedestrian, cycling, and public transit access nearby
- Parking for accessibility nearby
- Food and beverage services nearby
- Minimal impacts to natural areas, purpose-built, and programmable spaces
- Minimal impacts or disruptions to neighboring residents
- Minimum 20 metre distance from playgrounds
- Not adjacent to schools
- No primary special event venues

Staff will consider these criteria, and others, in developing a set of site criteria for Metro Vancouver Regional Parks before recommending the specific areas in specific regional parks to include in the pilot project.

## EXISTING BYLAW AND NEED FOR AMENDMENT TO ALLOW PILOT

The *Metro Vancouver Regional District Regional Park Regulation Bylaw No. 1177, 2012* states under Part 3.5 that “No person shall possess or consume liquor within a regional park unless such possession and consumption is pursuant and in compliance with:

- (a) A license issued under the Liquor Control and Licensing Act; and
- (b) A park permit.”

The province has jurisdiction over possession and consumption of liquor. The *Liquor Control and Licensing Act* s. 73 makes it unlawful for people to possess open liquor or consume liquor in a number of places that are not private places; however, at subsection (2), the province has delegated authority to regional districts and other local governments to, by bylaw, “designate a public place over which [we] [have] jurisdiction, or part of such a place, as a place where liquor may be consumed,” and it has prescribed how this should be done.

The *Liquor Control and Licensing Regulations* further provides, in terms of direction for regional districts and other local governments:

### Division 6 — Bylaws Dealing with the Consumption of Liquor in a Public Place

#### Content of bylaws

197 A bylaw under section 73 (2) of the Act designating a public place as a place where liquor may be consumed must

- (a) require the person responsible for the public place to post signs setting out
  - (i) the boundaries of the public place, and
  - (ii) the hours that liquor may be consumed, and
- (b) describe the number and size of the signs and how they are to be posted.

Given these requirements, the bylaw will need to be amended to meet such requirements, before Metro Vancouver may launch a pilot program for 2024.

Many municipalities have enacted a dedicated bylaw to allow public consumption of liquor in parks. This may be the preferred approach for Metro Vancouver. Metro Vancouver staff will work to determine the best approach over the coming months and will bring back an amended bylaw and/or a dedicated bylaw to enable the MVRD Board to approve a pilot program for 2024.

#### **ALTERNATIVES**

This is an information report. No alternatives are presented.

#### **CONCLUSION**

Earlier this year, the Committee asked staff to report back on the feasibility of a pilot project to permit the consumption of liquor in some of Metro Vancouver's regional parks. Staff have identified and reviewed similar pilots carried out by members within the region, and are in the process of considering potential site criteria which might be recommended for use in establishing a proposed pilot. Staff have also identified the legal requirements enabling local governments to designate a public place as a place where liquor may be consumed.

The next steps will involve staff completion of the development of a proposed pilot project that would allow for the responsible consumption of alcohol in specified areas of select regional parks in 2024.

Staff will recommend amendment(s) to the *Regional Park Regulation Amending Bylaw No. 1358, 2022* and/or develop a dedicated bylaw for this sole purpose, for MVRD Board consideration and approval.

Staff will report back in the first quarter of 2024, in time to gain MVRD Board approval for a seasonal pilot project in the spring/summer of next year.

60663718

To: Regional Parks Committee

From: Mike Redpath, Director, Regional Parks

Date: February 14, 2024

Meeting Date: March 6, 2024

Subject: **Amended təmtə́míxʷtən/Belcarra South Design Concept**

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### **RECOMMENDATION**

That the MVRD Board approve the Amended təmtə́míxʷtən/Belcarra South Design Concept as presented in the report dated February 14, 2024, titled “Amended təmtə́míxʷtən/Belcarra South Design Concept.”

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### **EXECUTIVE SUMMARY**

In 2017, the Metro Vancouver Regional District (MVRD) Board approved the Belcarra South Design Concept which included the retention of six cabins and the Bole House in compliance with City of Port Moody heritage designation, and one additional cabin located in the Village of Belcarra. In November 2023, the City of Port Moody rescinded heritage designation of the cabins, at the request of sə́lilwə́təʔ (Tsleil-Waututh Nation).

A draft Amended təmtə́míxʷtən/Belcarra South Design Concept has been developed for MVRD Board approval that includes improved trail and road connections, invasive species removal, rehabilitation of an existing creek, improved beach access, a picnic area, small amphitheater, restoration of the Bole House as a bookable multipurpose space, and the removal of the seven cabin structures.

Staff are working closely with sə́lilwə́təʔ on all aspects of the project. The Amended təmtə́míxʷtən/Belcarra South Design Concept will improve visitor experience and resource management at təmtə́míxʷtən/Belcarra Regional Park, and reduce capital and operating expenses.

### **PURPOSE**

The purpose of this report is to seek MVRD Board approval of the Amended təmtə́míxʷtən/Belcarra South Design Concept.

### **BACKGROUND**

#### **Context**

The təmtə́míxʷtən/Belcarra South area is a 4.7 hectare site located at the western edge of təmtə́míxʷtən/Belcarra Regional Park. The site includes seven cabins and the Bole House, set in mature forest along the shore of Burrard Inlet (Attachment 1). Cabins 2-7 and the Bole House are within the City of Port Moody. The remaining cabin is in the Village of Belcarra.

## **Planning**

In March 2015, the Greater Vancouver Regional District (GVRD) Board directed staff to initiate a planning process for the Belcarra South area of təmtəx̣ẉtən/Belcarra Regional Park.

On April 28, 2015, Port Moody Council designated the six cabins located within the municipality as heritage buildings. Port Moody Council subsequently adopted heritage designation for the Bole House on May 23, 2017. The one cabin located in the Village of Belcarra is not protected by heritage designation.

In 2016, staff initiated the Belcarra South Planning Study, which included extensive research, analysis and public engagement. In 2017, the MVRD Board approved the Belcarra South Proposed Design Concept (Attachment 2).

The Design Concept included ecological restoration, improved beach access, trail and road connections, the retention of six cabins and the Bole House in compliance with Port Moody heritage designation, along with the retention of the cabin located in Belcarra. The cabins were to be restored for use as static landscape displays, and the Bole House renovated for public use.

The Board also authorized staff to initiate the change of use for Belcarra South from restricted access residential to public use. The cabins, occupied by the Belcarra Preservation Society, were vacated in April 2022.

## **Cabins and Bole House**

The cabins are in poor condition and were not constructed for public use, nor do they meet modern building code or engineering standards. Considerable investment and environmental impact would be required to upgrade and maintain the buildings as static displays for limited public access and utility.

The Bole House is larger, more historically significant, in better condition, and has greater potential for public use. While design work proceeds for long-term upgrades, the building has been stabilized with the addition of concrete footings, foundation posts, joists, and beams.

## **səlilwətał Cultural Planning and Cooperation Agreement**

In February 2020, səlilwətał and MVRD entered into a Cultural Planning and Cooperation Agreement for təmtəx̣ẉtən/Belcarra Regional Park. The agreement formalized a cooperative relationship and has led to significant collaboration on initiatives throughout the park.

Metro Vancouver and səlilwətał are working closely on the planning and design of the təmtəx̣ẉtən/Belcarra South Area. Key areas of collaboration include ecosystem restoration and cultural revitalization.

## **Repeal of Cabin Heritage Designation Bylaw**

In March 2023, səlilwətał requested the City of Port Moody repeal the heritage designation for cabins 2-7, noting negative environmental and archeological impacts associated with upgrading the structures, and limited public benefit at significant cost considering the condition of the buildings.

On November 7, 2023, following a public hearing, the City of Port Moody rescinded heritage designation for the six cabins. Port Moody Council noted the opportunity for s̓əlilw̓ət̓aʔ to work collaboratively with Metro Vancouver and requested Port Moody staff explore with Metro Vancouver and s̓əlilw̓ət̓aʔ opportunities to interpret the history of the buildings as part of future site improvements.

**PROPOSED AMENDED t̓amt̓ámíxʷt̓ən/BELCARRA SOUTH DESIGN CONCEPT**

An Amended t̓amt̓ámíxʷt̓ən/Belcarra South Design Concept has been developed (Attachment 3) which reflects the repeal of the heritage designation bylaw, and ongoing collaboration with s̓əlilw̓ət̓aʔ.

The design concept includes improvements to the existing road, trail connections, invasive species removal, rehabilitation of an existing creek, improved beach access, an open area for picnicking, small amphitheater, retention and upgrade of the Bole House for public and s̓əlilw̓ət̓aʔ use (Attachment 4).

Considering condition, rehabilitation and maintenance cost, potential public use and enjoyment, environmental and archeological impacts of restoration, alignment with 2017 public engagement, and discussions with s̓əlilw̓ət̓aʔ, retention and upgrade of the cabins is not recommended. The seven cabin structures will be photo documented and removed, and the site will be restored collaboratively with s̓əlilw̓ət̓aʔ.

In recognition of the request from Port Moody staff to interpret the history of the buildings as part of future site improvements, the Bole House will include interpretation of the recent history of the site.

s̓əlilw̓ət̓aʔ have been consulted on the revised plan to retain and renovate the Bole House as a public bookable multi-purpose facility. The Nation has signaled an interest in using the facility for gatherings with elders, community members, cultural activities and s̓əlilw̓ət̓aʔ-led workshops.

**ALTERNATIVES**

1. That the MVRD Board approve the Amended t̓amt̓ámíxʷt̓ən/Belcarra South Design Concept as presented in this report dated February 14, 2024, titled “Amended t̓amt̓ámíxʷt̓ən/Belcarra South Design Concept.”
2. That the MVRD Board:
  - a. reject the Amended t̓amt̓ámíxʷt̓ən/Belcarra South Design Concept as presented in this report dated February 14, 2024, titled “Amended t̓amt̓ámíxʷt̓ən/Belcarra South Design Concept”; and,
  - b. direct staff to proceed with detailed design and implementation of the 2017 MVRD Board Approved Belcarra South Proposed Design Concept.
3. That the MVRD Board provide alternate direction.

## **FINANCIAL IMPLICATIONS**

If the MVRD Board approves Alternative 1, the Amended t̃amt̃míxʷt̃ən/Belcarra South Design Concept is estimated to save approximately \$2.4 million in capital funding required to upgrade the cabins, and \$85,000 per year in annual maintenance expenses.

The MVRD Board-approved Regional Park 5-year Capital Plan includes \$2.2 million in 2024 and \$3.5 million in 2025 for the t̃amt̃míxʷt̃ən/Belcarra South Picnic Area development. Should the Board approve Alternative 1, these funds will be used to implement the Amended t̃amt̃míxʷt̃ən/Belcarra South Design Concept plan.

## **OTHER IMPLICATIONS**

### **Communications**

Should the Board approve Alternative 1, staff will implement a communications strategy including web, site signage, and in-person notifications to the public, stakeholders and First Nations of the Amended t̃amt̃míxʷt̃ən/Belcarra South Design Concept and next steps towards implementation.

## **CONCLUSION**

In 2017, the MVRD Board approved the Belcarra South Design Concept. The plan included the retention of six cabins and the Bole House in Port Moody in compliance with the heritage designation. One cabin located in the Village of Belcarra, not protected by heritage designation, was also retained in the approved plan. In November 2023, the City of Port Moody rescinded heritage designation for the six cabins, at the request of s̃əlilwətał.

An Amended t̃amt̃míxʷt̃ən/Belcarra South Design Concept has been developed that includes trail and road connections, invasive species removal, rehabilitation of an existing creek, improved beach access, an open area for picnicking, small amphitheater, and the restoration of Bole House as a bookable multipurpose space. The seven cabins are proposed to be photo documented and removed.

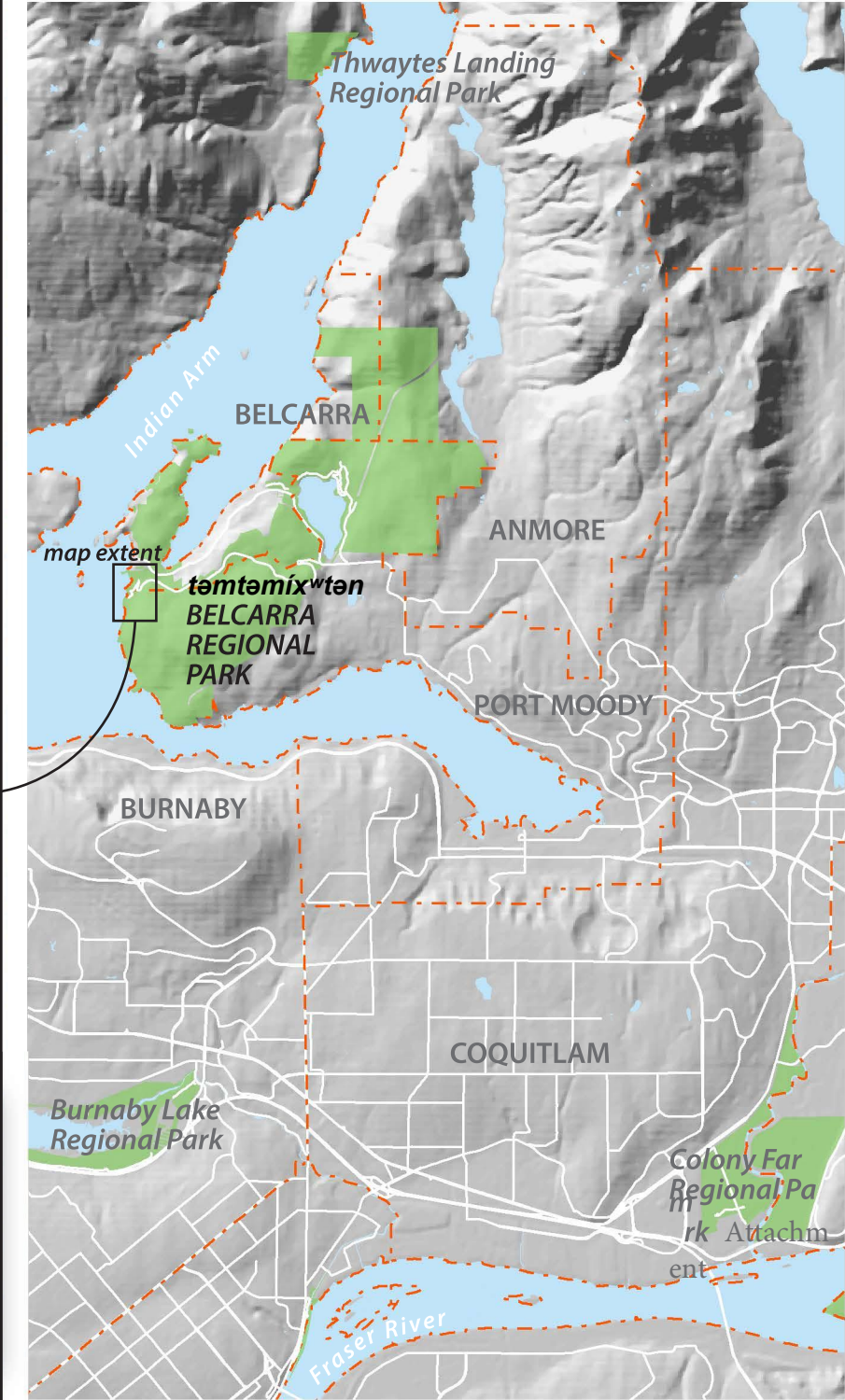
Staff are working closely with s̃əlilwətał on all aspects of the project. The Amended t̃amt̃míxʷt̃ən/Belcarra South Design Concept will improve visitor experience and resource management at t̃amt̃míxʷt̃ən/Belcarra, in addition to reducing capital funding requirements and annual maintenance expenses.

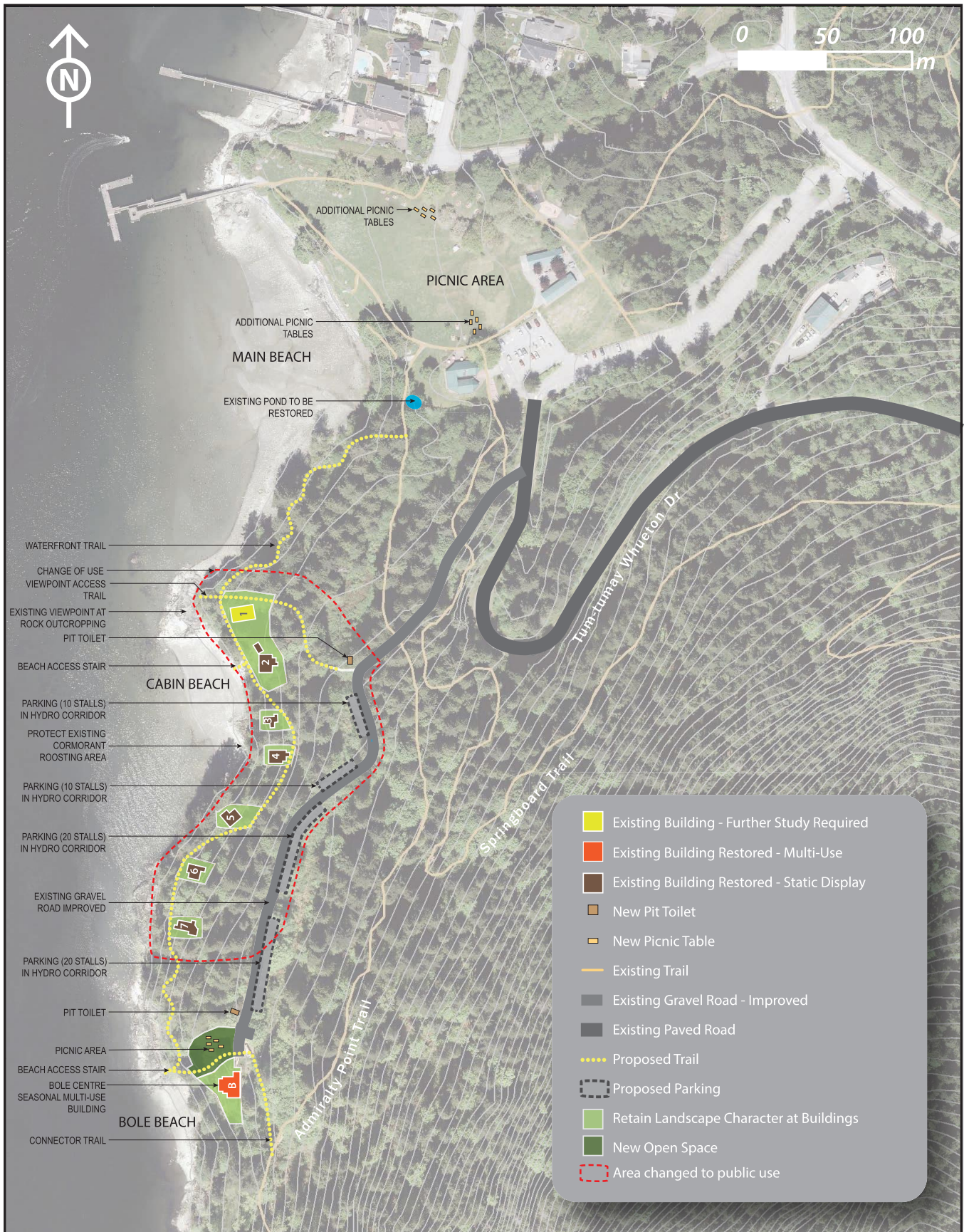
## **ATTACHMENTS**

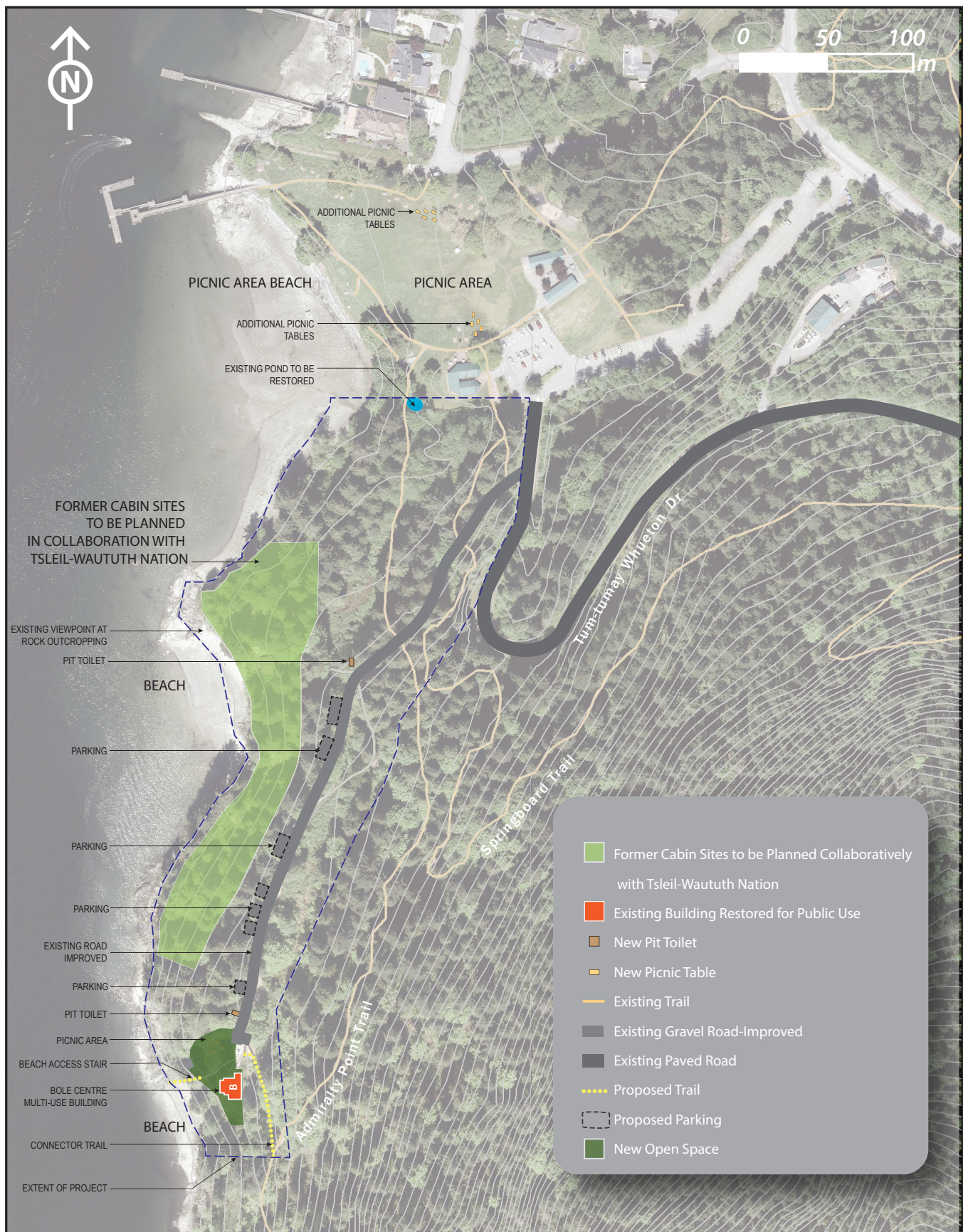
1. t̃amt̃míxʷt̃ən/Belcarra Regional Park – Belcarra South Context Plan
2. Board Approved Belcarra South Design Concept
3. Amended t̃amt̃míxʷt̃ən/Belcarra South Design Concept
4. Bole House – Illustrative Drawings

## **REFERENCES**

1. 2017 Belcarra South Picnic Area Concept Plan Report











To: Regional Parks Committee

From: Mike Redpath, Director, Regional Parks

Date: February 28, 2024

Meeting Date: March 6, 2024

Subject: **Manager's Report – Regional Parks**

## RECOMMENDATION

That the MVRD Board receive for information the report dated February 28, 2024, titled “Manager’s Report – Regional Parks”.

## EXECUTIVE SUMMARY

The attachment to this report sets out the Regional Parks Committee Work Plan for 2024. 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 in the schedule.

## VOLUNTEER APPRECIATION AND NETWORKING EVENT

In the afternoon of January 27, 2024, Metro Vancouver hosted its annual volunteer appreciation and networking event. The event was an opportunity for Metro Vancouver to celebrate its volunteers and partners and provided opportunities for volunteers and partners to network and connect with each other.

The keynote speaker for this event was Simon Jackson. At the age of 13, Simon Jackson founded the Spirit Bear Youth Coalition and spent two decades working to unite the voices of six million young people in the successful pursuit of protecting the last intact habitat of the endangered white Kermode or “spirit bear.” Today, Simon is the co-founder of Nature Labs – a virtual, storytelling-driven high school textbook that helps students build a foundation of nature literacy to aid them in all that they do. For his efforts, he has been named a “Hero for the Planet” by *Time Magazine* and was the inspiration for the movie, *Spirit Bear: The Simon Jackson Story*.



*Simon Jackson speaking about Nature Labs*

One of the most significant things Simon talked about was how in this increasingly polarized world, everyone can agree on the value of nature. This was a message of hope and inspiration for staff, partners, and volunteers as we forge ahead in the work to protect natural habitats. Based on how many people stayed beyond the official end time to share conversations with others, inspired by their common love of the natural world, the time for networking was considered to be very valuable and successful.

Staff heard from partners and volunteers that they felt appreciated and celebrated, and that they were grateful that Regional Parks hosts this annual event. This year the event was scheduled earlier in the calendar year, before the spring, which is when so many of our volunteers get busy outdoors. Staff will consider the success of a late January or early February event when planning for a recognition event in 2025.

Volunteers provide important contributions to regional parks. Staff engage volunteers in a variety of ways, including stewardship initiatives, special events and programs, nature houses, Beachkeepers, Park Association, and Park Partner activities. In 2023, the Natural Resource Management Team hosted 370 work parties where volunteers contributed over 10,000 hours of time to remove invasive species and plant native species. Park Association volunteers contributed an additional 12,500 hours of time to hosting displays at events, leading nature walks, and leading educational school field trips.

#### **METRO VANCOUVER REGIONAL PARKS FOUNDATION – 2023 ANNUAL REPORT**

On Tuesday, February 6, 2024, the Board of Directors of the Metro Vancouver Regional Parks Foundation (MVRPF) held their Annual General Meeting. At the meeting, Mark Van Der Zalm was elected as the new President and the 2023 Annual Report of the MVRPF was approved.



*MVRPF 2023 Annual Report Cover*

The Annual Report fulfills an obligation of the Contribution and Collaboration Agreement with Metro Vancouver that came into effect on April 30, 2023. The report includes sections acknowledging its partners and community supporters, highlights some of the grant initiatives it supported as a funding body, and describes many of the projects and programs it provided as a service to the region. Also included in the report is a synopsis of 2023 award recipients.

The Annual Report provides a financial summary of the year that saw the Foundation generate \$874,264 in fund raising while distributing \$416,263 to various projects, programs and awards. The MVRPF currently has over \$1.9M in financial assets in various fund categories.

Through a unique partnership, the MVRPF and Metro Vancouver work together to make our regional parks the best they can be, for now and for future generations. The full annual report is now posted on the [“Your Impact” page](#) of the MVRPF website.

## **REGIONAL PARKS UPDATES**

### **Regional Park at Cape Roger Curtis – Project Update**

At the January 10, 2024 Regional Parks Committee meeting, the report titled “Regional Park at Cape Roger Curtis – Project Update” provided an update to the Metro Vancouver Board on the park planning, rezoning and Official Community Plan amendment processes for the proposed regional park at Cape Roger Curtis on Bowen Island.

The report included a letter Metro Vancouver transmitted to Bowen Island Municipality on December 1, 2023, to clarify background information, request formal feedback on the park concept and technical studies, provide detailed responses to the Islands Trust Executive Committee determination of non-compliance with the Islands Trust Policy Statement and Bowen Island Municipality conditional requirements for rezoning approval, and ultimately request clarity on the next steps in the rezoning and OCP amendment process.

The December 1, 2023 letter outlined how the current park proposal aligns with Islands Trust and Bowen Island Municipality Policy and noted the Bowen Island Municipality request to Metro Vancouver for an amended proposal was insufficiently clear for Metro Vancouver to respond effectively.

Islands Trust policy confirms a determination of non-compliance "means that there is an absolute and direct collision between the local municipality bylaw and the Policy Statement." The Bowen Island Municipality – Islands Trust Protocol Agreement requires Islands Trust to provide clear reasons for the return or refusal of an OCP amendment or rezoning bylaw and "directions as to changes to the bylaw that would be required for approval".

A response letter from Bowen Island municipality was received on February 23, 2024. The response failed to provide the requested clarity on the Island Trust determination of non-compliance, formal feedback on the park concept and technical studies which were requested by Bowen Island Municipality, and a reply to Metro Vancouver's response to the Municipality's conditional requirements for rezoning approval which include the funding of infrastructure and execution of land transfers outside of the proposed park.

Staff will follow up with Bowen Island Municipality staff to seek clarity on these matters and will report back to the MVRD Board with an update.

### **Family Day Events, February 19**

**Pacific Spirit Regional Park** – On February 19, 2024, 1200 park visitors participated in the Family Day Campfire event held at Pacific Spirit Regional Park. Participants enjoyed time around a campfire, drinking hot chocolate, roasting marshmallows, drumming, nature stories and singing along with park interpreters. This event received financial support from the Province of British Columbia and the Government of Canada through a BC Family Day Event grant.



*Pacific Spirit Regional Park – Family Day*

**təmtəxʷtən/Belcarra Regional Park** – On Family Day morning, 200 visitors came to the Picnic Area at təmtəxʷtən/Belcarra Regional Park for the Family Day Hike and Campfire. The cold but beautiful weather was perfect for families to enjoy a hike following pages from an illustrated storybook and to explore the forest with a winter scavenger hunt. Visitors warmed up by the campfire, listened to nature-themed stories, and sang along to songs led by park interpreters. Robert Gordon of səliwətał (Tsleil-Waututh Nation) also shared some songs including “Slippery Fish” in həŋqəmiŋəh, which provided a special experience for all to learn about the Nation’s connection to this place.

People came from municipalities as far as West Vancouver to Langley. For some, it was their first time at təmtəxʷtən/Belcarra and their first campfire! Some families from səliwətał came to the event via a water taxi provided by Metro Vancouver. When asked to share how to say “campfire” in your language, we received responses in Chinese, French, Japanese, Korean, Persian, Portuguese, and Spanish. The event was a great opportunity for families with children to visit a regional park and connect with nature in winter. It was supported by a BC Family Day Activity Grant from the province.



*təmtəxʷtən/Belcarra Regional Park – Family Day*

**Pacific Spirit Regional Park – Upcoming Event: Night Quest, March 22 and 23**

West Area's signature two-day event, Night Quest, will be held at Pacific Spirit Regional Park on Friday, March 22 and Saturday, March 23, 2024. Approximately 4,000 visitors will walk down lantern-lit trails decorated with glowing light displays, where they will be greeted by friendly creatures sharing their tales of the forest.

Delivered in partnership with the Pacific Spirit Park Society, Night Quest is a free family event that inspires excitement and appreciation about the temperate rainforest and highlights the magic and wonder of Pacific Spirit Regional Park at night.



*Pacific Spirit Regional Park - Night Quest is a family-friendly event showcasing the wonder of nature*



*Lantern-lit trails at Pacific Spirit Regional Park's Night Quest*

Participants will enjoy an interactive exhibitor zone featuring booths and activities by various community organizations, including BC Wildlife Federation, Orphaned Wildlife Rehabilitation Society, West Point Grey District Girl Guides, Scouts Canada, Nature Vancouver, the Stanley Park Ecological Society, CTS Youth Society, and more. In addition, participants can try drumming or roast a marshmallow around a cozy campfire.

**ATTACHMENT**

1. Regional Parks Committee 2024 Work Plan

**REFERENCES**

1. [Metro Vancouver Regional Parks Foundation: Your Impact](#)

## Regional Parks Committee 2024 Work Plan

Report Date: February 28, 2024

## Priorities

1 <sup>st</sup> Quarter	Status
Regional Parks Committee Priorities and 2024 Work Plan	Completed
Regional Parks Land Dedication Bylaw	Completed
Cape Roger Curtis Engagement Process and Rezoning – Update	Completed
Pilot Program to Permit Alcohol Consumption in Regional Parks	Pending
Regional Parks Real-Time Parking Availability Program	Pending
Belcarra South Picnic Area Revised Plan	Pending
2 <sup>nd</sup> Quarter	
2023 Final Year End Financial Performance Results Review	Pending
2024 Financial Performance Reporting and Annual Forecast #1	Pending
Regional Parks Financial Access Program	Pending
Regional Parks Building Strategy	Pending
Cultural Planning and Cooperation Agreement Update	Pending
Regional Greenways Plan Implementation Updates	Pending
Burnaby Lake Greenway Phase 2 Update	Pending
Regional Parks Annual Report 2023	Pending
Metro Vancouver Regional District Filming Update	Pending
Metro Vancouver Regional District Consumption of Liquor in Regional Parks Bylaw	Pending
Metro Vancouver Regional District Regional Parks Regulation Amendment Bylaw	Pending
Regional Parks Community Involvement Update	Pending
Regional Parks Regulation and Compliance Program Review	Pending
Cape Roger Curtis Update	Pending
Pacific Spirit Regional Park - Wreck Beach Update	Pending
Kiosk Information Panels Review	Pending
Natural Resource Management Program Stewardship Program Update	Pending
Metro Vancouver Regional Parks Foundation Update	Pending
Natural Asset Management Update	Pending
Mobile Vending Pilot Project	Pending
3 <sup>rd</sup> Quarter	
Draft 2025 - 2029 Capital Plan Overview	Pending
2024 Financial Performance Reporting and Annual Forecast #2	Pending
Regional Parks Committee Tour of Regional Parks	Pending
Metro Vancouver 10 Year Salmon Enhancement Action Plan Update	Pending

Centennial Beach Concession Building / Services Review	Pending
Kanaka Education and Environmental Partnership Society (KEEPS) Contribution Agreement and Presentation	Pending
Pacific Spirit Park Society Contribution Agreement and Presentation	Pending
<b>4th Quarter</b>	
2025 - 2029 Five Year Financial Plan and 2025 Budget and Annual Rates	Pending
2024 Financial Performance Reporting and Annual Forecast #3	Pending
Regional Parks Development Cost Charge Program Update	Pending
MVRD Fees and Charges Amendment Bylaw	Pending
Regional Parks Asset Management Plan	Pending
Climate Action Strategy for Regional Parks	Pending
Repeal and Replace Regional Parks Regulation Bylaw	Pending
Sponsorship in Regional Parks Policy	Pending
Metro Vancouver Regional Parks Foundation Update	Pending
Regional Parks Public Programming Strategy Implementation Update	Pending

Status = Pending, In Progress or Completed

To: Regional Planning Committee

From: Edward Nichol, Senior Planner, Regional Planning and Housing Services

Date: February 12, 2024 Meeting Date: March 8, 2024

Subject: **Regional Multi-Hazard Mapping Project**

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## RECOMMENDATION

That the MVRD Board receive for information the report dated February 12, 2024, titled “Regional Multi-Hazard Mapping Project”.

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## EXECUTIVE SUMMARY

This report highlights the results of the Regional Multi-Hazard Mapping project, which includes the completion of regional single-hazard maps, data quality rating maps, and multi-hazard maps for coastal flooding, riverine flooding, earthquake, and wildfire. Understanding the region’s at risk and hazard-exposed areas is critical to making informed land use decisions. The results will allow Metro Vancouver and member jurisdictions to consider and integrate regional-scale hazard information for several hazard types into planning analysis, projects, and models for the first time.

The results found that in a high-probability scenario, approximately 63% of Metro Vancouver’s land base would be susceptible to one to three hazard types of the four hazards assessed in this study. The mapping will be shared internally and externally with key partners, and will be made publicly available upon request. Metro Vancouver will update the hazard maps in the future as new data becomes available. The Regional Planning workplan for 2024 includes a project that will explore options to supplement these hazard maps with information related to risk and vulnerability to determine how local and regional resilience efforts can be best supported and coordinated to minimize the risks to people and property.

## PURPOSE

To provide the Regional Planning Committee and MVRD Board with an update on the completed Regional Multi-Hazard Mapping project.

## BACKGROUND

The Metro Vancouver region is situated on the Fraser River delta with many forested areas and steep slopes, and is located in one of the most seismically active zones in Canada. As a result, the region is susceptible to a variety of natural hazards, including (but not limited to) earthquakes, wildfires, and floods. The impacts of climate change are already affecting the region and are projected to become more frequent and severe over time, affecting the region’s communities, infrastructure, and natural environment. Climate change can also amplify the impacts of natural hazards; for example, sea level rise can increase the severity of coastal floods, and warmer temperatures combined with longer drought periods can increase the threat of wildfires.

The Regional Multi-Hazard Mapping project created regional-scale, single-hazard maps, data quality rating maps, and multi-hazard maps for coastal flooding, riverine flooding, earthquake, and wildfire for the first time. The maps will be a valuable resource that support informed land use decisions going forward.

### **REGIONAL PLANNING CONTEXT**

Policy action 3.4.2(a) of *Metro 2050* directs Metro Vancouver to take a more proactive role in working with other partners to collaboratively develop and share information and data related to hazards, risks, and vulnerabilities in the Metro Vancouver region, including preparing a regional multi-hazard map (Reference 1). Additional policy actions in Strategy 3.4 of *Metro 2050* encourage member jurisdictions to improve resilience to climate change and natural hazards. Understanding the region's hazardous areas is a critical first step towards making informed land use decisions. The results of this project will allow Metro Vancouver and member jurisdiction staff to integrate regional-scale hazard information for multiple hazard types into planning analysis, projects, and models for the first time. As a regional district, Metro Vancouver is ideally suited to coordinate natural hazard information, integrate the information into regional planning and local policy planning processes as appropriate, and share current, consistent, and relevant data to member jurisdictions and other key agencies and partners.

### **REGIONAL MULTI-HAZARD MAPPING OVERVIEW**

#### **Metro Vancouver Natural Hazard Data Inventory**

The Regional Multi-Hazard Mapping project is the second part of a phased project. The first phase of work developed a Natural Hazard Data Inventory. Ebbwater Consulting was retained to complete a high-level desktop analysis of available natural hazard and climate change impact data across the region (Reference 2). Information pertaining to 130 hazard datasets, ranging from the local to global scale, was reviewed and included in the inventory. At its March 10, 2023 meeting, the Regional Planning Committee received the report "Natural Hazard Data Inventory for the Region" for information (Reference 3). That report noted that "Building on the results of the inventory, Metro Vancouver will develop regional multi-hazard mapping in 2023"; Ebbwater Consulting was retained to complete this most recent (second) phase of the project.

#### **Project Rationale and Objective**

Building on the results of the Metro Vancouver Natural Hazard Data Inventory, this project was developed to:

- Implement policy action 3.4.2(a) of *Metro 2050*;
- Collate existing datasets into a single set of cohesive regional-scale hazard maps;
- Identify data gaps;
- Improve regional understanding of hazardous areas;
- Inform regional planning analysis, projects, and models (as appropriate); and
- Serve as a foundational dataset to inform future resilience work.

#### **Project Approach**

The Regional Multi-Hazard Mapping project involved three key steps:

- 1) Identify relevant datasets for the four hazards (based on the information gathered in the Natural Hazard Data Inventory) and collect spatial data;

- 2) Document, standardize and evaluate the quality of existing spatial data; and
- 3) Produce three sets of maps (single-hazard maps, data quality rating maps, multi-hazard maps) for the four chosen hazards.

### **Hazard Types**

The four natural hazards selected for this project were: coastal flood, riverine flood, earthquake, and wildfire. These were chosen from the list of high priority regional hazards identified in the Natural Hazard Data Inventory (Reference 4), and were selected based on the quality of data available, the regional extent of the data, and the potential impacts of the hazards themselves. The hazards are defined below based on BC's Hazard, Risk, and Vulnerability Analysis Hazard Reference Guide (Reference 5):

- *Hazard*: A source of potential harm, or a situation with a potential for causing harm, in terms of human injury, damage to health, property, the environment, and other things of value, or some combination of these.
- *Riverine Flood*: Flooding is the overflow of natural and / or human-made drainage channels, or shorelines by inland or tidal waters water leading to partial or complete inundation from the overflow and / or the accumulation or runoff of surface waters from any source.
- *Coastal Flood*: Flooding from the ocean is influenced by tides and storm surge which raises sea level due to barometric pressure effects and wind. Sea level rise from climate change is projected to have a significant negative impact on coastal flooding.
- *Earthquake*: An earthquake is defined as the shaking of the ground due to movement along a fault rupture.
- *Wildfire*: An unplanned fire, natural or human-caused, occurring on forest or range lands, burning forest vegetation, grass, brush, scrub, peat lands, or a prescribed fire set under regulation which spreads beyond the area authorized for burning.

### **Mapping Data and Methods**

#### *Riverine Flood*

The riverine flood hazard mapping primarily focuses on freshet flood scenarios. The data for this hazard was obtained from the Fraser Basin Council Lower Mainland Hydraulic Modelling and Mapping project, and supplemented with local riverine flood hazard extent data (such as floodplain maps and creek hazard Development Permit Area maps), or generated river buffers where data gaps exist. The riverine flood dataset includes both a high and low probability scenario. The high probability scenario is generally associated with a higher Annual Exceedance Probability (AEP) (i.e., the probability of an event occurring in a given year). The lower probability scenario is generally associated with a lower AEP and with future climate change conditions. Dike rating information was added to supplement this layer, since dike conditions and breach scenarios were not considered for most scenarios in the original Fraser Basin Council data.

#### *Coastal Flood*

The coastal flood hazard mapping includes coastal flood scenarios which was also prepared using data from the Fraser Basin Council Lower Mainland Hydraulic Modelling and Mapping project, supplemented with local coastal floodplain maps. The coastal flood dataset includes both a high and low probability scenario. The high and low probability scenarios are generally associated with AEPs, and with future climate change conditions (e.g., future sea level rise conditions). Dike rating

information was added to supplement this layer, since the original Fraser Basin Council datasets assumes that dikes are absent.

### *Earthquake*

Spatial earthquake data, focused on ground shaking potential, was gathered from Natural Resources Canada. The earthquake dataset includes both a high and low probability scenario. The high and low probability scenarios are shown on two separate maps. Note that these maps show ground shaking based on epicentre location and earthquake magnitude, but other factors such as sedimentation and basin effects were not incorporated into the data; these factors may either amplify or de-amplify ground shaking. Note that earthquakes can also result in secondary hazards, such as the liquefaction of soils and landslides, which were also not included in this dataset.

### *Wildfire*

Wildfire hazard mapping comprised the Provincial Strategic Threat Analysis dataset, as well as supplemental data from existing Metro Vancouver wildfire risk data and local wildfire Development Permit Areas. The wildfire dataset includes both a high and low probability scenario. Areas with high and extreme fire threat and probability were included in the high probability scenario, and areas with moderate fire threat and probability were included in the low probability scenario.

### *Multi-Hazard Mapping*

The multi-hazard mapping that was completed comprises two separate maps. The first map displays the number of hazards that overlap in a given area under the high probability scenarios for all four of the hazards evaluated. The second map displays the number of hazards that overlap in a given area under the low probability scenarios for all four of the hazards evaluated. In a high-probability scenario, approximately 63 percent of Metro Vancouver's land base would be susceptible to 1-3 hazard types of the four hazards assessed in this study. In a low-probability scenario, approximately 95 percent of Metro Vancouver's land base would be susceptible to 1-3 hazard types of the four hazards assessed in this study. Note that the multi-hazard maps do not consider multi-hazard interrelationships (e.g., triggers or amplifiers), but show instead how many individual hazards may occur in a given location.

### *Data Quality Mapping*

Data quality rating maps were also produced for each of the hazards to show data quality distribution within a hazard extent under each scenario.

### **Project Limitations**

The Regional Multi-Hazard Mapping project represents a regional-scale, high-level map for four selected key hazards in Metro Vancouver. While the mapping displays hazard extent, it does not include an analysis of exposure, vulnerability, or risk. This project is not exhaustive, systematic or comprehensive enough to inform engineering design or regulatory controls. Some other limitations include:

- The project was developed based only on existing and available spatial data;
- Some datasets used are older than others; older and lower-quality datasets should be updated or replaced as new information becomes available;

- To fill the data gaps and to fully cover the regional extent, some hazard layers were supplemented with lower quality data, such as river buffer zones or wildfire Development Permit Areas;
- Given that multiple datasets were merged to create the hazard maps, there are some data inconsistencies (e.g., different recurrence intervals within each probability scenario for each hazard, and across hazard types);
- Dikes were not adequately considered in the riverine and coastal flood datasets, due to limitations in the original data sources;
- The actual hazard extent for riverine flood and coastal flood will vary depending on dike conditions; and
- The earthquake data only displays ground shaking, and does not consider additional effects that could occur (e.g., sedimentation or basin effects and secondary hazards such as soil liquefaction and landslides).

### **NEXT STEPS**

As next steps, Metro Vancouver staff will update the hazard maps as new data becomes available, and consider how to best integrate the hazard mapping into regional planning analysis, projects and models going forward, such as the Regional Land Use Model and the *Metro 2050* Centres and Corridors Target Update project. While the project results have some limitations for use at the local level as noted above, the hazard maps can be used to: supplement existing local hazard data; to identify and prioritize areas for further detailed local hazard analysis; to identify locations that may be susceptible to multiple hazards; and to highlight opportunities for collaboration between member jurisdictions and in areas where hazards extend across jurisdictional boundaries. The hazard maps may also have broad implications for local land use, emergency management, and climate change adaptation planning.

Key stakeholders from Metro Vancouver departments and external agencies will be notified of the project deliverables, which can be shared as appropriate upon request, accompanied by a list of assumptions, caveats, and other critical information for the user. The deliverables include:

- A final report detailing the project methodology;
- A map package for all single hazard, multi-hazard, and data quality maps in PDF format; and
- A map package for all single hazard, multi-hazard, and data quality maps in GIS format.

The Regional Planning workplan for 2024 includes a project that will explore options to supplement these hazard maps with information related to risk and vulnerability to determine how local and regional resilience efforts can be best supported and coordinated to minimize the risks to people and property.

### **ALTERNATIVES**

This is an information report. No alternatives are presented.

### **FINANCIAL IMPLICATIONS**

This project was approved as part of the 2023 MVRD Board-approved budget for Regional Planning. The total cost was \$52,000.

## **CONCLUSION**

The Regional Multi-Hazard Mapping project includes regional single-hazard maps, data quality rating maps, and multi-hazard maps for four key hazards for the Metro Vancouver region: coastal flooding, riverine flooding, earthquake, and wildfire. The mapping builds off the results of the Natural Hazard Data Inventory, and the project implements policy action 3.4.2 (a) of *Metro 2050*, to develop and share data including preparing regional-scale hazard maps, and to improve understanding of hazardous areas across the region. Understanding the region's at risk and hazard-exposed areas is critical to making informed land use decisions. The results will allow Metro Vancouver and member jurisdiction staff to consider and integrate regional-scale hazard information for several hazard types into planning analysis, projects, and models for the first time.

The mapping will be shared internally and externally with key partners, and will be made available upon request. As next steps, Metro Vancouver will update the hazard maps as new data becomes available, and integrate the hazard mapping results into regional planning analysis, projects, and models. In 2024, the Regional Planning workplan includes exploring options for supplementing the hazard maps with risk and vulnerability information and determining how local and regional resilience efforts can be best supported and coordinated to minimize the risks to people and property.

## **ATTACHMENT**

1. Presentation re: Regional Multi-Hazard Mapping Project

## **REFERENCES**

1. [Strategy 3.4 of Metro 2050](#)
2. [Metro Vancouver Natural Hazard Data Inventory](#)
3. [Natural Hazard Data Inventory, Regional Planning Committee staff report dated February 27, 2023](#)
4. [Metro Vancouver Natural Hazard Data Inventory for the Region – Final Report](#)
5. [Emergency Management BC Hazard, Risk, and Vulnerability Assessment Hazard Reference Guide](#)

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## Regional Multi-Hazard Mapping Project

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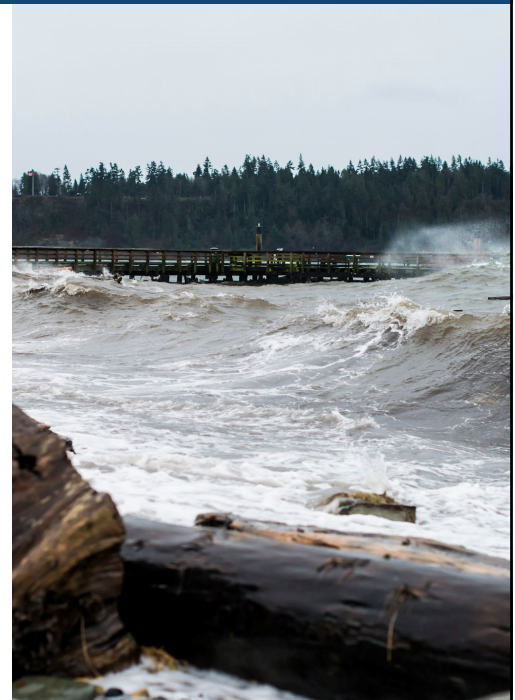
Hydrotechnical Specialist, Ebbwater Consulting

Regional Planning Committee | March 8, 2024  
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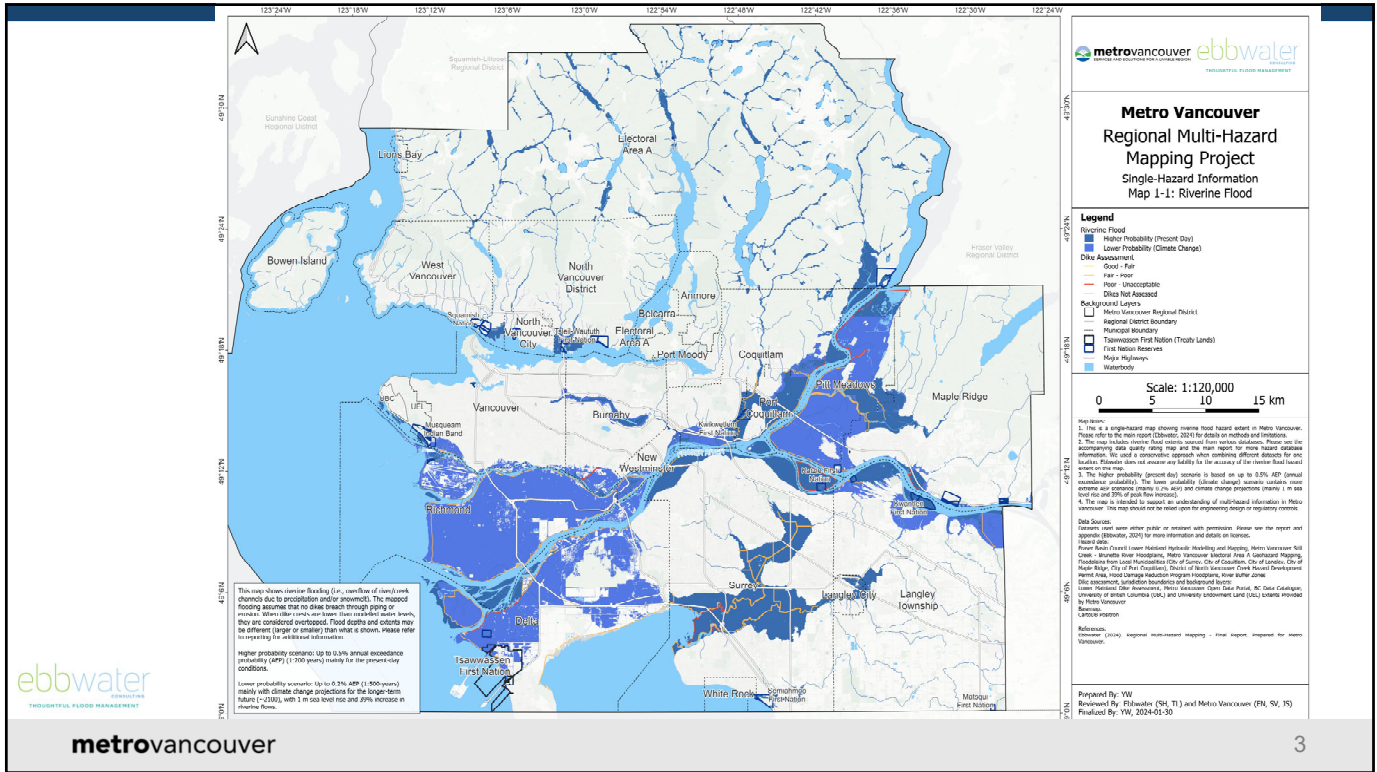
## REGIONAL MULTI-HAZARD MAPPING PROJECT OBJECTIVES

- Collate existing data into cohesive regional-scale hazard maps
- Improve understanding of hazardous areas
- Inform regional planning analysis, projects, models, future work and climate action
- 3 deliverables: PDF maps, GIS maps, report

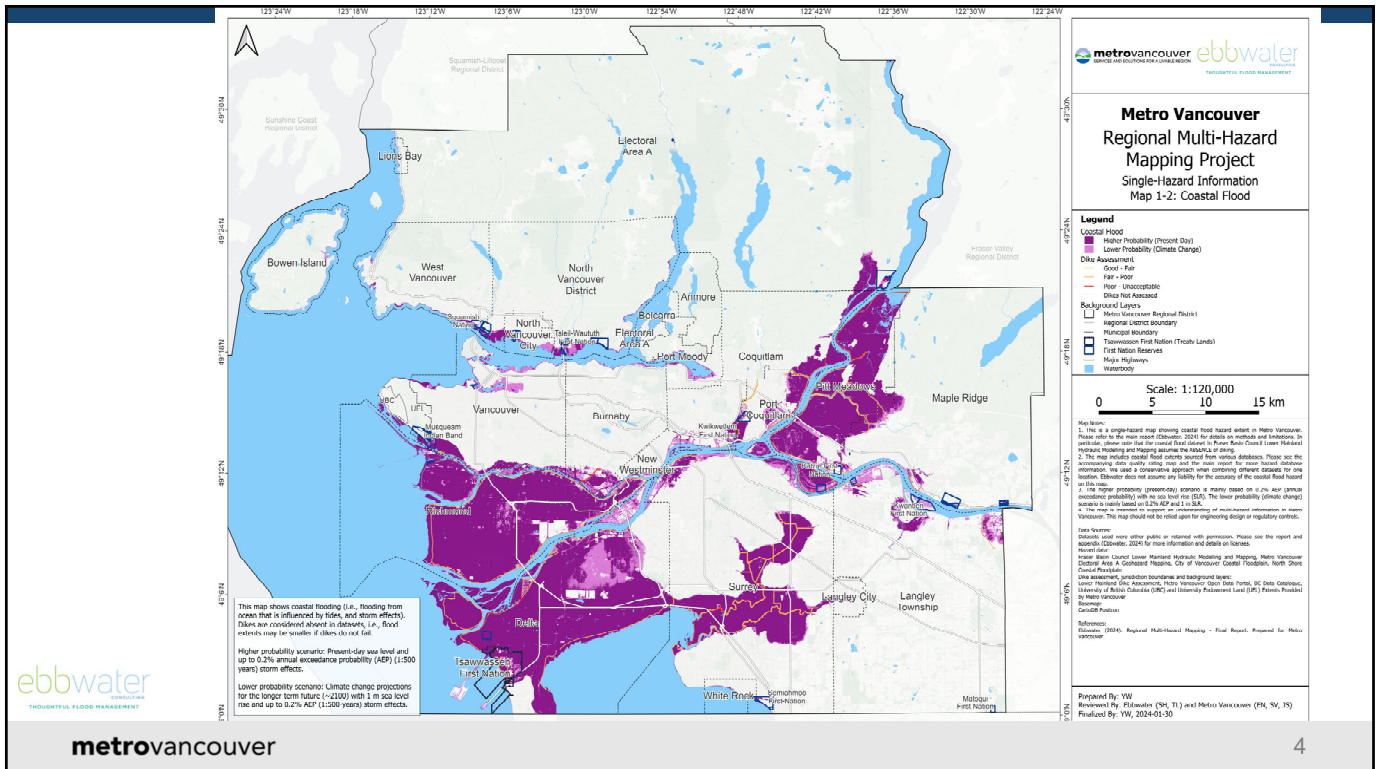


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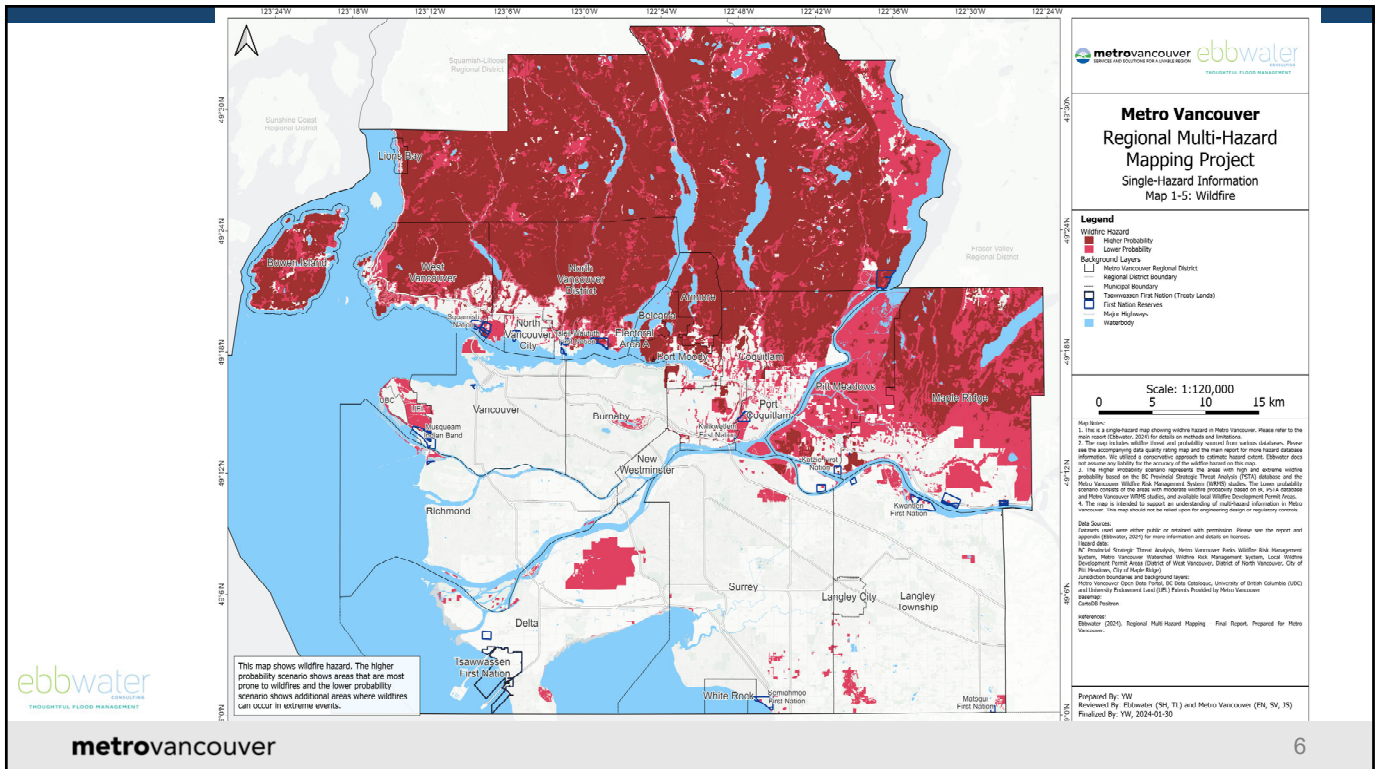
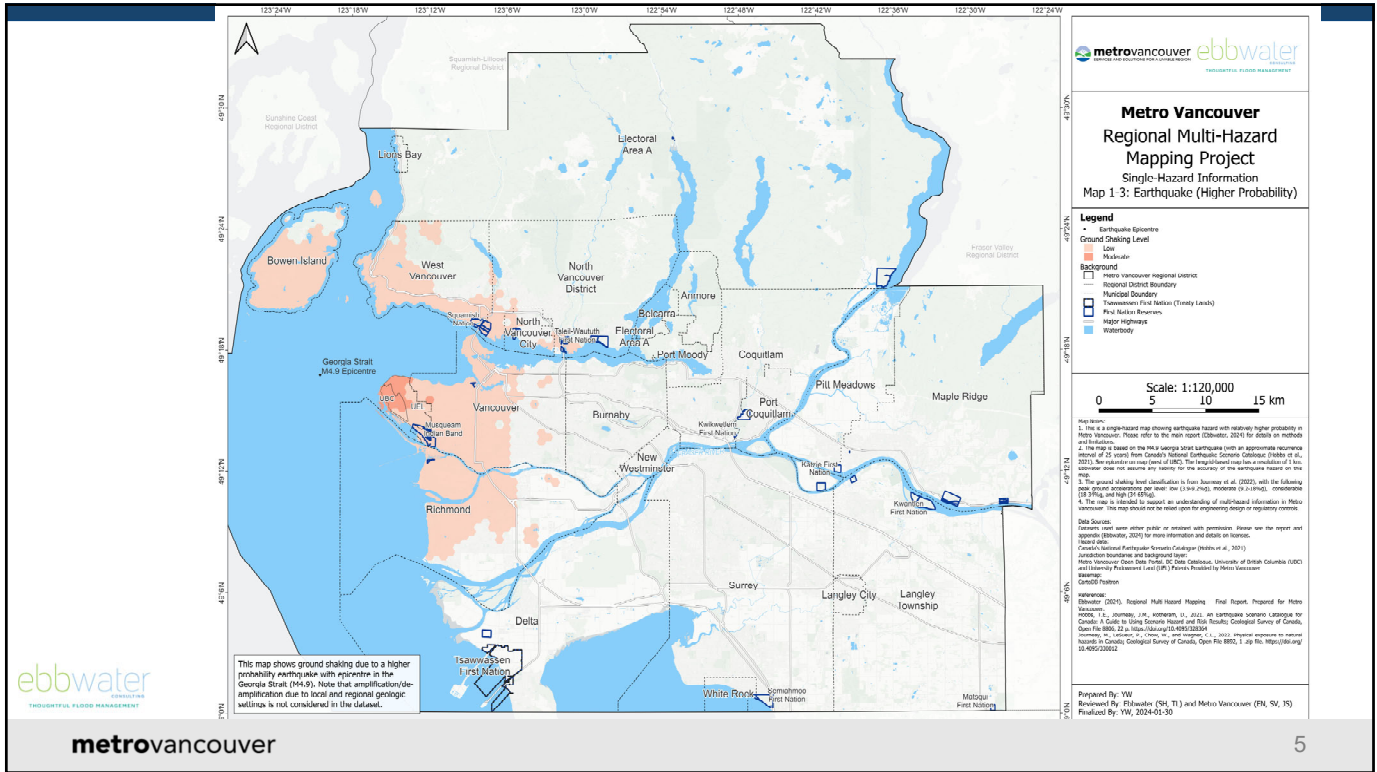
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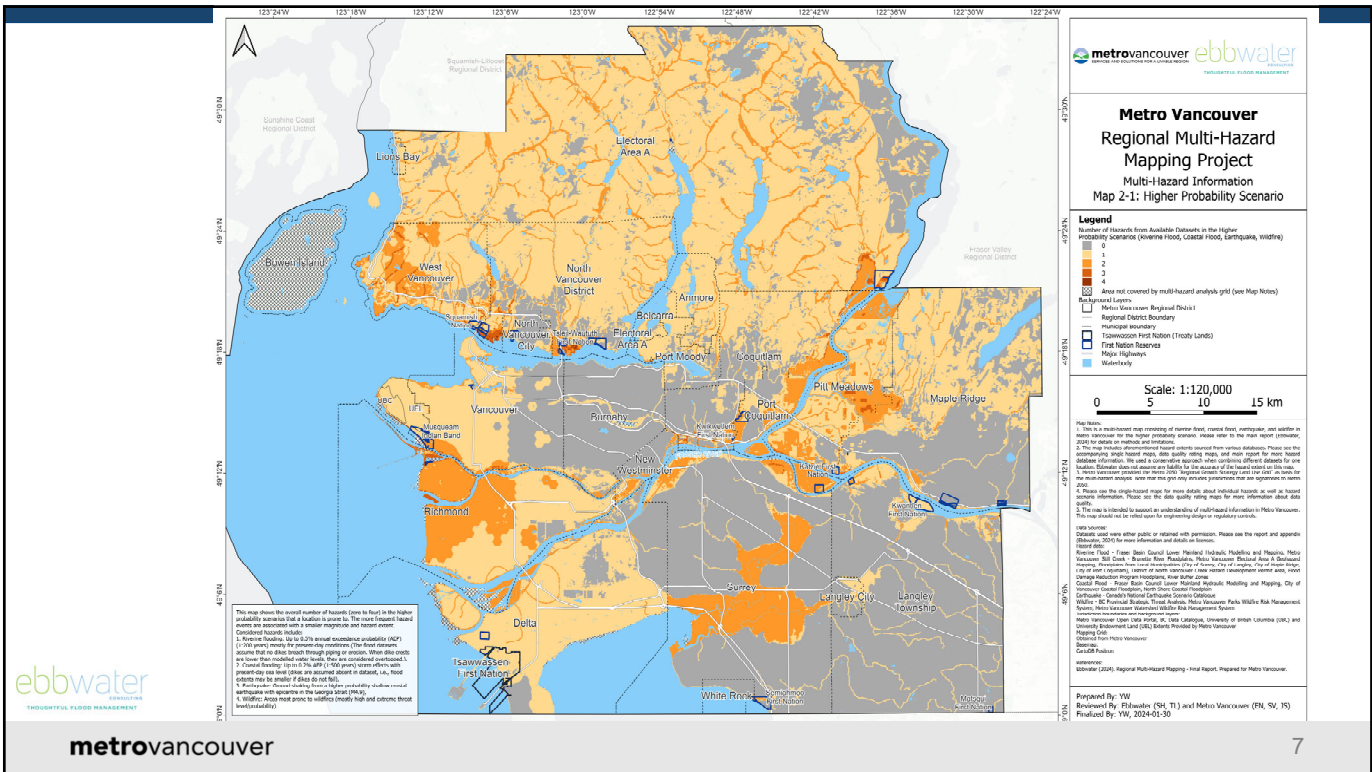


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## NEXT STEPS

## Regional Opportunities

- Update maps as needed and as data becomes available
- Incorporate work into planning analysis, projects, and models
- Share with key partners
- Explore options to assess risk / vulnerability

## Local Opportunities

- Supplement existing data, identify areas for more detailed analysis
- Identify collaboration opportunities



Thank you

metrovancover

To: Regional Planning Committee

From: Victor Cheung, Regional Planner, Regional Planning and Housing Services

Date: January 15, 2024 Meeting Date: February 9, 2024

Subject: **Metro 2050 Implementation Guideline – Sewerage Area Amendment Applications**

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### RECOMMENDATION

That the MVRD Board endorse the Metro 2050 Implementation Guideline – Sewerage Area Amendment Applications as presented in the report dated January 15, 2024, titled “Metro 2050 Implementation Guideline – Sewerage Area Amendment Applications”.

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### EXECUTIVE SUMMARY

Metro Vancouver is developing and updating a suite of implementation guidelines in an effort to support the interpretation and implementation of Metro 2050. Staff have recently completed the update to the Sewerage Area Amendment Applications Implementation Guideline. *Metro 2050* requires member jurisdictions to apply for sewerage area extensions and contains policies that place conditions on supporting such extensions. The intention of limiting the extension of sewerage services from a regional growth management perspective is to support: urban containment; the protection of agricultural, rural, and conservation and recreation lands; and the efficient provision of regional infrastructure services, which are all key tenets of *Metro 2050*.

The main changes in the updated *Metro 2050* Implementation Guideline – Sewerage Area Amendment Applications include:

- Describing common sewerage area amendment scenarios and corresponding board procedures;
- Updating the sewerage area amendment application process diagram; and
- Formatting for better readability.

The updated Implementation Guideline is intended to be a resource that member jurisdictions can refer to when considering applying for amendments to regional sewerage areas.

### PURPOSE

To provide the Regional Planning Committee and the MVRD Board with the opportunity to consider and endorse the *Metro 2050* Implementation Guideline – Sewerage Area Amendment Applications.

### BACKGROUND

Implementation Guidelines were first introduced as companion documents to support the previous regional growth strategy, *Metro 2040*, adopted in 2011. This included *Metro 2040* Implementation Guideline #7: Extension of Regional Sewerage Services (Reference 1), which has been updated following the adoption of *Metro 2050* and is being presented as a part of this report for endorsement.

## **METRO 2050 POLICY ON SEWERAGE EXTENSIONS**

One of the key tools in *Metro 2050* supporting urban containment are policies limiting the extension of regional sewerage services to lands with a regional Rural, Agricultural or Conservation and Recreation land use designation. This is a unique and powerful tool to limit urban scales of development requiring sewer services outside the Urban Containment Boundary. *Metro 2050* contains policy 1.1.1. that Metro Vancouver will:

*Direct the Greater Vancouver Sewerage and Drainage District (GVS&DD) 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 Metro Vancouver Regional District (MVRD) Board will advise the GVS&DD Board that it may consider such a connection for existing development or for new development where, in the MVRD Board's opinion, that new development is consistent with the underlying regional land use designation, and where the MVRD 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.*

The policy is repeated in the strategies dealing with Rural (1.3), Agricultural (2.3) and Conservation and Recreation (3.1) land use strategies.

In addition, in the Implementation section of *Metro 2050*, the following policy lays out the requirement for MVRD Board consideration of any proposed amendment to a regional sewerage area in advance of GVS&DD Board consideration. The intent is to assess consistency with the goals, strategies and actions of the regional federation's regional growth strategy first. Policy 6.8.1 states that:

*All bylaws adopted, and all works and services undertaken, by Metro 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 Metro Vancouver Regional District Board, inconsistent with the provisions of the regional growth strategy.*

*For further clarity, sites within the Urban Containment Boundary that are designated General Urban, Industrial, or Employment, would be eligible for sewerage services, subject to normal Greater Vancouver Sewerage and Drainage District technical considerations, provided that the proposed development*

*complies with the applicable policies under those designations and any such Urban Centre and Frequent Transit Development Area overlays that might apply*

## **SUMMARY OF UPDATES TO THE IMPLEMENTATION GUIDELINE**

The *Metro 2050* Implementation Guideline – Sewerage Area Amendment Applications (Attachment 1) outlines the amendment application procedures, including the relationship between the Metro Vancouver Regional District (MVRD) Board and the Greater Vancouver Sewerage and Drainage District (GVS&DD) Board, and *Metro 2050* analysis considerations. The Implementation Guideline will be updated periodically to ensure the most current information is available to member jurisdictions.

The main changes between the updated *Metro 2050* Implementation Guideline and its *Metro 2040* predecessor include:

- Describing common sewerage area amendment scenarios and corresponding board procedures;
- Updating the sewerage area amendment application process diagram; and
- Formatting for better readability.

The updated Implementation Guideline is intended to be a resource that member jurisdictions can refer to when considering sewerage amendments.

The Implementation Guideline includes the following key sections:

- Relationship with *Metro 2050*: This section outlines *Metro 2050*'s role in ensuring that the provision of regional sewerage services is aligned with principles of urban containment;
- Application Process: This section includes a brief description of the application intake process and a link to the Liquid Waste Municipal Portal; and
- Common Sewerage Area Amendment Scenarios: This section describes the scenarios under which a sewerage area amendment may be considered and which Board would be involved in the process. This section also lays out the *Metro 2050* policy analysis that would apply for assessing whether an application meets the intent of the goals, strategies, and land use designations of the regional growth strategy.

## **REGIONAL PLANNING ADVISORY COMMITTEE COMMENT**

An information report for the *Metro 2050* Implementation Guideline – Sewerage Area Amendment Applications was brought forward to the September 15, 2023 RPAC meeting to seek RPAC members' feedback. No comments or concerns were identified by RPAC members for this implementation guideline.

## **ALTERNATIVES**

1. That the MVRD Board endorse the *Metro 2050* Implementation Guideline – Sewerage Area Amendment Applications as presented in the report dated January 15, 2024, titled "*Metro 2050* Implementation Guideline – Sewerage Area Amendment Applications".

2. That the Regional Planning Committee receive for information the report dated January 15 2024, titled “Metro 2050 Implementation Guideline – Sewerage Area Amendment Applications” and provide alternative direction to staff.

#### **FINANCIAL IMPLICATIONS**

There are no financial implications associated with this report as all work to develop implementation guidelines is within the Regional Planning work program and was considered as part of the 2023 and 2024 Board-approved budgets.

#### **CONCLUSION**

The *Metro 2050* Implementation Guideline – Sewerage Area Amendment Applications was updated to support the interpretation and implementation of *Metro 2050* goals, strategies and actions. Staff recommend Alternative 1, that the MVRD Board endorse the updated *Metro 2050* Implementation Guideline – Sewerage Area Amendment Applications.

#### **ATTACHMENTS**

1. *Metro 2050* Implementation Guideline – Sewerage Area Amendment Applications

#### **REFERENCES**

1. [Metro 2040 Implementation Guideline #7: Extension of Regional Sewerage Services](#)

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## **Metro 2050**

### IMPLEMENTATION GUIDELINE Extension of Regional Sewerage Services

August 2023

## Preamble

The successful implementation of [Metro 2050](#), the Regional Growth Strategy, depends on ongoing cooperation and collaboration between Metro Vancouver and member jurisdictions. *Metro 2050* represents consensus among member jurisdictions to work collaboratively on meeting five long-term regional planning goals:

1. Create a compact urban area
2. Support a sustainable economy
3. Protect the environment, address climate change, and respond to natural hazards
4. Provide diverse and affordable housing choices
5. Support sustainable transportation choices

This *Metro 2050* Implementation Guideline provides guidance to member jurisdictions on sewerage area amendment applications as they relate to Metro 2050. Specifically, this Implementation Guideline outlines the process for evaluating and approving sewerage area amendment applications.

The Implementation Guideline will be updated periodically to ensure the most current information is available to member jurisdictions. This guideline should be read in conjunction with *Metro 2050* and the [Local Government Act](#), and does not replace or supersede the requirements set out in those documents.

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# 1.0 RELATIONSHIP WITH METRO 2050

## **Metro 2050 Rationale**

A primary goal of *Metro 2050* is urban containment, utilizing the Urban Containment Boundary (UCB) to limit the spread of urban development into the Rural, Agricultural and Conservation and Recreation areas. 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 Rural, Agricultural, and Conservation and Recreation areas. *Metro 2050* anticipates the area within the UCB has capacity to accommodate projected urban growth through the 2050 timeframe, 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 2050* includes policies to coordinate regional growth and utility planning, and to limit the extension of regional sewerage services into Rural, Agricultural, or Conservation and Recreation areas.

*Metro 2050* Section 6.8.1, which reflects *Local Government Act* Section 865, 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 2050*.

All bylaws adopted and all works and services undertaken by Metro 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 Metro Vancouver Regional District Board, inconsistent with the provisions of the regional growth strategy.

*Metro 2050* Section 1.1.1 'Contain Urban Development within the Urban Containment Boundary', more specifically establishes Metro Vancouver's role as follows:

Direct the Greater Vancouver Sewerage and Drainage District (GVS&DD) 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 Metro Vancouver Regional District (MVRD) Board will advise the GVS&DD Board that it may consider such a connection for existing development or for new development where, in the MVRD Board's opinion, that new development is consistent with the underlying regional land use designation, and where the MVRD 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.

This policy provision is repeated in *Metro 2050* Section 1.4 for Rural areas, Section 2.3 for Agricultural areas and Section 3.1 for Conservation and Recreation areas.

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

The Greater Vancouver Sewerage and Drainage District (GVS&DD) provides member jurisdictions with regional sewerage collection and treatment services. The Metro Vancouver Regional District (MVRD) is responsible for the implementation and administration of *Metro 2050*. The GVS&DD's Board of Directors is distinct from, but has many directors in common with, the MVRD Board of Directors.

Connections to regional sewerage services are only provided within the GVS&DD's legally defined Sewerage areas. The GVS&DD is not permitted to provide services if the MVRD Board determines such services are inconsistent with *Metro 2050* provisions. *Metro 2050* Section 6.8.1 establishes that the MVRD Board must determine whether a proposed sewerage extension or connection is consistent with *Metro 2050* prior to the GVS&DD Board's final decision on an application.

## **2.0 APPLICATION PROCESS**

Regional sewerage area amendment applications must be initiated and accompanied by a council resolution of the respective member jurisdiction, and should include details of the existing site, proposed development, and reason(s) for the sewerage area amendment. Following the resolution, member jurisdiction staff can submit the amendment application via the [Liquid Waste Municipal Portal](#).

Upon receipt of an application, Metro Vancouver Liquid Waste Services staff will conduct an initial technical review of the application to assess whether the lands are located within a sewerage area, the applicable sewer system capacity, service levels, and financial implications for the GVS&DD system, and if the application is compliant with applicable acts and bylaws. If there are no GVS&DD system or regulatory implications, the application is then processed accordingly. If implications are identified, Liquid Waste Services staff will provide comments to the member jurisdiction on how to revise the application.

All MVRD 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 MVRD Board has resolved that an application is not acceptable under *Metro 2050*, the GVS&DD Board is bound by that resolution and must not approve the extension of regional services. In the cases where the MVRD Board has resolved that an application is acceptable under *Metro 2050*, the GVS&DD Board has sole discretion either to approve or deny the application.

## **3.0 COMMON SEWERAGE AREA AMENDMENT SCENARIOS**

There are several common scenarios in which a sewerage area amendment may be considered. The assessment and approval procedure varies depending on the scenario. There may be additional scenarios beyond those described in this Implementation Guideline and will be addressed on a case-by-case basis. It is recommended that Liquid Waste Services and Regional Planning staff be contacted prior

to submitting any application that does not fall into the described scenarios to discuss the review process.

### **SEWERAGE AREA AMENDMENTS WITHIN THE AGRICULTURAL LAND RESERVE**

If the proposed connection involves land located within the Agricultural Land Reserve, Metro Vancouver will consult the Agricultural Land Commission (ALC) to determine whether the extension of sewerage infrastructure and the service connection are acceptable to the Commission. Should the ALC determine that the extension of sewerage infrastructure and services are inconsistent with ALC policies and legislation, Regional Planning staff will generally not recommend support for the amendment. Should the ALC determine the sewerage extension is consistent with ALC policies, the general process for considering sewerage area amendments outside the urban containment boundary and a sewerage area would apply (see Section 3.4 of this Implementation Guideline).

### **SEWERAGE AREA AMENDMENTS WITHIN THE URBAN CONTAINMENT BOUNDARY**

There may be lands within the UCB with a General Urban, Industrial, or Employment regional land use designation that are not included within a GVS&DD sewerage area. As these land use designations are intended for forms of development that require access to urban services, [Section 6.8](#) of *Metro 2050* states that these lands would be eligible for sewerage services provided that the proposed development complies with the applicable policies for the underlying regional land use designation, and is determined to be generally consistent with *Metro 2050*. Sewerage area amendments within the UCB are subject to GVS&DD Board approval only, however Regional Planning staff may be consulted to assess consistency with *Metro 2050*.

### **SEWER SERVICE EXTENSION WITHIN A SEWERAGE AREA BUT OUTSIDE THE URBAN CONTAINMENT BOUNDARY**

For lands located within an existing sewerage area, but located outside the UCB, the MVRD Board must determine whether the amendment is consistent with the underlying land use designation in *Metro 2050*. The assessment process will generally follow the procedure outlined in Section 3.4 of this Implementation Guideline.

### **SEWERAGE AREA AMENDMENTS FOLLOWING A REGIONAL GROWTH STRATEGY AMENDMENT**

A member jurisdiction may initiate a sewerage area amendment application for a property following the MVRD Board's adoption of a regional growth strategy amendment for that property.

#### **3.1 Regional Growth Strategy Amendment with Urban Containment Boundary adjustment**

Should a property be considered to be within the UCB following the approval of a regional growth strategy amendment, the subsequent sewerage area amendment application should proceed directly to the GVS&DD Board for consideration. In general, the MVRD Board would be made aware of the need for a sewerage area amendment as a part of associated the regional growth strategy amendment approvals process. An adopted regional growth strategy amendment would constitute the MVRD Board's support for the related sewerage area amendment, and recognize the amended regional land use designation as being generally consistent with *Metro 2050*. As such, these sewerage area amendment applications do not need to be reconsidered by the MVRD Board.

#### **3.2 Regional Growth Strategy Amendment outside of Urban Containment Boundary**

Sewerage area amendment applications for properties that are outside the UCB must be presented to the MVRD Board for consideration. Properties located outside the UCB are generally not contemplated for urban forms of development that require connection to the regional sewerage network. Regional

growth strategy amendments without an accompanying UCB boundary adjustment would follow the assessment process outlined in Section 3.4 of this Implementation Guideline.

### **SEWERAGE AREA AMENDMENTS OUTSIDE THE URBAN CONTAINMENT BOUNDARY AND A SEWERAGE AREA (on Agricultural, Rural or Conservation and Recreation designated land)**

Generally, extending sewerage services onto lands with an Agricultural, Rural, or Conservation and Recreation regional land use designation are not contemplated by *Metro 2050*. However, in certain circumstances, sewerage services may be extended provided the amendment application meets the provisions of at least one of two exception clauses outlined in [Section 1.1.1](#) of *Metro 2050* (and reiterated in Sections 1.4.1 Rural Lands, 2.3.1 Agricultural Lands, and 3.1.1 Conservation and Recreation Lands).

**Section 1.1.1.** *Direct the GVS&DD 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 Metro Vancouver Regional District (MVRD) Board will advise the GVS&DD Board that it may consider such a connection for existing development or for new development where, in the MVRD Board's opinion, that new development is consistent with the underlying regional land use designation, and where the MVRD 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.*

[Section 6.8](#) of *Metro 2050* establishes that any requests from member jurisdictions to amend a GVS&DD sewerage area or to provide sewer services onto lands with an Agricultural, Rural, or Conservation and Recreation regional land use designation must be presented to the MVRD Board for consideration prior to consideration by the GVS&DD Board. Should the application be determined to be consistent with *Metro 2050*, the MVRD Board would forward its resolution to the GVS&DD Board for further technical consideration of the application. The GVS&DD Board is not permitted to provide sewer services to a property if the MVRD Board determines that such services are inconsistent with the provisions of *Metro 2050*.

The general process for sewerage area amendments that must be considered by the MVRD Board is outlined in Figure 1. Once the sewerage area amendment application is referred to Regional Planning by Liquid Waste Services staff, Regional Planning staff assess the application to determine whether the amendment application meets the exception clauses included in *Metro 2050*.

#### **3.3 Exception to address a public health or environmental contamination risk**

In accordance with Sections 1.1.1(a), 1.4.1(a), 2.3.1(a), and 3.1.1(a) of *Metro 2050*, exceptions will be considered to ensure there is appropriate sewage treatment available to avoid the risk of public health or environmental contamination. Public health and environmental contamination risk shall be defined by provincial legislation including, but not limited to, the [Public Health Act](#), [Sewerage System Regulation](#), [Environmental Management Act](#), and [Municipal Wastewater Regulations](#). Exceptions are applicable for existing development, or new development that, in the MVRD Board's opinion, is consistent with the

provisions of *Metro 2050*, where an on-site sewage treatment system constructed and maintained in accordance with applicable provincial regulations would not be reasonable and/or feasible.

Subject to the provisions of applicable provincial regulations, the applicant would qualify for consideration of a *Metro 2050* exception by providing an Environmental Impact Report, prepared and certified by a qualified professional, establishing that an on-site sewage treatment system constructed and maintained in accordance with applicable regulations would not be feasible. The Environmental Impact Report must include the following information:

- a. the existing use of the site, the structure(s) proposed for connection, and any anticipated changes to the use or structure(s) on the site.
- b. the rationale for connecting to the GVS&DD sewage treatment system versus an on-site sewage treatment system.
- c. the circumstances inhibiting the feasible installation, maintenance, or repair of an on-site septic system in accordance with the *Public Health Act*, the *Sewerage System Regulation* or *Environmental Management Act*, and the *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.
- d. the nature of the public health or environmental risk on or adjacent to the site.
- e. the location of the existing regional or local 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 from other sites. Note: proximity to an existing sewer main does not alone establish rationale for a sewerage connection.
- f. the site plan showing the proposed GVS&DD sewerage boundary footprint containing only the structure(s) to be connected within the subject site.
- g. the servicing plan showing that the works are designed to accommodate a flow capacity no greater than the capacity necessary to service the specified structure(s) and activity located within the proposed GVS&DD Sewerage Area footprint.
- h. the member jurisdiction and the landowner acknowledge that Metro Vancouver's 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 Area footprint, within or outside of the subject site, will require a new sewerage area amendment application to the GVS&DD.

If the MVRD Board and GVS&DD Board concur that it is not reasonable to construct and maintain an on-site system to alleviate public health and/or environmental contamination risk, and determine that the service extension is consistent with the provisions of *Metro 2050*, the Boards may resolve to accept a limited extension of regional sewerage services into lands with an Agricultural, Rural, or Conservation and Recreation regional land use designation.

### 3.4 Exception with no significant impact on Metro 2050 provisions

No significant impact applies to regional sewerage service extensions or connections that do not conflict with the intent or implementation of the provisions and intent of the goals, strategies, and land use designations of *Metro 2050*. The primary *Metro 2050* strategies that will establish the assessment criteria for determining level of impact may include, but are not limited to:

- Strategy 1.1 Contain urban development within the Urban Containment Boundary
- Strategy 1.4 Protect Rural lands from urban development
- Strategy 2.3 Protect the supply of agricultural land and strengthen agricultural viability
- Strategy 3.1 Protect and enhance Conservation and Recreation lands
- Strategy 6.8 Coordination with Metro Vancouver/Greater Vancouver Boards
- Strategy 6.9 Sewerage Area Extensions (When Applicable)
- Any goals and strategies pertaining to the underlying regional land use designation and those of adjacent areas that may be affected by the amendment application

For lands identified on Map 12 of *Metro 2050* as either Rural within the Sewerage Area or Sewerage Extension Area with an underlying Rural land use designation, and that are not in the Agricultural Land Reserve, 'low density forms of residential' are interpreted as permitting minimum lot sizes equivalent to half acre lots. This context should inform GVS&DD consideration of applications for regional sewerage services.

To be considered "not significant," the amendment application must demonstrate:

- a) the nature of the development, existing or proposed, does not conflict with, or negatively impact, the Urban Containment Boundary provisions or related regional land use designations, goals, and provisions of *Metro 2050*;
- b) the extension of GVS&DD sewerage services is provided to a single, non-strata site with service access to be contained within a specified GVS&DD sewerage boundary footprint, comprising and limited to the structures proposed for sewerage connection within that site;
- c) the service connection is designed to accommodate a sewage flow capacity no greater than the capacity necessary to service the existing or proposed structure(s) 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 site is proximate and located such that there is limited potential for prompting additional regional sewerage connection requests in the surrounding area.

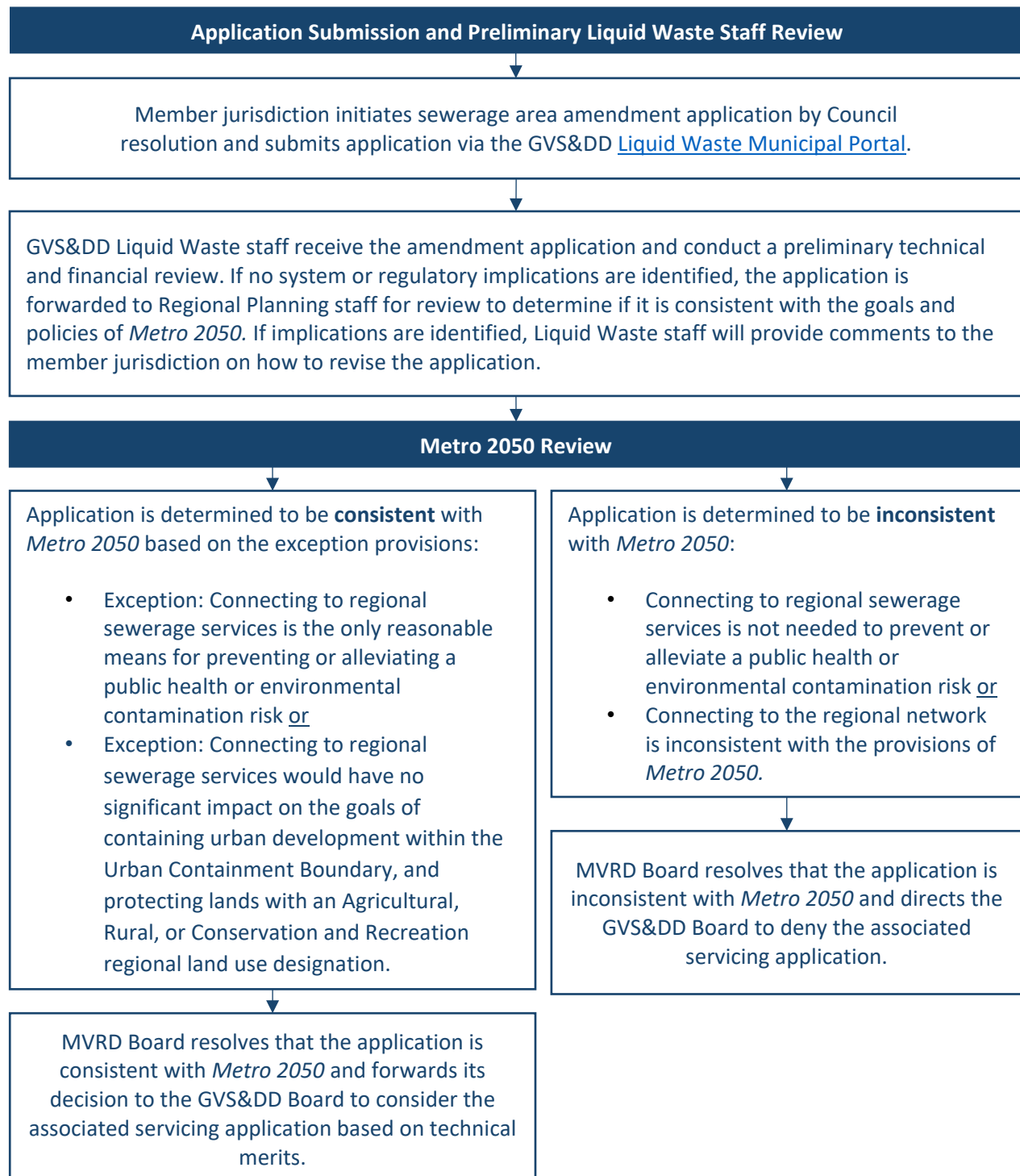
If the MVRD Board determines that a proposed service extension has no significant impact on the provisions and intent of *Metro 2050*, it may resolve to support a limited extension of regional sewerage services.

### **POTENTIAL CONDITIONS TO SUPPORT METRO 2050 COMPATIBILITY**

The MVRD Board may determine that an amendment application proceed with conditions. Conditions will be determined on a case-by-case basis and may include, but are not limited to, situations where the extension of regional sewerage services is limited by a restrictive covenant registered on the property's

title specifying that sewerage services are provided only within a specific boundary (e.g. building footprint) and only for specified land use/structures. In such cases, the member jurisdiction would be required to reapply to the MVRD and GVS&DD Boards for a sewerage area amendment for any proposed changes to the specified boundary, land use(s), or structure(s) specified by the restrictive covenant.

**Figure 1: Sewerage Area Amendment Application Process**



To: Regional Planning Committee

From: Victor Cheung, Regional Planner, Regional Planning and Housing Services

Date: February 12, 2024 Meeting Date: March 8, 2024

Subject: **Request for Sanitary Service Connection at 4276 – 248 Street, Township of Langley**

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### RECOMMENDATION

That the MVRD Board:

- a) resolve that regional sewer service for the property at 4276 – 248 Street, Township of Langley is generally consistent with the provisions of *Metro 2050*; and
  - b) forward the requested Fraser Sewerage Area amendment application for the property at 4276 – 248 Street in the Township of Langley to the GVS&DD Board for consideration.
- 

### EXECUTIVE SUMMARY

The Township of Langley submitted an application to the Greater Vancouver Sewerage and Drainage District to amend the Fraser Sewerage Area boundary to include the building footprints on 4276 – 248 Street. In line with the requirements set out in *Metro 2050*, the request is being presented to the MVRD Board to consider consistency with *Metro 2050* prior to consideration by the Greater Vancouver Sewerage and Drainage District Board. The application is seen to be generally consistent with *Metro 2050* given that:

- A registered onsite waste water practitioner report indicates that the installation of a new septic system on the subject property would not be possible as it would not meet provincial setback regulations from drinking water sources due to the location of the adjacent property's new construction and well position. Therefore, connection to regional sewerage services would alleviate potential drinking water contamination, a public health risk.
- The Township of Langley staff report notes that failure of the onsite septic field due to the poor soil conditions could result in backup or surface spillage of untreated sewage, a health and environmental concern.
- The application is related to the proposed construction of an accessory building on an existing residential parcel that would add to the footprints of the existing principal and new accessory buildings. The subject property is in the Agricultural Land Reserve and no further development is proposed.

### PURPOSE

This report seeks Regional Planning Committee and MVRD Board concurrence that regional sewerage service for 4276 – 248 Street is generally consistent with *Metro 2050*.

### BACKGROUND

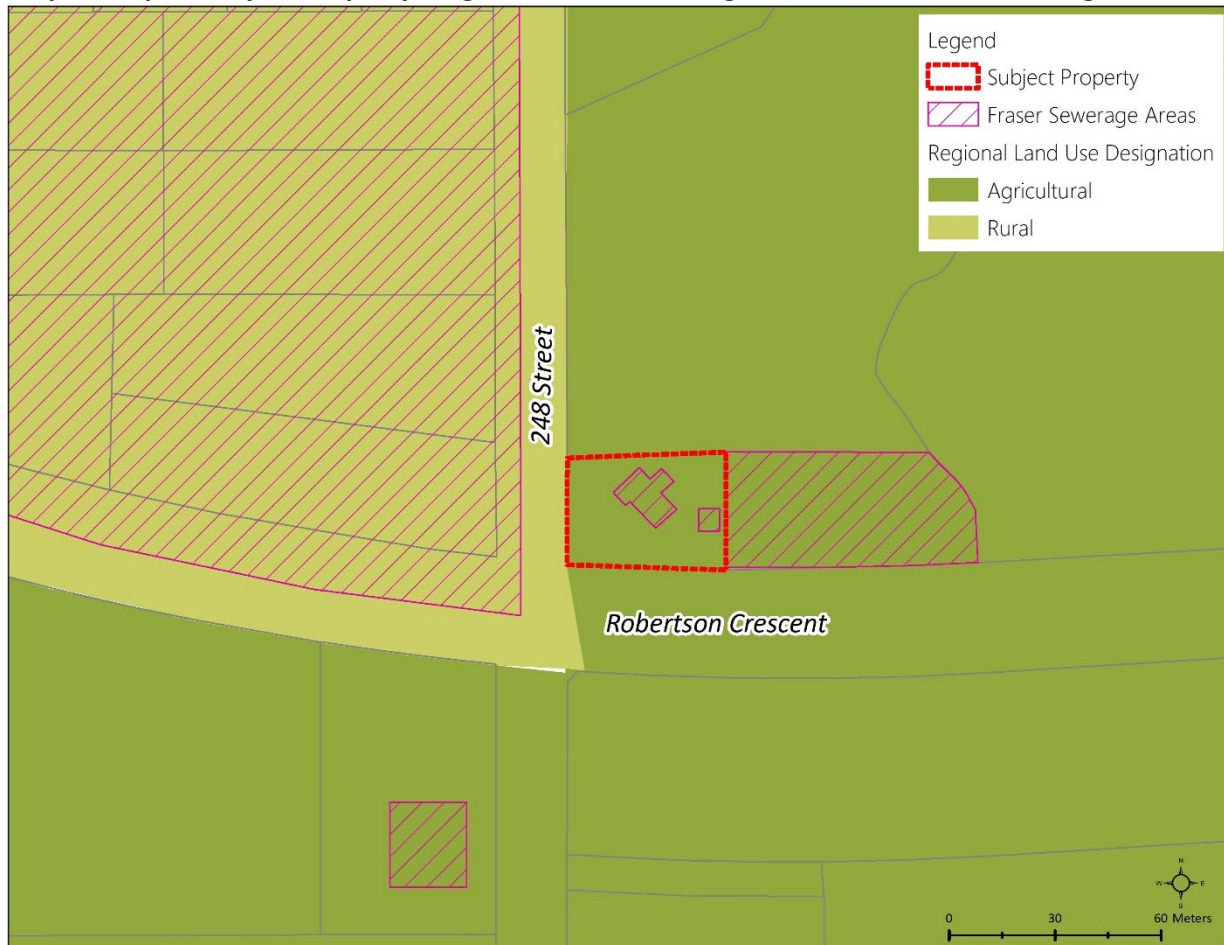
In December 2023, the Township of Langley submitted an application to the Greater Vancouver Sewerage and Drainage District (GVS&DD) to amend the Fraser Sewerage Area to include the building footprints on 4276 – 248 Street (Attachment 1).

Consistent with the requirements in the *Local Government Act* and *Metro 2050*, the request is being presented to the MVRD Board for consideration of consistency with *Metro 2050* prior to it being considered by the GVS&DD Board.

#### SITE DESCRIPTION

The property is on land with an Agricultural regional land use designation in *Metro 2050*, and outside of the Urban Containment Boundary (Map 1). Map 1 shows what the footprints of the principal and accessory buildings would look like if they were added to the Fraser Sewerage Area.

**Map 1: Map of Subject Property, Regional Land Use Designations, and Fraser Sewerage Area**



#### METRO 2050 AND SEWERAGE AREA EXTENSION REQUESTS

Section 6.8 of *Metro 2050* includes provisions for coordination amongst the Metro Vancouver Boards to ensure alignment between the policies of *Metro 2050*, as governed by the MVRD Board, and the works and services governed by the GVS&DD and GVWD Boards. The intention of limiting the extension of sewerage services from a regional growth management perspective is to support: urban containment; the protection of agricultural, rural, and conservation and recreation lands; and the efficient provision of regional infrastructure services, which are all key tenets of *Metro 2050*. In accordance with section 445 of the *Local Government Act*, *Metro 2050* requires that all services

undertaken by the GVS&DD be consistent with *Metro 2050*. Specifically, Section 6.8.1 of *Metro 2050* states that:

*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 Metro Vancouver Regional District Board, inconsistent with the provisions of the regional growth strategy.*

While *Metro 2050* establishes the extent of urban development within the region, the provision of regional sewerage services is administered by the GVS&DD. Any requests from member jurisdictions to amend the GVS&DD sewerage area or to provide sewer services onto lands designated Agricultural, Rural, or Conservation and Recreation in *Metro 2050* must be presented to the MVRD Board for consideration prior to being considered by the GVS&DD Board.

Section 2.3.1 of *Metro 2050* states that the GVS&DD Board will not allow connections to regional sewerage services from lands with an Agricultural regional land use designation except where the MVRD Board determines that the new development is consistent with the provisions of that designation and where it has been determined:

- 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 regional growth strategy goal to protect the supply of agricultural land and strengthening agricultural viability.*

The GVS&DD regional sewerage area boundaries were drawn prior to the adoption of *Metro 2050*. As a result, there are some locations where the Fraser Sewerage Area and regional land use designations do not align. For properties designated Agricultural, Rural, or Conservation and Recreation located outside of the Fraser Sewerage Area, as is the case with this application, the MVRD Board must determine whether regional servicing is appropriate and consistent with the intent of the respective land use designations of *Metro 2050*, after which the final decision to amend the GVS&DD sewerage area boundary rests with the GVS&DD Board.

For properties within the Fraser Sewerage Area that are designated Agricultural, Rural or Conservation and Recreation, MVRD Board approval is required as well as technical analysis from GVS&DD. In both cases, where the MVRD Board determines the sewerage area boundary amendment is not consistent with *Metro 2050*, the GVS&DD is obligated to deny the application.

## **REGIONAL PLANNING ANALYSIS**

4276 – 248 Street currently has a single residential building on it, and the Township of Langley has received a building permit for the construction of a new accessory building. These uses are allowed under the Township's Rural Zone RU-3 zoning and Agriculture OCP designation. The lands are within the Agricultural Land Reserve and subject to Agricultural Land Commission regulations. Specifically,

Section 23 of the *Agricultural Land Commission Act* stipulates that restrictions on the use of agricultural lands do not apply to land that was previously subdivided and is less than 2 acres in area.

The rationale for the requested amendment of services provided by Township of Langley staff relies on a registered onsite waste water practitioner report that indicates the onsite Type 1 wastewater treatment system is in need of replacement due to field performance. Due to the location of the adjacent property's new construction and well position at 24845 Robertson Crescent, the installation of a new septic system would not be possible as the setback would not meet Provincial regulations. The report indicates that the water quality of the new well located at 24845 Robertson Crescent may be compromised due to the inadequate setback needed to reduce pathogens such as fecal coliform bacteria.

The application is seen to be generally consistent with *Metro 2050* given that:

- A registered onsite waste water practitioner report indicates that the installation of a new septic system on the subject property would not be possible as it would not meet provincial setback regulations from drinking water sources due to the location of the adjacent property's new construction and well position. Therefore, connection to regional sewerage services would alleviate potential drinking water contamination, a public health risk.
- The Township of Langley staff report notes that failure of the onsite septic field due to the poor soil conditions could result in backup or surface spillage of untreated sewage, a health and environmental concern.
- The application is related to the proposed construction of an accessory building on an existing residential parcel that would add to the footprints of the existing principal and new accessory buildings. The subject property is in the Agricultural Land Reserve and no further development is proposed.

In preparing the above rationale, staff considered the criteria identified in Implementation Guideline #7: Extension of Regional Sewerage Services, which outlines the application process and review criteria for member jurisdictions requesting a connection to regional sewerage services. The implementation guideline also indicates a requirement that applications for connection to regional sewerage services must be initiated by a resolution of the respective municipal council. The Township of Langley passed a resolution which was forwarded by letter to Metro Vancouver Liquid Waste Services Staff (Attachment 1).

Should connection to regional sewerage service to this property's building footprints be supported by the MVRD Board, staff do not anticipate a significant impact to the *Metro 2050* objectives for urban containment or related regional land use designations, goals and strategies. Approval is not anticipated to lead to a proliferation of future applications for extension of regional sewerage service outside the Urban Containment Boundary.

#### **ALTERNATIVES**

1. That the MVRD Board:
  - a) resolve that sewer service for the property at 4276 – 248 Street, Township of Langley is generally consistent with the provisions of *Metro 2050*; and

- b) forward the requested Fraser Sewerage Area amendment application for the property at 4276 – 248 Street in the Township of Langley to the GVS&DD Board for consideration.
2. That the MVRD Board resolve that the amendment application for the property at 4276 – 248 Street, Township of Langley is not consistent with the provisions of Metro 2050 and direct staff to notify both the Township of Langley and the GVS&DD Board.

### **FINANCIAL IMPLICATIONS**

There are no financial implications to this report from a Regional Planning perspective. Any financial implications will be considered within the GVS&DD application review process.

### **CONCLUSION**

The GVS&DD has received an application from the Township of Langley to amend the Fraser Sewerage Area to include the building footprints on 4276 – 248 Street. The application is seen to be generally consistent with *Metro 2050* because documentation has been provided to show that connection to regional sewer services would alleviate public health and environmental contamination risk due to the proximity of an adjacent well and because the connection is for two building footprints on one lot that is in the Agricultural Land Reserve with no further development is proposed.

Staff recommend Alternative 1, that the MVRD Board determine that the provision of regional sewerage services to the property is consistent with *Metro 2050* and forward the application for a sewerage area expansion amendment to the GVS&DD Board for consideration.

### **ATTACHMENTS**

1. “Proposed Fraser Sewerage Area Expansion (4276 - 248 Street),” Report to Mayor and Council – Township of Langley dated July 25, 2011
2. “Registered Onsite Waste Water Practitioner Report for 4276 – 248 Street” dated December 6, 2023

### **REFERENCES**

1. [Implementation Guideline #7: Extension of Regional Sewerage Services](#)

65706417

Township of  
**Langley**



Est. 1873

## REPORT TO MAYOR AND COUNCIL

**PRESENTED:** JULY 25, 2011 - REGULAR AFTERNOON MEETING  
**FROM:** ENGINEERING DIVISION  
**SUBJECT:** PROPOSED FRASER SEWERAGE AREA EXPANSION  
(4276 - 248 STREET)

**REPORT:** 11-109  
**FILE:** 0400-65-003

### RECOMMENDATIONS:

**That** Council receive the “Proposed Fraser Sewerage Area Expansion (4276 - 248 Street)” report for information; and further

**That** Council request the Greater Vancouver Sewerage and Drainage District Board to expand the existing Fraser Sewerage Area boundary to include property at 4276 - 248 Street (Parcel 1 Ex Plan 16337).

### EXECUTIVE SUMMARY:

Municipal sewage from the Township is conveyed to wastewater treatment plants operated by Metro Vancouver. The area serviced by these treatment plants is defined by the Fraser Sewerage Area (FSA) plan. Changes to the FSA plan must be done in accordance with the Greater Vancouver Sewerage and Drainage District Act and require a formal request from a member municipality, usually in the form of a Council resolution.

The requested expansion property will not require an extension of services, as the new Aldergrove Connector Sanitary Sewer has been constructed along the lot frontage. Current health regulations do not allow for a new septic system due to proximity to the lot's domestic water supply through an existing well. Public health is considered by Metro Vancouver when evaluating requests for extensions to sewerage areas.

### PURPOSE:

To obtain Council authorization to request the Greater Vancouver Sewerage and Drainage District Board to expand the existing Fraser Sewerage Area boundary to include property at 4276 – 248 Street (Parcel 1 Ex Plan 16337).

## PROPOSED FRASER SEWERAGE AREA EXPANSION

(4276 – 248 STREET)

Page 2 . . .

**BACKGROUND/HISTORY:**

Municipal sewage from the Township is conveyed to wastewater treatment plants operated by Metro Vancouver. The area serviced by these treatment plants is defined by the Fraser Sewerage Area (FSA) plan. Changes to the FSA plan must be done in accordance with the Greater Vancouver Sewerage and Drainage District Act and require a formal request from a member municipality, usually in the form of a Council resolution. The current FSA in this area includes land west of 248 Street and north of Robertson Crescent (Attachment A). Two neighbouring properties have recently been added to the FSA: 24845 Robertson Crescent and 4227 248 Street based on similar health related considerations.

**DISCUSSION/ANALYSIS:**

The subject property is currently going through renovations. A new onsite sewage treatment system cannot be installed, due to poor soil conditions, and as it would not be able to meet current provincial regulations regarding separation between septic fields and drinking water wells. The most economical solution would be a sanitary connection from this property to the existing trunk sewer along Robertson Crescent.

**Intergovernmental Implications:**

An application will be submitted to the Greater Vancouver Sewerage and Drainage District to extend the FSA boundary for the specified area shown in Attachment A. The application will include Council's resolution along with technical support for the extension, included as Attachment B.

**Environmental Implications:**

Failure of the onsite septic field due to the poor soil conditions could result in backup or surface spillage of untreated sewage, a health and environmental concern.

**Financial Implications:**

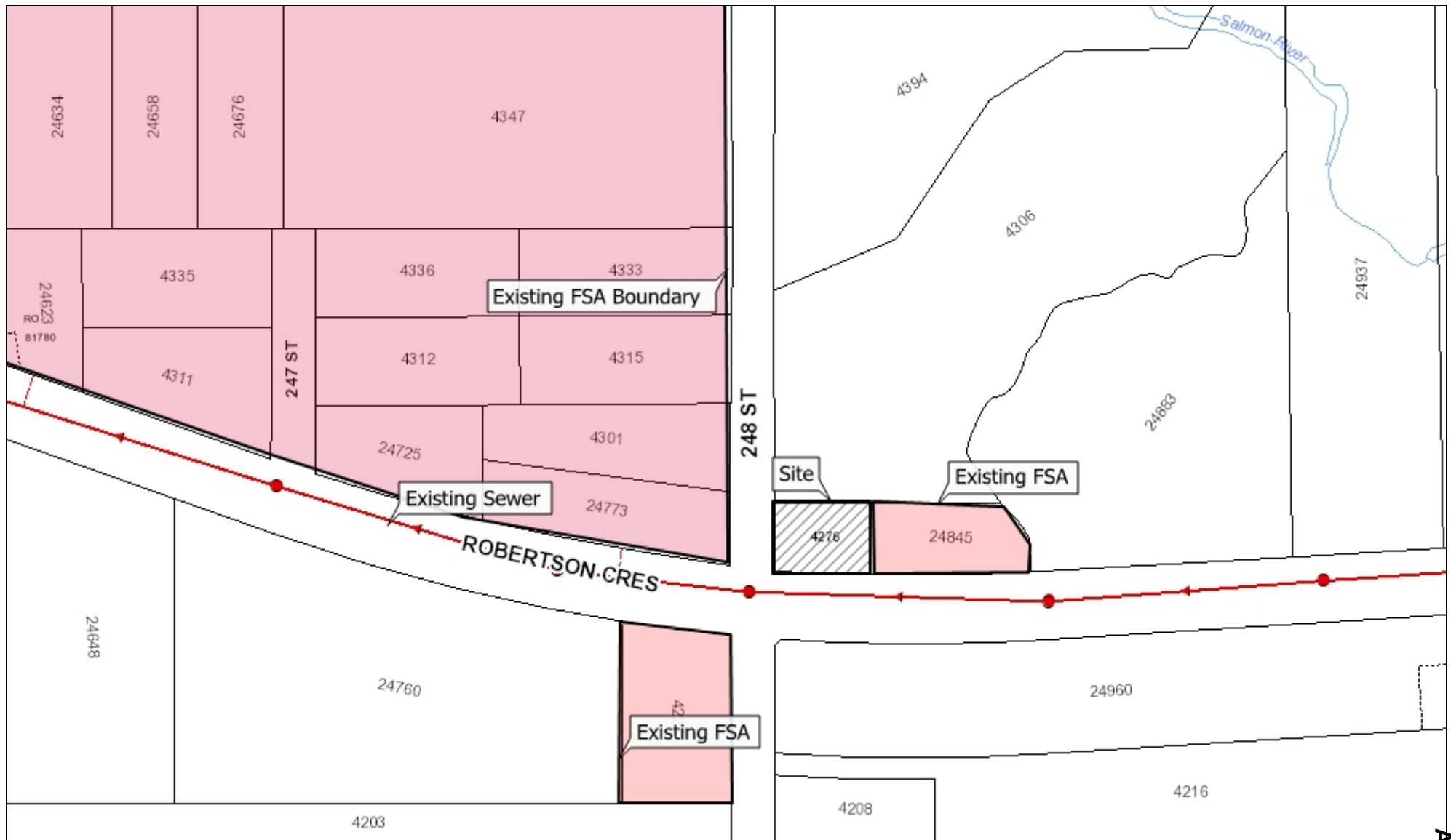
Any costs for sewer services will be borne by the property owner.

Respectfully submitted,

Dave McCormick  
UTILITIES PLANNING ENGINEER  
for  
ENGINEERING DIVISION

ATTACHMENT A      MAP – PROPOSED FSA EXPANSION AREA

ATTACHMENT B      REGISTERED ONSITE WASTEWATER PRACTITIONER'S REPORT



95.25 0 47.63 95.3  
Meters



Scale 1: 2,500.00

Township of  
LANGLEY Geosource


































Printed 7/13/2011

4276 248 Street  
Pcl 1 of Pcl E, Ex. Plan 16337

The data provided is a compilation of geographic information drawn together from a variety of sources, historic and current, and does not necessarily include everything and anything for a particular purpose; and the person utilizing this information does so entirely at their risk as the Township of Langley assumes no obligation or liability for the use of this information by any person and makes no representations or promises regarding the completeness or accuracy of the information or its fitness for a particular purpose.



## Legend

-  Pseudo Lot Lines
-  Easements
-  Lower Mainland Roads
-  Roads-Detail
-  Parcels
-  Communities
-  Municipal Boundary
-  Flow Direction
- Node**
  -  Cap
  -  Junction
  -  Vent Stack
  -  Unknown
- Structure**
  -  other Structures
  -  Air Valve
  -  Blowdown
  -  Lift Station
  -  Valve Chamber
-  Valve
- Manhole**
  -  Other Manholes
  -  Cleanout
  -  Surcharge Manhole
  -  Regular
-  Connection
- Pipe**
  -  Gravity Main
  -  Preliminary Gravity Main
  -  Private Gravity Main
  -  Abandoned Gravity Main
  -  Stub
  -  Abandoned Stub
- Sanitary Force Main**
  -  Preliminary Force Main
  -  Force Main
  -  Abandoned Force Main
-  COL-Serviced Parcels

**Attachment B**

February 26, 2011

File: 311-0011

Hardy Verheyden  
4106 – 248<sup>th</sup> Street  
Aldergrove, BC V4W 1E3

1345 Salsbury Drive ph. 604-329-8324  
Vancouver, BC V5L 4B4 fax. 604-893-8323  
email. info@cleartechconsultingltd.com

**Re: 4276 – 248<sup>th</sup> Street, Langley, BC**

Please be advised that Cleartech Consulting Ltd. has completed a cursory review of the above referenced property in terms of on-site sewage treatment and disposal and the ongoing renovation of the existing residence. Based on our review and the available information, we offer the following:

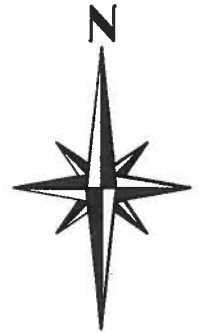
1. Based on information provided by yourself, it is understood that the existing residence is three bedrooms renovation will result in an increase in livable square footage of 300 ft.<sup>2</sup> (from 1500 ft.<sup>2</sup> to 1800 ft.<sup>2</sup>), with no increase in the number of bedrooms. According to the current version of the Standard Practice Manual (SPM), a companion document to the BC Sewerage System Regulation (SSR), this will not result in an increase in sewage flow rate to the system.
2. Cleartech has not conducted an inspection or review of the existing septic system and makes no claims to the location of the system's components, or its current or future condition or performance.
3. Based on our visual review of the property, it is our opinion that design and construction of a new sewerage system as per the requirements of the SSR and SPM would not likely be possible due to saturated soil conditions and standing water across the site, and the 30.5m (100 ft.) setbacks required between tanks and the disposal field to the well, as required by the regulation.

We trust this meets with your immediate requirements. If you have any questions or require further information, please do not hesitate to contact the undersigned at 604-329-8324.

Yours truly,

per: Craig Regier, P.Eng., ROWP

OF PCL. E (REF. PLAN 15090) N 1/2 OF SW 1/4 SECTION 35 TOWNSHIP 10 N.W.D.



SCALE 1:300



**All Distances are in Metres.**

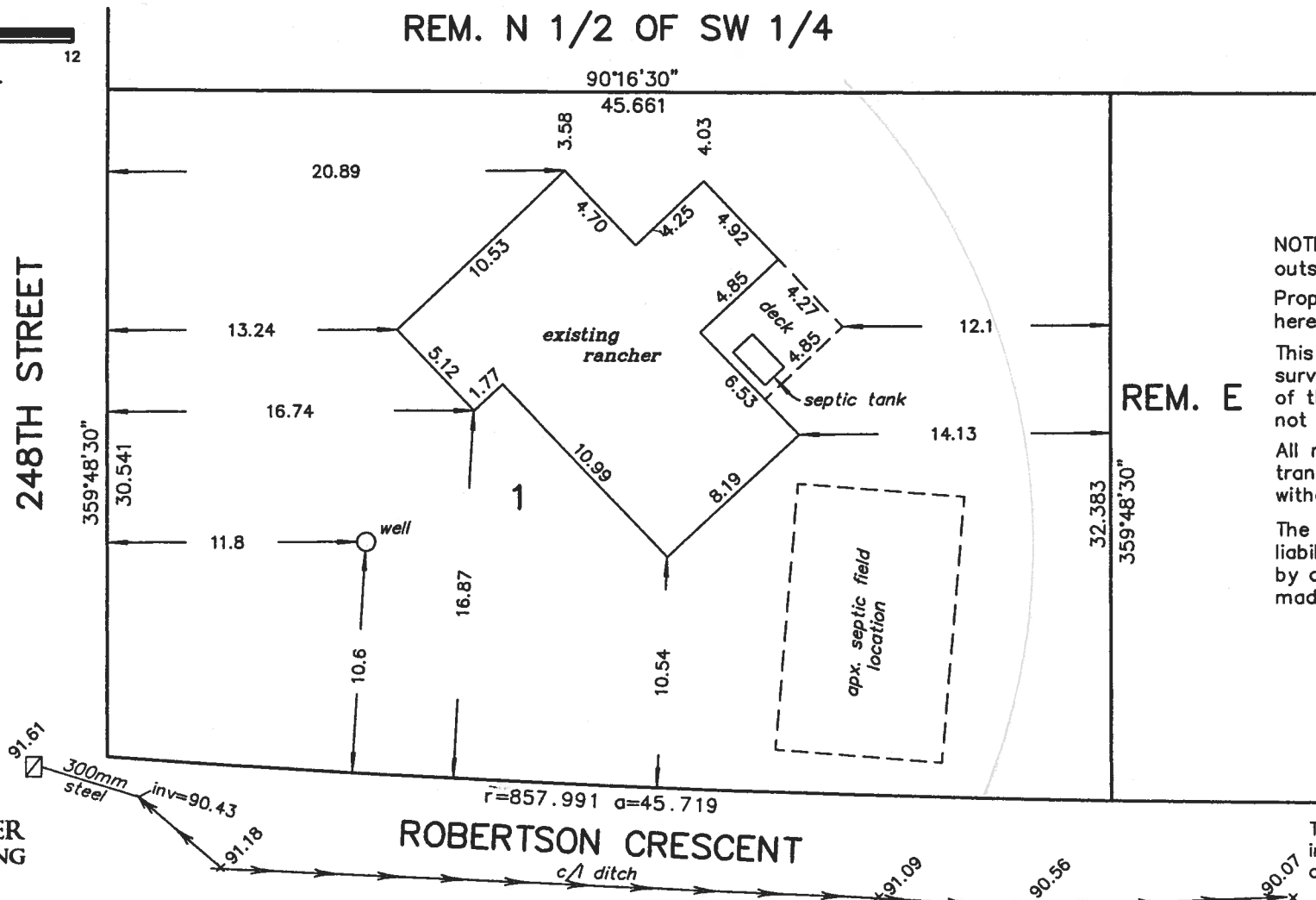
CIVIC ADDRESS

4276 248 STREET

LANGLEY. B.C.

P.I.D. 001-286-200

REM. N 1/2 OF SW 1/4



NOTES: Measurements are shown to the outside of siding.

Property boundary dimensions shown hereon, are derived from Posting Filing 57653.

This document shows the relative location of the surveyed structures with respect to the boundaries of the parcel described above. This document shall not be used to define property lines or corners.

All rights reserved. No person may copy, reproduce, transmit or alter this document in whole or in part without the consent of the signatory.

The signatory accepts no responsibility or liability for any damages that may be suffered by a third party as a result of any decisions made, or actions taken based on this document.



## ONDERWATER LAND SURVEYING

**CLOVERDALE B.C.**

**Phone 604-574-7311**

**Fax 604-574-3018**

OUR FILE: ML6619C

CLIENT: VERHEYDEN

**NOTES:**

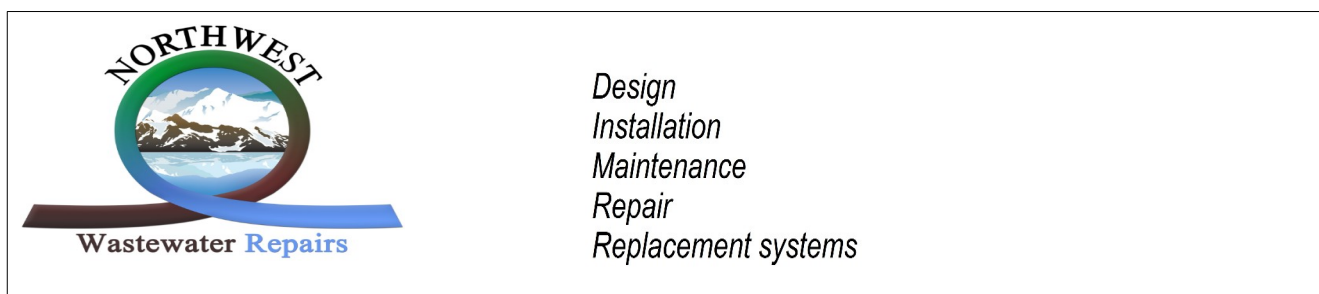
- 1) Elevations are in metres and are geodetic. (CVD28-GVRD2005)  
2) Elevations are derived from OCM 88H4708, EI=92.548m  
located at the int. of Robertson Cres. and 248th St.

This building location certificate has been prepared in accordance with the Manual of Standard Practice and is certified correct this 28th day of March, 2011.

*M. G. Smith* B.C.L.S.

This document is not valid unless  
originally signed and sealed.

**Attachment 1**



December 6, 2023

Re;  
Well & septic setback issue  
4276 248<sup>th</sup> St.  
Langley, BC

To Whom It May Concern,

On December 5<sup>th</sup>, 2023 I was asked to locate an existing septic field at 4276 248<sup>th</sup> st and assess its performance. On locating the buried distribution box for the 50 y/o type 1 gravity system it was noted that the system is in need of replacement due to field performance. When I did a study of the property for system placement it was noted that due to placement of the adjacent property's new construction and well position, that installation of a new septic system would not be possible. During the construction of a new residence at 24845 Robertson Crescent, a new well for potable water was placed 20m-25m from the existing septic system at 4276 248<sup>th</sup> st. This is closer than the 30m setback required by Provincial regulations. Between the property's existing well and the new construction's well, there isn't an area on the property to put a new system. More concerning is that the water quality of the new well may be compromised due to the inadequate setback needed to reduce pathogens such as fecal coliform bacteria. Two options would be to either reposition the new well, or to decommission the old septic system and tie into the city sewer on 248<sup>th</sup> street. This issue should be resolved before occupancy is granted on the new construction.

Sincerely,

Jim Mortier, ROWP  
Northwest Wastewater Repairs  
6045 Kamp Rd, Agassiz, BC  
604-798-0671

GENERAL NOTES:

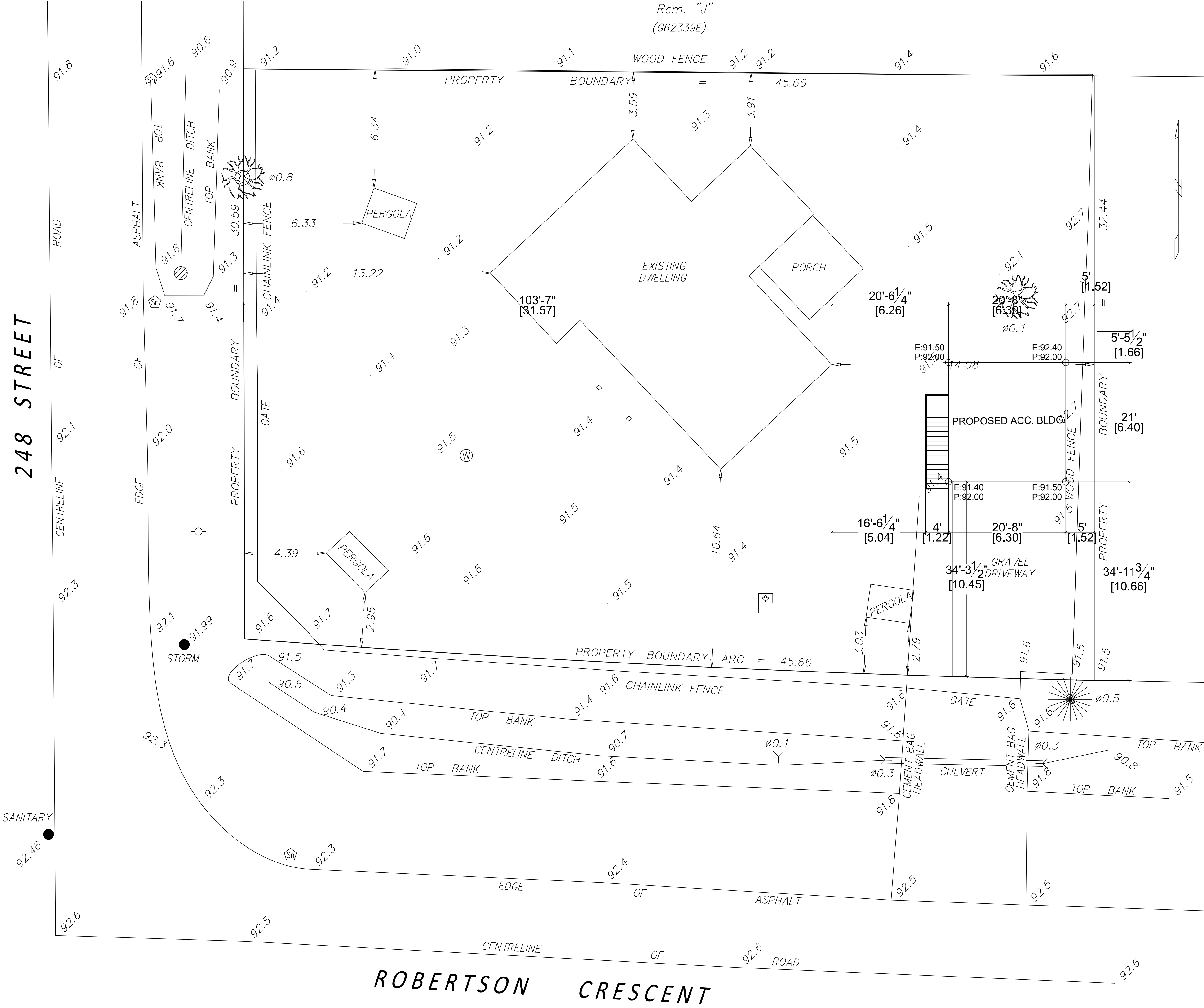
Plans by ideign:  
It is the responsibility of the owner and builder to verify all dimensions and structure before proceeding with construction, to report all errors or omissions to the designer. Failure to report this information will absolve ideign of all responsibility associated with the construction of this project.

ALL NOTES OF THIS PLAN  
APPLY TO ALL OTHER PAGES.

COPYRIGHT:

Designs, drawings, presentations and renderings as instruments of service will remain the property of ideign. This is a limited agreement which gives this client the right to build this structure. Designs or plans are not to be duplicated or copied without the written consent of ideign.

Lot Calculations	
Zoning: RU-3 Address: 4276 248 St, Langley, B.C.	
LOT AREA: 1416.389 sq.m (15246 sq.ft.)	
FLOOR AREA RATIO	
PROPOSED :	
MAIN HOUSE AREA:	1727 sq.ft.
ACC. BLDG MAIN FLOOR:	434 sq.ft.
ACC. BLDG UPPER FLOOR:	434 sq.ft.
TOTAL FLOOR AREA: =	2595 sq.ft.
SITE COVERAGE	
MAX.ALLOWABLE @ 0.33: 467.40 sq.m (1727.0 sq.ft.)	
PROPOSED:	
EXISTING HOUSE:	160.44 sq.m (1727.0 sq.ft.)
PROPOSED ACC. BLDG.:	46.64 sq.m. (502.0 sq.ft.)
TOTAL SITE COVERAGE:	207.08 sq.m. (2229.0 sq.ft.)

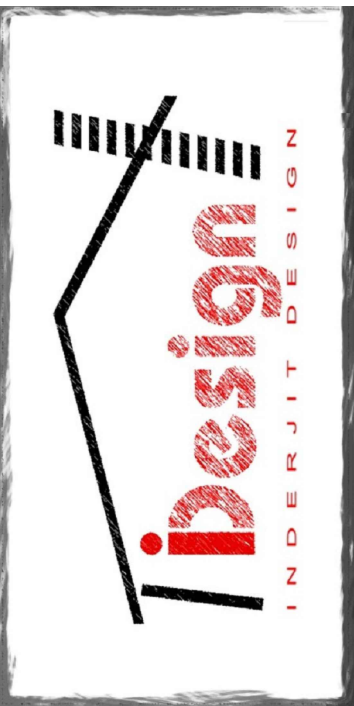


A1

5 Feb 2024

SITE PLAN  
scale 1/8"=1'-0"

IDEIGN INC.  
604-767-4593  
info@ideighomes.ca



4276 248 St  
Langley, B.C.

THESE PLANS  
CONFORM TO  
BCBC 2018

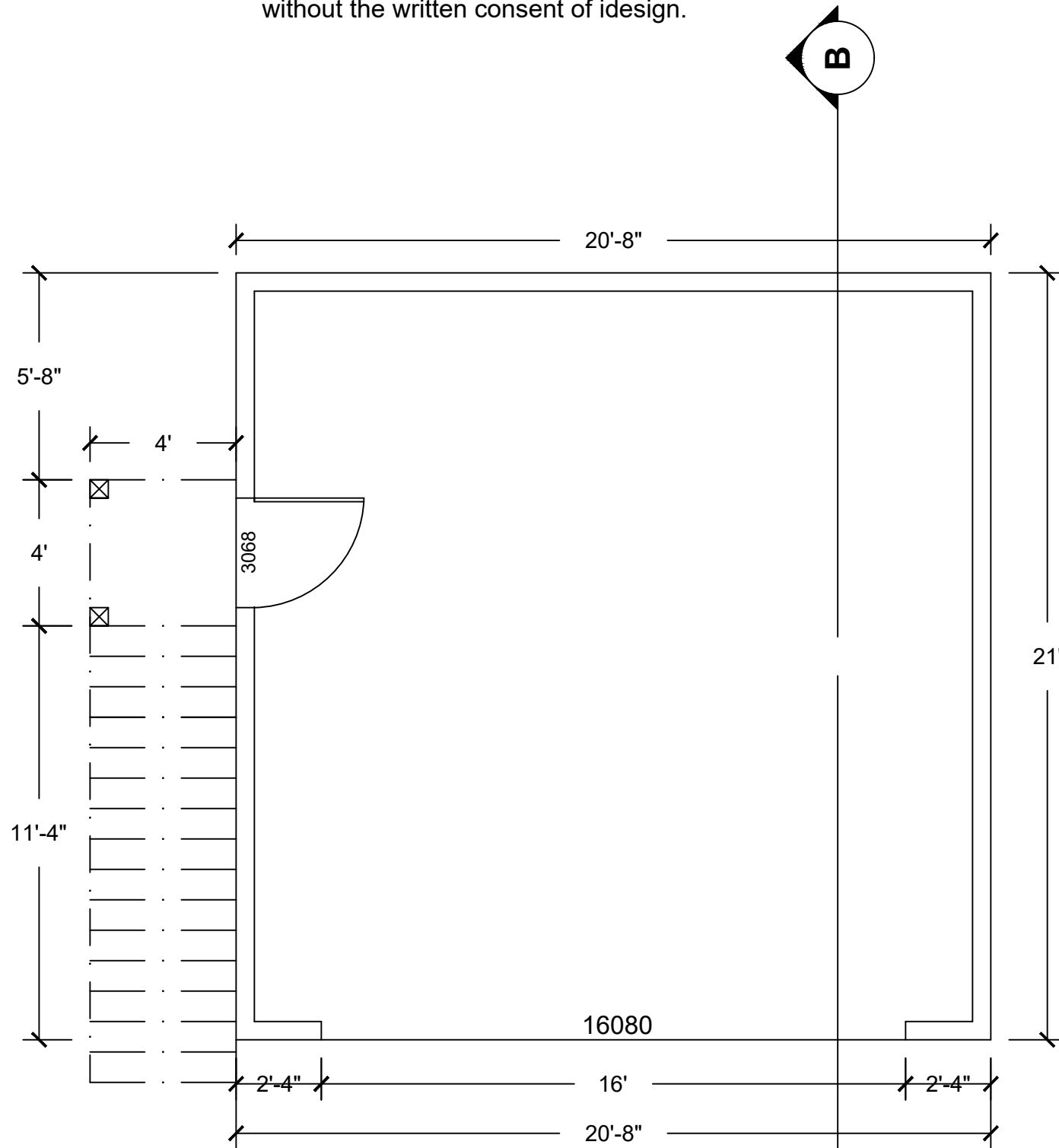
GENERAL NOTES:

Plans by idesign:  
It is the responsibility of the owner and builder to verify all dimensions and structure before proceeding with construction, to report all errors or omissions to the designer. Failure to report this information will absolve idesign of all responsibility associated with the construction of this project.

ALL NOTES OF THIS PLAN  
APPLY TO ALL OTHER PAGES.

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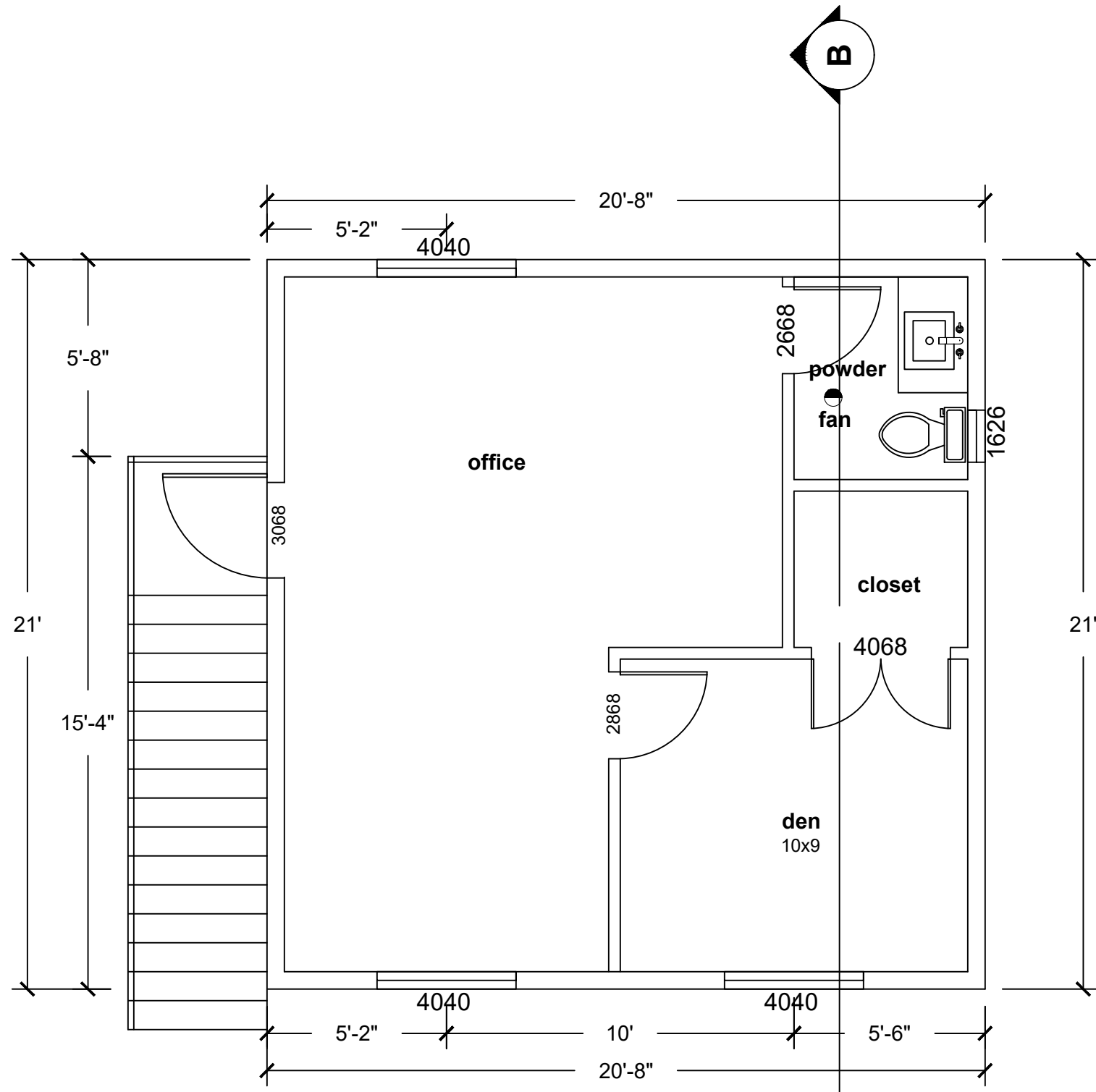
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ACC. BLDG.

Garage Area:

434 sq.ft.



ACC. BLDG.

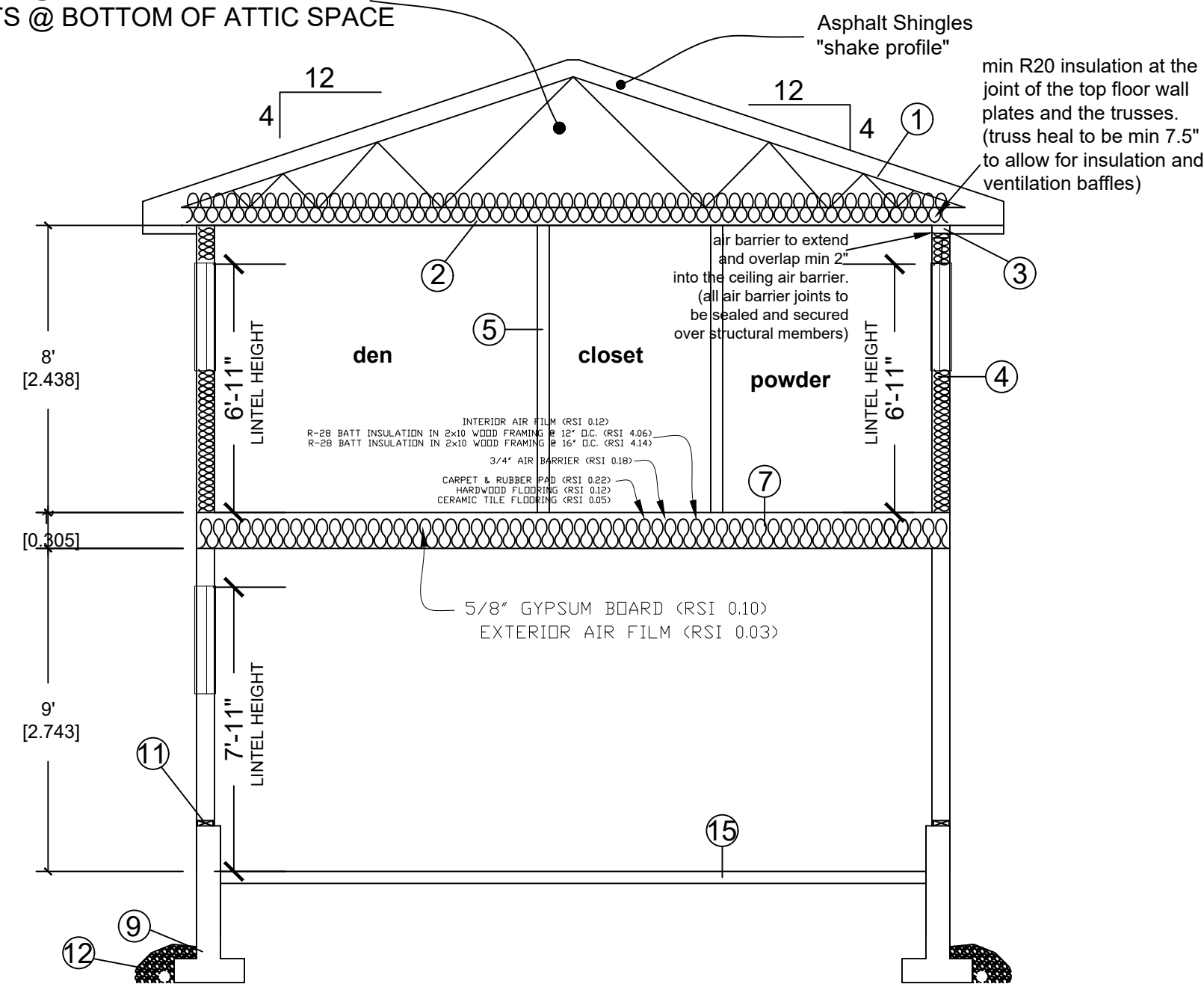
Upper Floor Area:

434 sq.ft.

HEAT: ELECTRIC BASEBOARD HEAT  
H/W: ELECTRIC TANKLESS HEATER

- 1 ROOF/TRUSS):  
ROOF TRUSSES @ 24" O.C.  
W/2X4 STRAPPING  
METAL ROOF
- 2 CEILING:  
MIN R-40 BATT OR LOOSE-FILL INSULATION  
MIN 6 MIL POLY VAPOUR BARRIER  
5/8" GYPSUM BOARD
- 3 FASCIA/SOFFIT  
2X8 FASCIA BOARD  
VENTED ALUM OR VINYL SOFFIT
- 4 EXTERIOR WALL:  
FINISH MATERIAL - SEE ELEVATION  
BUILDING PAPER  
3/8" PLYWOOD SHEATHING  
R-20 BATT INSULATION  
2 x 6 STUDS @ 16" O.C.  
MIN 6 MIL POLY V.B.  
1/2" GYPSUM BOARD
- 7 UPPER FLOOR:  
FINISH FLOORING  
5/8" T&G PLYWOOD SUBFLOOR  
2X12 FLOOR JOISTS @ 24" O.C. (OR AS NOTED)  
2X2 CROSS BRIDGING @ 6'-10" O.C. MAX  
1/2" GYPSUM BOARD
- 9 EXTERIOR FOUNDATION WALL:ENGINEERED  
8" CONCRETE FOUNDATION WALL (OR AS NOTED)
- 11 PLATE TO FOUNDATION CONNECTION:  
2X8 (OR 2X6 AS REQ'D) SILL PLATE  
6MIL POLY OR 45# FELT DAMP-PROOFING  
1/2" DIA ANCHOR BOLTS @ 4'-0" O.C. MAX
- 12 DRAINAGE:  
4" DRAIN TILE  
12" MIN DRAIN ROCK
- 15 GARAGE FLOOR:  
4" CONCRETE SLAB FLOOR  
6X6 6/6 WWM REINF  
CLEAN, COARSE AND GRANULAR FILL  
COMPACTED EVERY 1'-0" FROM SOLID  
BEARING TO UNDERSIDE OF GARAGE SLAB

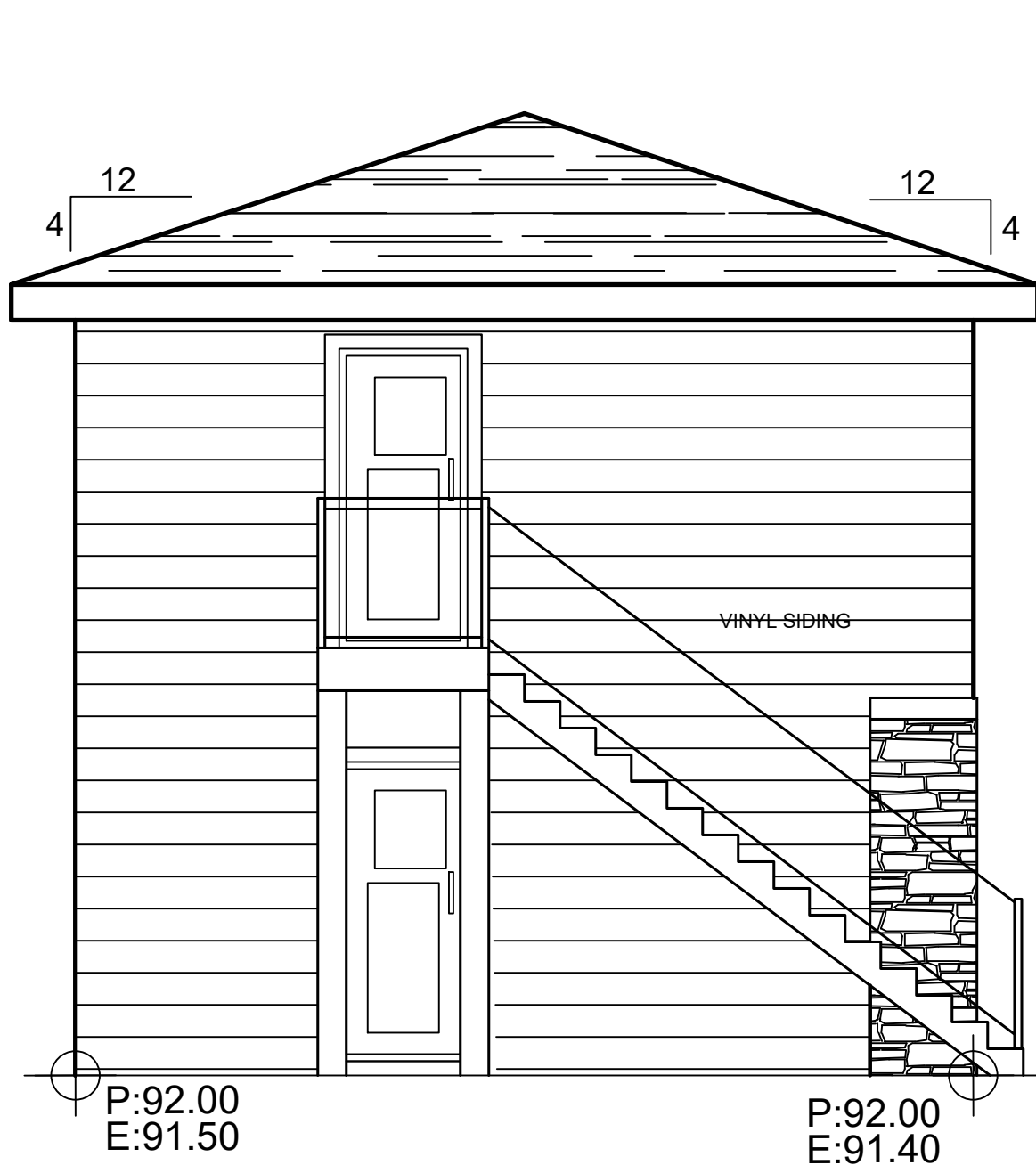
ATTIC VENTING - 1/150  
MIN. 25% VENTS @ TOP OF ATTIC SPACE  
MIN. 25% VENTS @ BOTTOM OF ATTIC SPACE



section

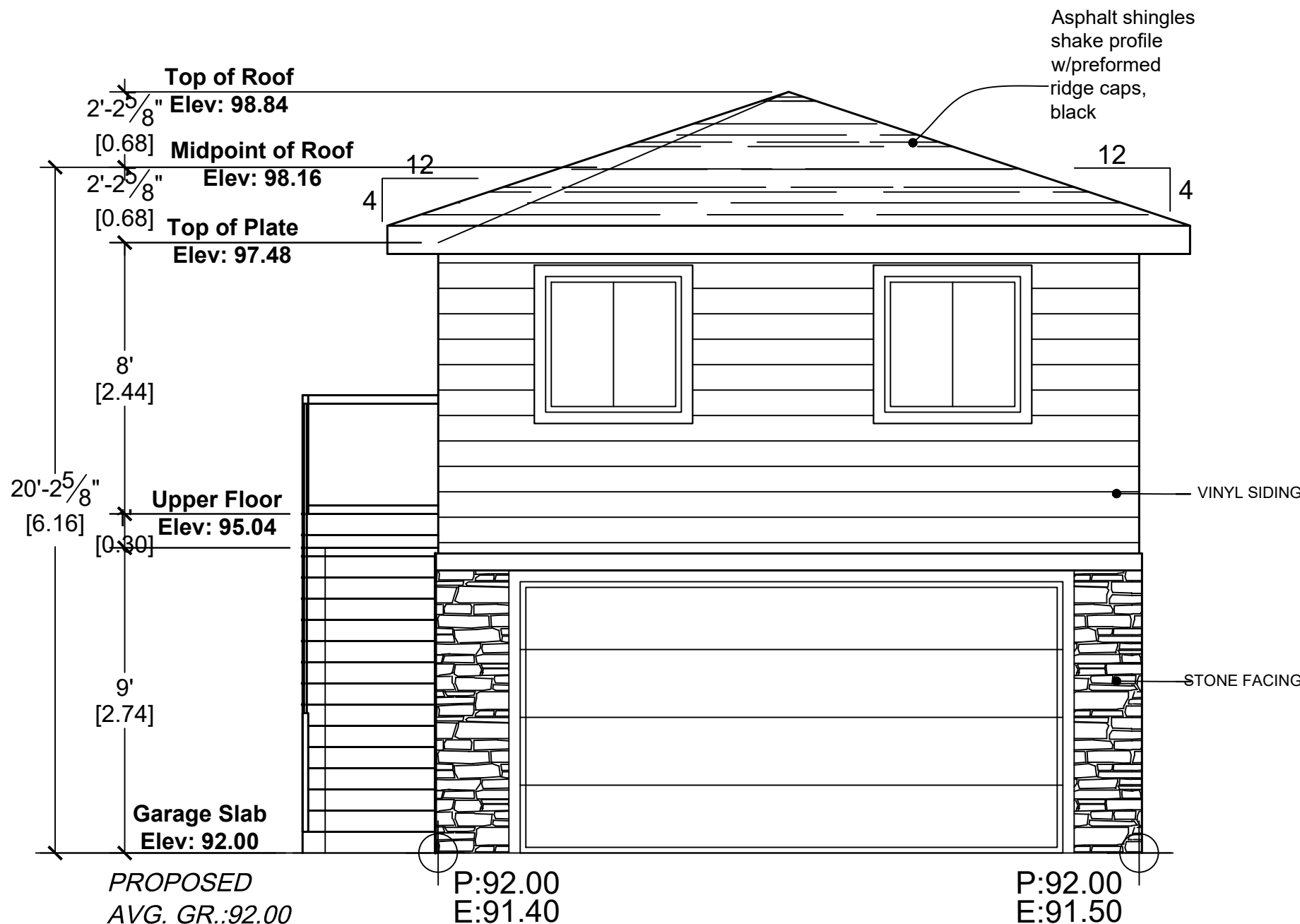
Scale: 1/4"=1'-0"

A



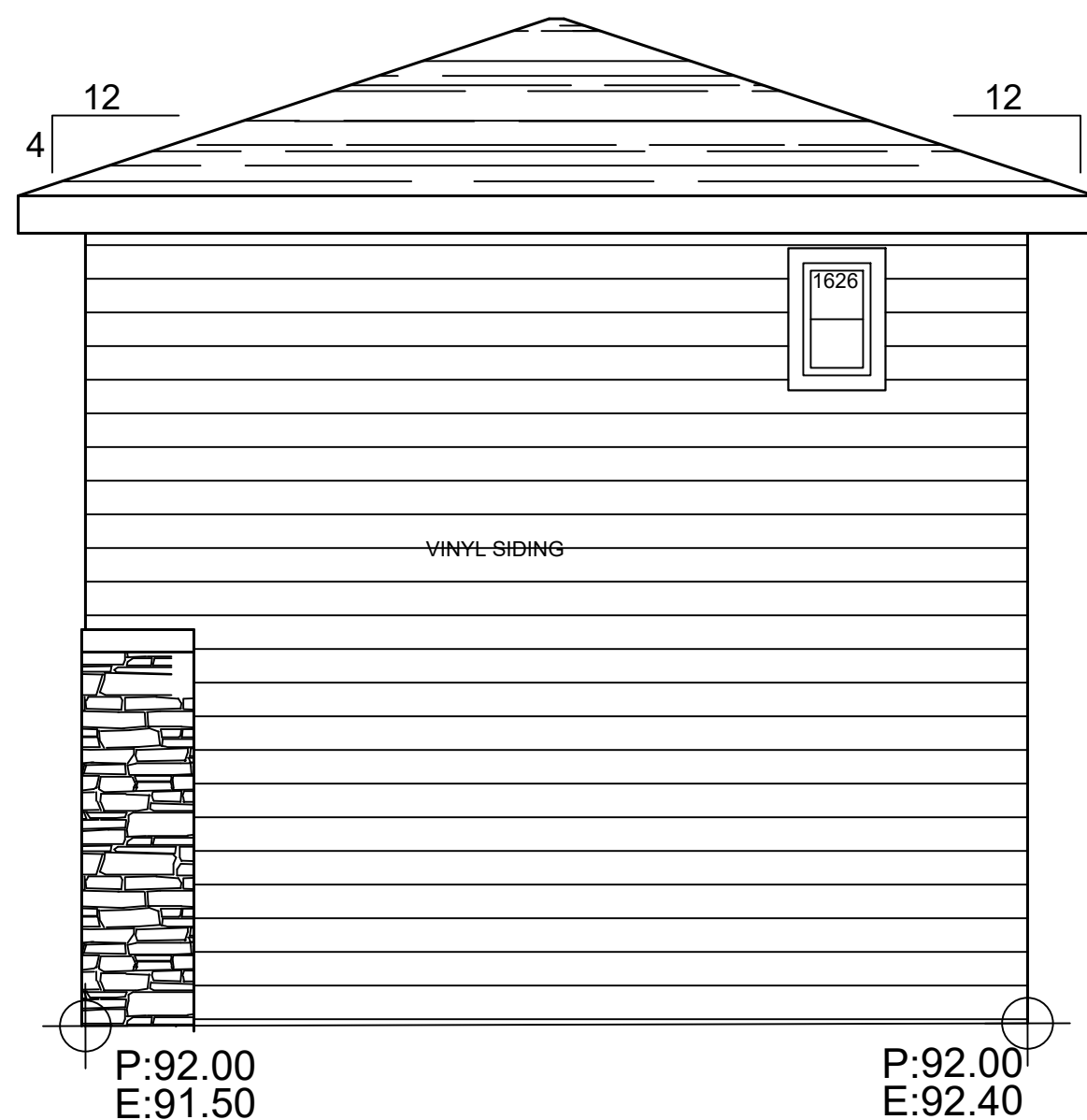
Left elev

scale: 1/4"=1'-0"



Front elev

scale: 1/4"=1'-0"

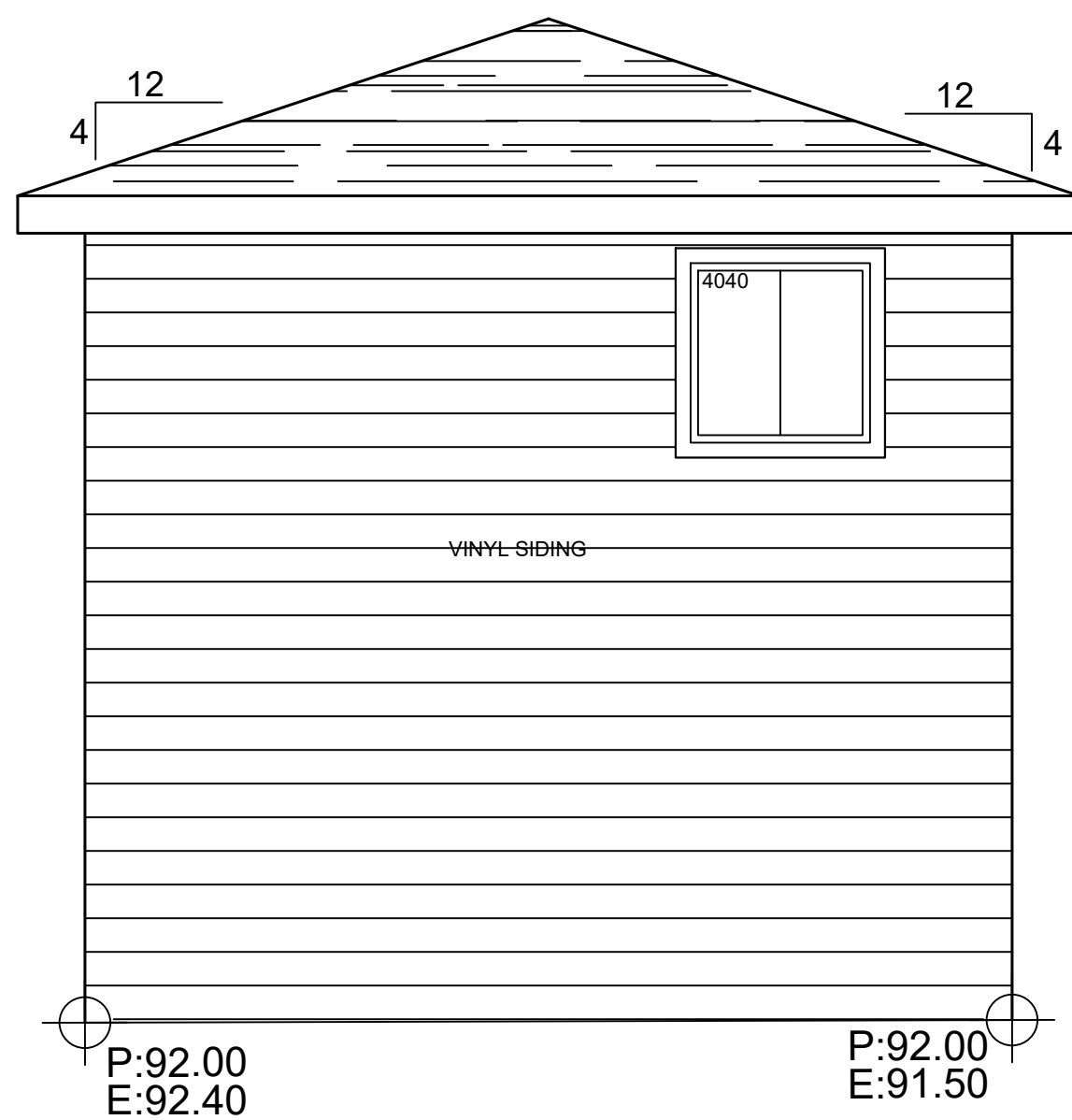


Right elev

scale: 1/4"=1'-0"

SPATIAL SEPARATION CALC'S

WALL AREA = 34.63 SQ.M. (373 SQ.FT)  
LIMITING DISTANCE = 1.5 m  
ALLOWABLE UNPROTECTED OPENINGS @ 8% = 29.84 SQ.FT  
ACTUAL OPENINGS = 4.0 SQ.FT (1.07%)



Rear elev

scale: 1/4"=1'-0"

SPATIAL SEPARATION CALC'S

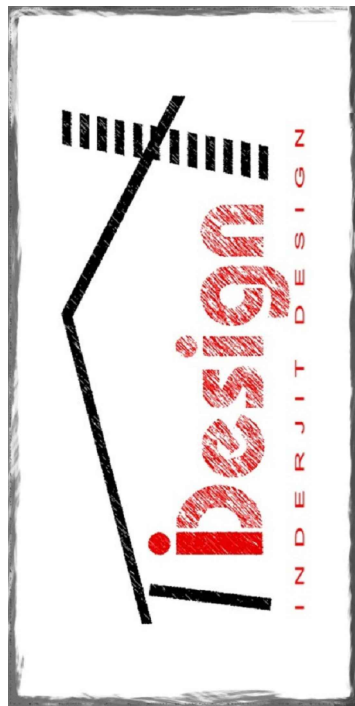
WALL AREA = 33.91 SQ.M. (365 SQ.FT)  
LIMITING DISTANCE = 1.5 m  
ALLOWABLE UNPROTECTED OPENINGS @ 8% = 29.20 SQ.FT  
ACTUAL OPENINGS = 16.0 SQ.FT (4.38%)

A2

5 Feb 2024

FLOOR/SECTION/  
ELEVATIONS  
scale 1/4"=1'-0"

IDEAS INC.  
604-767-4593  
info@ideashomes.ca



Lot 14  
4276 248 St  
Langley, B.C.

THESE PLANS  
CONFORM TO  
BCBC 2018

<b>PROJECT:</b> <b>LOCATION:</b> 4276 248St															<b>DATA:</b> <b>AVERAGE DAILY FLOW =</b> 250 l/c/d <b>INFILTRATION =</b> 0.17 l/s/ha <b>MAX. DEPTH OF FLOW =</b> 50% for <=200, 60% for 250, 70% <b>POPULATION DENSITY:</b> 3.3 SFR <b>Commerical Flow</b> 40000 l/ha/d <b>Industrial Flow</b> 30000 l/ha/d <b>Manning's coefficient 'n'</b> 0.013				
Line No.	Manhole		Catchment Area Description	Lots	Residential		Peak Factor	Flow [l/s]	Industrial		Industrial / Commercial		Peak Factor	Flow [l/s]	Area [ha]	Tot. Catch. Area (ha)	Infiltration (L/s)	PWWF (L/s)	PDWF (l/s)
	From	To			Population	Cumulative Population			Area	Cum Area	Area	Cum Area							
	0			1	3.3	3	4.45	0.0		0.0		0.0	4.50	0.0	0.14168	0.1	0.0	0.1	0.0

To: Regional Planning Committee

From: Victor Cheung, Regional Planner, Regional Planning and Housing

Date: February 12, 2024 Meeting Date: March 8, 2024

Subject: **Acceptance of the Fraser Valley Regional District Regional Growth Strategy - Bylaw No. 1706, 2023**

---

### RECOMMENDATION

That the MVRD Board:

- a) accept the Fraser Valley Regional District Fraser Valley Future 2050 Regional Growth Strategy (Bylaw No. 1706, 2023) pursuant to section 436 of the Local Government Act; and
  - b) send a letter forwarding the Board resolution to the Fraser Valley Regional District Board.
- 

### EXECUTIVE SUMMARY

The Fraser Valley Regional District (FVRD) has submitted its *Fraser Valley Future 2050* regional growth strategy (Bylaw No. 1706, 2023) to the Metro Vancouver Regional District (MVRD) Board for acceptance. Per section 436 of the *Local Government Act*, before the bylaw can be adopted, the MVRD Board and other affected local governments must pass a resolution formally accepting the regional growth strategy. *Fraser Valley Future 2050* is organized under eight goals:

- |                                   |                              |
|-----------------------------------|------------------------------|
| 1. Collaboration                  | 5. Ecosystem Health          |
| 2. Economic Strength & Resiliency | 6. Transportation & Mobility |
| 3. Living Well                    | 7. Infrastructure & Services |
| 4. Community Building             | 8. Climate Change            |

Staff have reviewed these goals relative to the five goals of *Metro 2050* and have found the two regional growth strategies to be well aligned (e.g. policies to protect and support agricultural, employment, and industrial lands). There is also alignment between climate related policies in *Fraser Valley Future 2050* and *Metro 2050 / Climate 2050*, such as GHG emission reduction targets achieved through energy efficient buildings and renewable energy.

### PURPOSE

To provide the Regional Planning Committee and MVRD Board with the opportunity to accept the FVRD's *Fraser Valley Future 2050* regional growth strategy (Bylaw No. 1706, 2023).

### BACKGROUND

Regional Planning has participated in the development of *Fraser Valley Future 2050*. The FVRD Chair and staff presented a draft version of *Fraser Valley Future 2050* to the Regional Planning Committee at its October 6, 2023 meeting (Reference 1). The FVRD Board gave first and second readings to the *Fraser Valley Future 2050* bylaw on January 25, 2024, and referred the bylaw to Metro Vancouver for consideration of acceptance on January 26, 2024.

Per section 436 of the *Local Government Act*, before a regional growth strategy can be adopted, affected local governments, including adjacent regional districts, have 60 days to pass a resolution formally accepting it. This report is presented to the Regional Planning Committee and MVRD Board in compliance with this timeline.

### **FRASER VALLEY FUTURE 2050**

*Fraser Valley Future 2050*, the FVRD's regional growth strategy, is an update of the FVRD's current regional growth strategy, *Choices for our Future*, which was adopted in 2004. *Fraser Valley Future 2050* includes the context for regional growth; housing, population, and employment projections; a regional vision; and eight goals. The vision and goals of *Fraser Valley Future 2050* are provided below; see Reference 2 for the entire bylaw.

#### **Vision**

The Fraser Valley Regional District will be a network of healthy, vibrant, distinct, and sustainable communities that accept responsibly managed growth while being committed to protecting the land resource and the natural environment to ensure that a high quality of life is accessible to all.

#### **Goals**

The eight *Fraser Valley Future 2050* goals are:

1. **Collaboration:** To achieve our common goals for the future of the region by encouraging collaboration between jurisdictions, cultures, and neighbours;
2. **Economic Strength & Resiliency:** To realize the region's economic potential by providing opportunities in employment and education that will grow the economy by building on the region's strengths;
3. **Living Well:** To ensure the region is an inclusive place where everyone is able to maintain a high quality of life, regardless of age, income, or ability
4. **Community Building:** To create compact, complete communities that strengthen urban centres, maintain rural character, and offer choice and affordability in housing.
5. **Ecosystem Health:** To protect the air, water, and biodiversity on which we depend.
6. **Transportation & Mobility:** To develop an integrated, safe, and efficient transportation system for people and goods that promotes transit, walking, and cycling, and minimizes the transportation system's impact on air quality.
7. **Infrastructure & Services:** To provide efficient, sustainable, and cost effective services that contribute to compact and sustainable growth.
8. **Climate Change:** To mitigate the region's impact on global climate change and adapt to the impacts of climate change on the region.

### **ALIGNMENT BETWEEN FRASER VALLEY FUTURE 2050 AND METRO 2050**

Key highlights of how the *Fraser Valley Future 2050* goals align with *Metro 2050* goals and strategies is provided below:

#### **Fraser Valley Future 2050 Goal 1: Collaboration**

*Fraser Valley Future 2050* Goal 1 contains two strategies centred around working with Indigenous communities, governments and other agencies to implement the regional growth strategy.

- *1.1 Build and strengthen relationships with Indigenous communities and governments*
- *1.2 Work together to ensure success*

Goal 1 and its strategies align with *Metro 2050 Goal 1: Create a Compact Urban Area* and *Goal 3: Environment, Address Climate Change, and Respond to Natural Hazards*, specifically:

- *Strategy 1.3 Develop resilient, healthy, connected, and complete communities with a range of services and amenities; and*
- *Strategy 3.2 Protect, enhance, restore, and connect ecosystems*

In both plans, these strategies encourage incorporation and recognition of Indigenous knowledge and collaboration.

### **Fraser Valley Future 2050 Goal 2: Economic Strength & Resiliency**

Fraser Valley Future 2050 Goal 2 contains four strategies focused on growing and protecting the region's economy.

- *2.1 Create opportunities for employment and education*
- *2.2 Promote growth and development in agriculture*
- *2.3 Protect and support employment lands*
- *2.4 Work to attain the region's full tourism potential*

Goal 2 and its strategies align with *Metro 2050 Goal 2: Support a Sustainable Economy*, specifically:

- *Strategy 2.1 Promote land development patterns that support a diverse regional economy and employment opportunities close to where people live;*
- *Strategy 2.2 Protect the supply and enhance the efficient use of industrial land; and*
- *Strategy 2.3 Protect the supply of agricultural land and strengthen agricultural viability*

In both plans, these strategies promote growth and protection of agricultural, employment, and industrial lands.

### **Fraser Valley Future 2050 Goal 3: Living Well**

Fraser Valley Future 2050 Goal 3 contains three strategies intended to ensure the region offers a high quality of life by offering a range of cultural, recreational, and social opportunities.

- *3.1 Promote healthy and inclusive living*
- *3.2 Support arts and culture initiatives*
- *3.3 Protect and enhance parks and recreation lands*

Goal 3 and its strategies align with *Metro 2050 Goal 3 Protect the Environment, Address Climate Change, and Respond to Natural Hazards*, specifically:

- *Strategy 3.1 Protect and enhance Conservation and Recreation lands*

In both plans, these strategies emphasize the need to protect lands for recreation and for the provision of ecosystem services.

**Fraser Valley Future 2050 Goal 4: Community Building**

Fraser Valley Future 2050 Goal 4 contains four strategies focused on creating compact, complete communities that strengthen urban centres, maintain rural character, and offer choice and affordability in housing.

- 4.1 Concentrate growth in urban centres
- 4.2 Maintain the character of rural communities in electoral areas
- 4.3 Promote sustainable regionally-scaled resort development
- 4.4 Ensure housing choice and affordability

Goal 4 and its strategies align with Metro 2050 Goal 1: Create a Compact Urban Area and Goal 4: Provide Diverse and Affordable Housing Choices, specifically:

- Strategy 1.2 Focus growth in Urban Centres and Frequent Transit Development Areas;
- Strategy 4.1 Expand the supply and diversity of housing to meet a variety of needs;
- Strategy 4.2 Protect tenants and expand, retain, and renew rental housing supply; and
- Strategy 4.3 Meet the housing needs of lower income households and populations experiencing or at risk of homelessness.

In both plans, these strategies work towards concentrating growth and promoting housing choice and affordability.

**Fraser Valley Future 2050 Goal 5: Ecosystem Health**

Fraser Valley Future 2050 Goal 5 contains three strategies focused on protecting the air, water, and biodiversity.

- 5.1 Monitor, study, protect, and improve air quality
- 5.2 Protect watershed health
- 5.3 Protect biodiversity

Goal 5 and its strategies align with Metro 2050 Goal 3: Protect the Environment, Address Climate Change, specifically:

- Strategy 3.1 Protect and enhance Conservation and Recreation lands;
- Strategy 3.2 Protect, enhance, restore, and connect ecosystems; and
- Strategy 3.3 Advance land use, infrastructure, and human settlement patterns that reduce energy consumption and greenhouse gas emissions, create carbon storage opportunities, and improve air quality.

In both plans, these strategies aim to improve air quality, protect watersheds, and protect biodiversity.

**Fraser Valley Future 2050 Goal 6: Transportation & Mobility**

Fraser Valley Future 2050 Goal 6 contains two strategies focused developing an integrated, safe, and efficient transportation system for people and goods that promotes transit, walking, and cycling, and minimizes the transportation system's impact on air quality.

- 6.1 Create a region-wide transportation network
- 6.2 Promote active and alternative forms of transportation

Goal 6 and its strategies align with *Metro 2050 Goal 5: Support Sustainable Transportation Choices*, specifically:

- *Strategy 5.1 Coordinate land use and transportation to encourage transit, multiple-occupancy vehicles, cycling and walking; and*
- *Strategy 5.2 Coordinate land use and transportation to support the safe and efficient movement of vehicles for passengers, goods, and services*

In both plans, these strategies aim to facilitate the efficient movement of people and goods while also promoting active forms of transportation.

**Fraser Valley Future 2050 Goal 7: Infrastructure & Services**

*Fraser Valley Future 2050 Goal 7* contains four strategies focused on providing efficient, sustainable, and cost effective services that contribute to compact and sustainable growth.

- *7.1 Provide safe and efficient access to basic utilities*
- *7.2 Ensure responsible management of solid waste*
- *7.3 Ensure public safety through emergency management planning*
- *7.4 Minimize the impact of large-scale utility corridors*

Goal 7 and its strategies align with *Metro 2050 Goal 1: Create a Compact Urban Area* and *Metro 2050 Goal 2: Support a Sustainable Economy*, specifically:

- *Strategy 1.1 Contain urban development within the Urban Containment Boundary*
- *Strategy 3.4 Advance land use, infrastructure, and human settlement patterns that improve resilience to climate change impacts and natural hazards*

In both plans, these strategies encourage water and sewer systems that protect public health and the environment, and aim to improve public safety through emergency management planning.

**Fraser Valley Future 2050 Goal 8: Climate Change**

*Fraser Valley Future 2050 Goal* contains two strategies focused on mitigating the region's impact on global climate change and adapting to the impacts of climate change.

- *8.1 Mitigate the region's impact on global climate change*
- *8.2 Adapt to the impacts of climate change*

Goal 8 and its strategies align with *Metro 2050 Goal 3: Protect the Environment, Address Climate Change, and Respond to Natural Hazards*, specifically:

- *Strategy 3.3 Advance land use, infrastructure, and human settlement patterns that reduce energy consumption and greenhouse gas emissions, create carbon storage opportunities, and improve air quality; and*
- *Strategy 3.4 Advance land use, infrastructure, and human settlement patterns that improve resilience to climate change impacts and natural hazards*

In both plans, these strategies address resilience and mitigating climate change impact.

### **ALIGNMENT BETWEEN FRASER VALLEY FUTURE 2050 AND CLIMATE 2050**

Metro Vancouver's *Climate 2050* guides climate change policy and action for Metro Vancouver and includes roadmaps that describe a trajectory towards a resilient, low carbon region for the following issue areas:

- Nature and Ecosystems
- Water and Wastewater Infrastructure
- Human Health and Well-Being
- Buildings
- Transportation
- Industry and Business
- Energy
- Land Use and Urban Form
- Agriculture
- Waste

*Fraser Valley Future 2050* Goal 8 contains two strategies focused on mitigating the region's impact on global climate change and adapting to the impacts of climate change that align with *Climate 2050*.

- **8.1 Mitigate the region's impact on global climate change**  
Examples:
  - Targets for region-wide per capita reduction in GHG emissions of 50% by 2050
  - Promote development of renewable energy supply that reduce GHG emissions and protects air quality
  - Support for community design that facilitates active transportation
  - Support for high energy efficient building standards
- **8.2 Adapt to the impacts of climate change**  
Examples:
  - Ensuring that land use, transportation, water supply management, and other planning decisions at the regional level take climate change impacts into account
  - Researching and promoting best practices for climate change mitigation and adaptation

### **ALTERNATIVES**

1. That the MVRD Board:
  - a) accept the Fraser Valley Regional District Fraser Valley Future 2050 Regional Growth Strategy (Bylaw No. 1706, 2023) pursuant to section 436 of the Local Government Act; and
  - b) send a letter forwarding the Board resolution to the Fraser Valley Regional District Board.
2. That the MVRD Board decline acceptance of the Fraser Valley Regional District Fraser Valley Future 2050 Regional Growth Strategy (Bylaw No. 1706, 2023) and notify the Fraser Valley Regional District Board of the decision and the reasons.

### **FINANCIAL IMPLICATIONS**

There are no financial implications associated with this report.

### **CONCLUSION**

In January 2024, the FVRD Board gave second reading to *Fraser Valley Future 2050*, its new regional growth strategy, and referred it to Metro Vancouver and other affected local governments for acceptance. Staff have reviewed *Fraser Valley Future 2050* relative to *Metro 2050* and *Climate 2050*

and conclude that there is general alignment between Metro Vancouver's and the FVRD's strategies. Staff recommend Alternative 1.

#### **ATTACHMENT**

1. "Correspondence from FVRD Board, Subject: Referral of Fraser Valley Regional District Regional Growth Strategy Bylaw No. 1706, 2023 for Acceptance by Affected Local Governments", dated, January 26, 2024

#### **REFERENCES**

1. [FVRD Fraser Valley Future 2050 Presentation – Regional Planning Committee \(October 6, 2023\)](#)
2. [Draft Fraser Valley Regional District Regional Growth Strategy Bylaw No. 1706, 2023](#)
3. [Report dated January 25, 2024 titled "Fraser Valley Regional District Growth Strategy Bylaw No. 1706, 2023 Correction"](#)
4. [Report dated December 7, 2023 titled "Second Reading of Fraser Valley Regional District Regional Growth Strategy 1706, 2023"](#)
5. [Staff presentation to affected local governments on the updated regional growth strategy draft](#)

65861656



[www.fvrd.ca](http://www.fvrd.ca) | [info@fvrd.ca](mailto:info@fvrd.ca)

January 26, 2024

Metro Vancouver Regional District  
Metrotower III, 4515 Central Boulevard  
Burnaby, BC V5H 0C6  
**VIA EMAIL**

Attention: Metro Vancouver Regional District Chair and Board

Dear Chair and Board:

**Re: Referral of Fraser Valley Regional District Regional Growth Strategy Bylaw No. 1706, 2023 for Acceptance by Affected Local Governments**

Please find attached a copy of draft *Fraser Valley Regional District Regional Growth Strategy Bylaw No. 1706, 2023* and Schedule A: "Fraser Valley Future 2050 Regional Growth Strategy."

The Fraser Valley Regional District (FVRD) Board has given second reading to *Fraser Valley Regional District Regional Growth Strategy Bylaw No. 1706, 2023* and resolved to refer the regional growth strategy to affected local governments (member municipalities and adjacent regional districts) for acceptance.

In accordance with Section 436 of the LGA, an affected local government must, within 60 days of receipt of this notice and by way of a council or board resolution submitted to the FVRD board, formally accept the regional growth strategy. If an affected local government fails to act within the period for acceptance, it is deemed to have accepted the regional growth strategy.

If an affected local government does not accept the regional growth strategy, it must indicate within the 60 day referral period: (a) each provision to which it objects, (b) the reasons for its objection, and (c) whether it is willing that a provision to which it objects be included in the regional growth strategy on the basis that the provision will not apply to its jurisdiction.

The FVRD has worked closely with member municipalities, adjacent regional districts, local First Nations, members of the public, and other agencies and organizations on the review and update of the regional growth strategy. For more information about RGS engagement and collaboration, please visit the FVRD's website at [fvrd.ca/rgs](http://fvrd.ca/rgs).

Additional documents have been included in this package for information purposes.

The Fraser Valley Regional District would like to thank you and your staff for their time, contributions, and commitment to the regional growth strategy update. We look forward to your continued support as we move towards the adoption and implementation of "Fraser Valley Future 2050."

Should you have any questions or require further information, please contact Alison Stewart, Manager of Strategic Planning, [astewart@fvrld.ca](mailto:astewart@fvrld.ca), 604-702-5054.

Council resolutions can be sent to Jaime Van Nes, Director of Legislative Services, Fraser Valley Regional District by email at [jvannes@fvrld.ca](mailto:jvannes@fvrld.ca).

Yours truly,

Jason Lum  
Chair of the FVRD Board

Cc: Jerry Dobrovolny, Chief Administrative Officer, Metro Vancouver Regional District  
Jonathan Cote, Deputy General Manager, Planning and Housing , Metro Vancouver Regional District  
Jennifer Kinneman, Chief Administrative Officer, Fraser Valley Regional District  
Stacey Barker, Director of Regional Services, Fraser Valley Regional District  
Jaime Van Nes, Director of Legislative Services, Fraser Valley Regional District

Attachments:

1. [Draft Fraser Valley Regional District Regional Growth Strategy Bylaw No. 1706, 2023](#)
2. [Report dated January 25, 2024 titled "Fraser Valley Regional District Growth Strategy Bylaw No. 1706, 2023 Correction"](#)
3. [Report dated December 7, 2023 titled "Second Reading of Fraser Valley Regional District Regional Growth Strategy Bylaw 1706, 2023"](#)
4. [Staff presentation to affected local governments on the updated regional growth strategy draft](#)



To: Regional Planning Committee

From: Jessica Hayes, Acting Program Manager, Housing Policy and Planning  
Regional Planning and Housing Services

Date: February 20, 2024 Meeting Date: March 8, 2024

Subject: **Inclusionary Housing Policy Review – Final Report and Regional Model Policy Framework**

---

## RECOMMENDATION

That the MVRD Board:

- a) receive for information the report dated February 20, 2024, titled “Inclusionary Housing Policy Review – Final Report and Regional Model Policy Framework”; and
  - b) send correspondence to member jurisdictions, requesting that the regional model policy framework be considered when adopting or updating inclusionary housing policies.
- 

## EXECUTIVE SUMMARY

The Inclusionary Housing Policy Review project assesses inclusionary housing policies and practices in the region, and advances a regional inclusionary housing model informed by best practices, economic analysis, and stakeholder feedback for inclusionary housing. Inclusionary housing has been an important tool in the region, contributing approximately 9,200 new below-market units to date. Recent changes to Provincial legislation, changing market conditions, and experience in implementing current policies suggest opportunities to better utilize inclusionary housing tools in the region. The regional model policy framework is intended to assist member jurisdictions seeking to adopt or update inclusionary housing policies, and encourage policy consistency across the region, while recognizing the varied housing markets in Metro Vancouver and impacts of inclusionary housing on development feasibility.

Well-designed inclusionary housing policy can generate a significant number of new affordable homes in the region, but must be carefully considered to ensure it is in line with market conditions, implementable, and efficient. In terms of the viability of inclusionary housing, the study found that the higher priced markets in Metro Vancouver appear to strongly support up to 10% or 20% inclusionary housing under current conditions, while the moderate markets may be able to support some inclusionary housing. The lower priced markets may be challenged to support any viable amount of inclusionary housing at this time, primarily due to the current high construction costs that are creating a difficult environment for housing development overall. However, it is anticipated that with improved market conditions and phased implementation over time, inclusionary housing will be supportable in all markets. The report also finds that greater consistency could have significant benefits and recommends the following policy design to optimize the effectiveness and feasibility of the framework:

- A tiered inclusionary unit set aside rate, with the percentage of units required ranging from 5% to 20% based on the local housing market and phased in over time;

- A voluntary approach to inclusionary housing in exchange for bonus density above the new provincial minimum densities;
- A mandatory inclusionary zoning contribution in provincially-designated TOAs, in order to capture affordable housing benefits in increased minimum base densities near transit;
- Depth of affordability for the inclusionary units set at a moderate affordability level (10% below CMHC average market rent);
- Length of affordability of the inclusionary housing units secured for the life of the building;
- Applicable only in strata developments (base tenure) that contain at least 100 units (minimum size of development);
- Includes an option to provide cash-in-lieu or delivery of inclusionary units off-site with Council approval, and only if adequate housing outcomes are achieved;
- Inclusionary units to be owned (sold below-market) and operated by a non-profit or qualified organization; and,
- Annual performance monitoring and reporting (# of units generated), and 3 to 5-year policy reviews (financial impact and economic analysis).

Metro Vancouver will engage with member jurisdictions and the Province on the regional model inclusionary housing policy framework. Some of the recommendations would require new legislation to permit inclusionary zoning in BC, which is anticipated to be enabled by the Province this spring.

## **PURPOSE**

To provide the Regional Planning Committee and MVRD Board with the final report and recommendations of the Inclusionary Housing Policy Review, including a regional model policy framework.

## **BACKGROUND**

Metro Vancouver's Regional Planning and Housing team supports and convenes member jurisdictions around regional housing issues, including producing best practice policy research. Inclusionary housing policies have become an increasingly used policy tool to support the delivery of affordable housing in the region. This policy lever has been identified by member jurisdictions as a topic of interest for further study, and is on the Regional Planning Committee work plan for 2024. Advocacy to the Province to adopt enabling legislation that provides the ability for local governments to mandate affordable housing through inclusionary zoning powers was identified as an action item in *Metro 2050* (Policy 4.1.5). Furthering partnerships and exploring Metro Vancouver Housing's potential role in facilitating, managing and acquiring inclusionary housing units are also key aspects of the *Metro Vancouver Housing 10-Year Plan*.

This report provides the final report from the inclusionary housing policy review project, and an overview of the regional model inclusionary housing policy framework developed as part of the study.

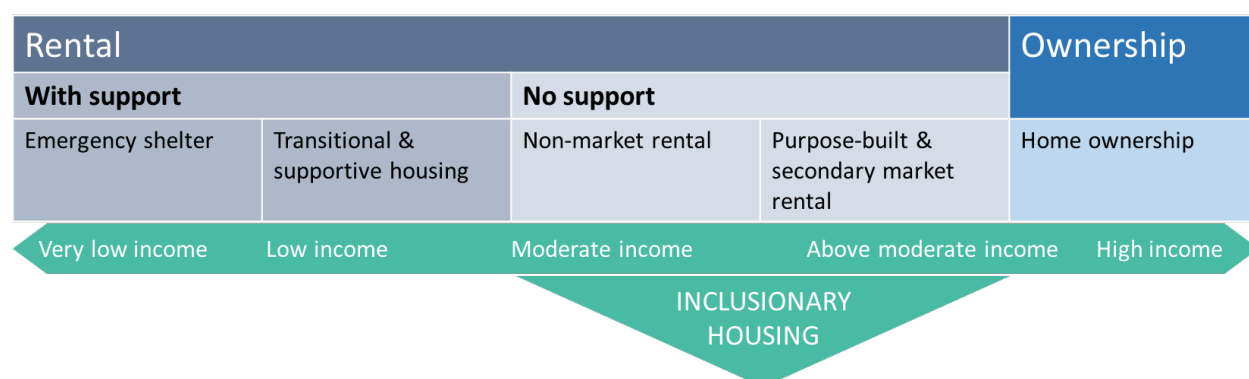
## **INCLUSIONARY HOUSING OPPORTUNITY AND BEST PRACTICES**

There is an urgent need for additional housing supply in Metro Vancouver, particularly affordable and secure rental housing. The provincial government is overhauling the planning framework in BC,

and inclusionary housing represents a critical opportunity to ensure that new growth and density can simultaneously contribute to the provision of affordable homes.

The demand for rental housing is significantly outpacing the growth in supply and availability of rental units. Between the 2016 and 2021 Census periods, total renter households in Metro Vancouver increased by over 13% while the purpose-built rental stock increased by just 5.6%. At the same time, the average vacancy rate for rental apartments has remained consistently very low, while the viability of constructing new rental projects continues to be challenged by rising construction costs and interest rates, labour shortages, and significant inflation. While inclusionary housing typically does not provide deeply affordable units, it is an effective tool to generate below-market units for middle income households, as shown in Figure 1. In addition, depending on the program design, inclusionary housing policies can increase the number of non-market rental units owned or operated by non-profits, which generally deepen in affordability over time.

**Figure 1: Housing Continuum and the Inclusionary Housing Opportunity**



### Inclusionary Housing Defined

Inclusionary housing is a broad term that refers to municipal initiatives that use planning regulations and the development approval process to engage private developers to provide a percentage of affordable housing in otherwise market-rate housing developments. The terms “inclusionary housing” and “inclusionary zoning” are often used interchangeably, however, the current regulatory context in BC does not allow inclusionary zoning which would allow local governments to require a certain percentage of affordable housing units be provided as part of a market-rate development. Instead, BC local governments use “voluntary” inclusionary housing policies which encourage the delivery of affordable housing units in private development by providing additional density or other incentives. While some local governments do not currently have an inclusionary housing policy, they may be using similar tools and incentives, for example, through density bonus policies, to ensure that developers include a proportion of affordable units in their developments. There is considerable diversity in the design and implementation of inclusionary housing policies across the Metro Vancouver region, which is, in part, a reflection of the specific and distinct market and policy conditions of each jurisdiction. However, similarities in design and policy components also suggest opportunities to streamline policies for greater regional consistency, which could make policies more effective and easier to navigate for non-profit providers and developers.

### **Inclusionary Housing Best Practices**

Based on the jurisdictional scan of existing inclusionary housing policies in Metro Vancouver and review of leading practices from other jurisdictions, best practices were identified and considered in the development of the recommended regional model policy framework. Inclusionary housing policies were found to be most effective when:

- the provision of affordable housing is mandatory (voluntary programs have proven to be far less effective than mandatory programs);
- they apply as universally as possible;
- they maintain affordability “permanently”;
- they consider local market conditions;
- they use fixed and non-negotiable rules that are set out in advance so that developers know the cost of the inclusionary housing obligation when purchasing the land for development. This applies most particularly to the unit set-aside rate, the depth of affordability requirement, and the development incentives; and,
- they provide limited flexibility with regards to cash-in-lieu or off-site delivery. Opt-out provisions should operate within strict parameters and only allow these alternatives when they demonstrably produce a greater public benefit than the on-site obligation.

As part of the best practices review research, key informant interviews were conducted with local government staff and representatives from the non-profit housing sector, and the private development sector. Interviewees identified a number of successes and challenges based on their experiences implementing and interfacing with existing inclusionary housing policies in the Metro Vancouver region.

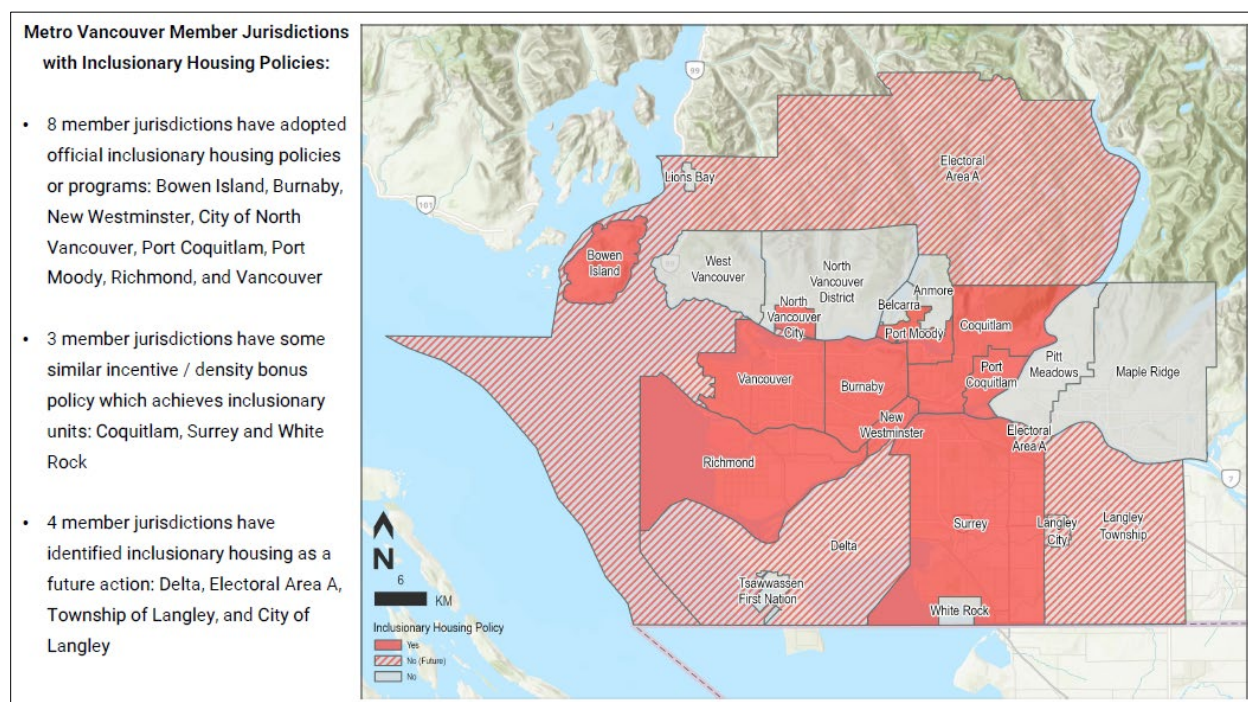
Some of the success factors identified were predictability and consistency, policies that take into account market conditions and are assessed and revised accordingly, policies that apply to denser housing types (mid-rise, high-rise buildings), and the inclusion of a phase-in window prior to a policy coming into effect. On the other hand, interviewees identified areas for improvement including the simplification of policy to ensure that they are easily understood by the development sector and non-profit operators, ensuring that affordability requirements do not impact project feasibility and that incentives are calibrated accordingly, and encouraging early engagement between developers and non-profit partners.

### **INCLUSIONARY HOUSING IN METRO VANCOUVER**

To date, eight member jurisdictions in Metro Vancouver have adopted inclusionary housing, and several others have other policies that similarly achieve below-market units through incentives like density bonusing. As well, there is a number of Metro Vancouver member jurisdictions who have identified inclusionary housing as a future priority as part of their housing action plans (Figure 2).

The table that follows provides a summary of the key features of the existing inclusionary housing policies and programs that currently exist within the Metro Vancouver region (Table 2).

**Figure 2: Metro Vancouver Member Jurisdictions with Inclusionary Housing or Similar Policies**



**Table 2: Summary of Key Features of Existing Inclusionary Housing Policies in Metro Vancouver**

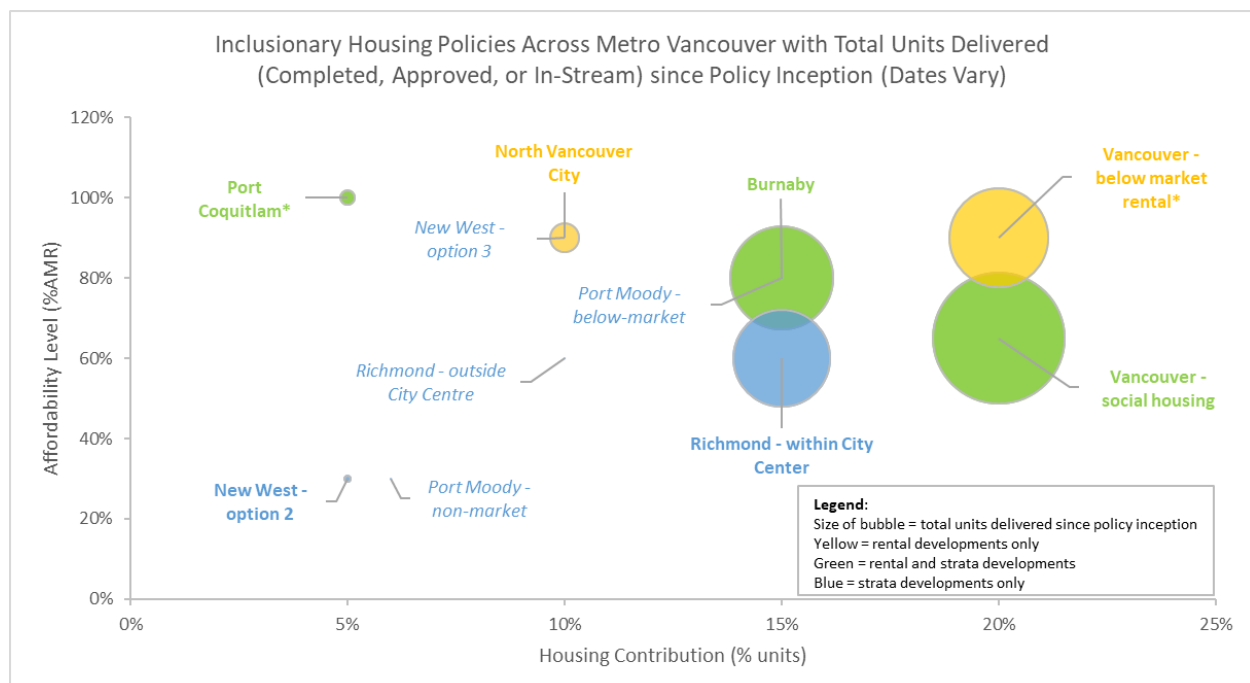
Policy element	Description
<b>Set-aside percentage and Affordability level</b>	Ranges from 5% of Gross Floor Area (GFA) or units (for deeply affordable units i.e., shelter rate and Rent Geared to Income (RGI) units to 30% of GFA or units (Vancouver: 20% social housing + 10% below market rental). Some municipal policies have varying requirements for set aside percentage based on the neighbourhood or plan area (i.e., more units required in centres).
<b>Affordability period</b>	Majority of policies are for 60 years or life of the building.
<b>Tenure type</b>	Most existing policies in the region apply to either strata tenure developments or strata and mixed tenure developments. The only member jurisdictions that have inclusionary housing policies that apply to rental only buildings are the City of Vancouver and the City of North Vancouver.
<b>Opt-out options</b>	Cash in lieu option available in most but not all policies, usually for projects resulting in fewer than 3 or 4 inclusionary units.
<b>Developer incentives</b>	Most existing policies in the region offer developers some type of incentive in exchange for providing affordable housing (primarily a density bonus).
<b>Operating and management</b>	The most common operating/management requirement in the existing policies is for units to be managed by a non-profit, with the option for the units to remain in the ownership of a private developer.

Existing inclusionary housing policies and practices vary significantly across jurisdictions and as a relatively new tool, there has been no comprehensive effort to measure and understand their effectiveness. Despite this, a significant number of inclusionary housing units have been delivered in Metro Vancouver since the first inclusionary housing policies were adopted, though the scale is difficult to precisely quantify, for various reasons including:

- Differences in the tracking of inclusionary units, making comparison across jurisdictions difficult;
- Some jurisdictions have very location-specific and time-specific policies, making comparisons over a time period or across sub-regions difficult;
- Some jurisdictions allow for cash-in-lieu or off-site delivery of inclusionary units, which may not always be tracked or translated into an exact count of units produced; and
- Among the data that is tracked, little is made available publicly at a granular level, making it difficult to use for policy evaluation and research.

Despite these challenges, this study estimates that approximately 9,200 inclusionary housing units have been delivered in the region (approved or completed) since inception of the various policies across the region (Figure 3). The existing gaps in inclusionary housing data illustrates the need for clear and consistent policy design and reporting, to enable future monitoring and evaluation of the effectiveness of these policies in Metro Vancouver.

**Figure 3: Scale of Units Delivered via Inclusionary Housing Policies in Metro Vancouver**



## REGIONAL MODEL POLICY FRAMEWORK

In 2023, SHS Consulting Inc. was contracted by Metro Vancouver to conduct a jurisdictional scan, best practice research, interviews with key stakeholders, and economic analysis. The study drew on these inputs to develop a regional inclusionary housing model framework.

As outlined in the final report (Attachment 1), the following policy design is recommended to optimize the effectiveness and feasibility of the regional inclusionary housing policy framework:

**Table 3: Summary of Regional Model Policy Framework**

Policy element	Regional Model Policy Framework Recommendation	Rationale
<b>Set-aside percentage</b>	<p>A tiered inclusionary unit set aside rate, with the percentage of units required ranging from 5% to 20% based on the local housing market and phased in over time;</p> <ul style="list-style-type: none"> <li>• Voluntary approach to inclusionary housing in exchange for bonus density above the new provincial minimum densities; and,</li> <li>• Mandatory inclusionary zoning contribution in provincially-designated TOAs, in order to capture affordable housing benefits in increased minimum base densities near transit.</li> </ul>	<p>Set-aside amounts are based on the results of the economic analysis and are recommended to begin at modest levels, recognizing that construction costs are at recent highs and residential construction is eventually expected to return to higher profitability, and thus able to carry higher affordable housing contributions. The higher end of the set-aside range (20%) is aligned with some of the existing policies within higher priced markets in Metro Vancouver. In addition, the recommendation for mandatory affordable housing contributions in TOAs ensures that affordable housing benefits are being captured when these areas are upzoned to meet new minimum densities.</p>
<b>Affordability level</b>	<p>Depth of affordability for the inclusionary units set at a moderate affordability level (10% below CMHC average market rent).</p>	<p>Despite the important need for deeply affordable units, inclusionary housing is best suited to a moderate depth of below-market affordability, as the provision of the affordable units has to be balanced with the project's overall viability. Deeply affordable units that require operating subsidies are best delivered with financial support senior governments. The study found that moderate and weaker markets had challenging financial</p>

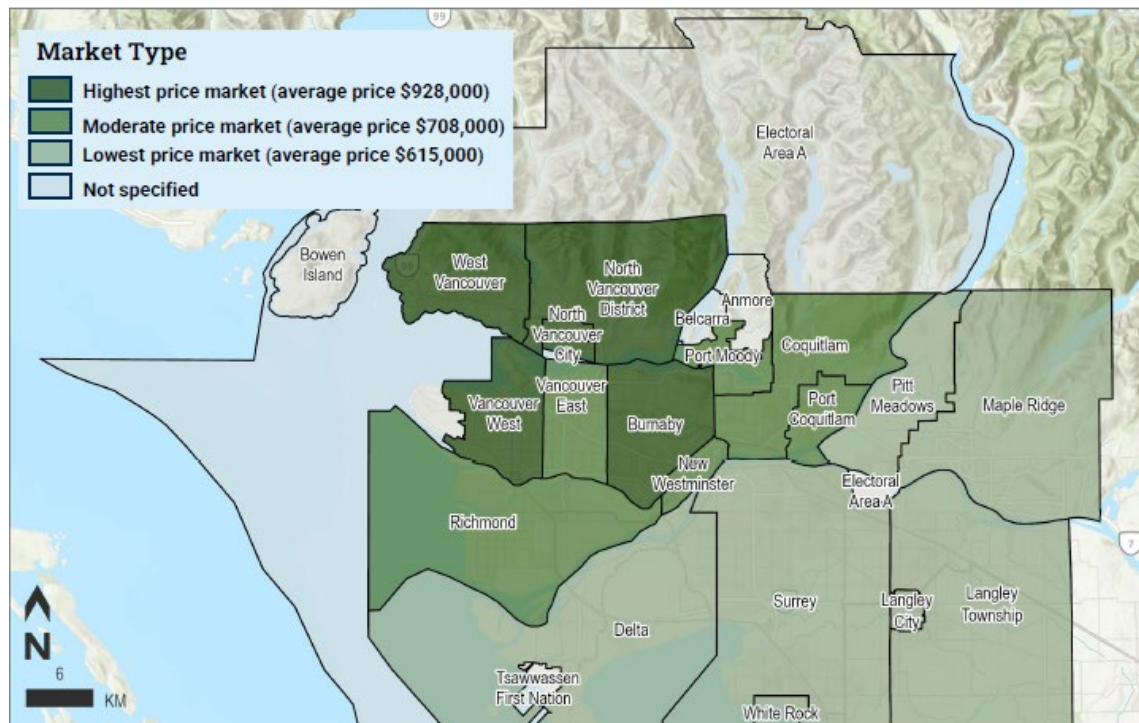
		feasibility results, therefore 10% below CMHC average rent is recommended, which is still a significant discount compared to true market rents for new units. The affordability will also deepen over time as the building ages.
<b>Affordability period</b>	Length of affordability of the inclusionary housing units secured for the life of the building.	All existing inclusionary housing policies in Metro Vancouver have affordability periods that are either in perpetuity, or for 60 years or life of the building. The study findings suggest that it is a best practice for all affordable units provided through inclusionary housing policies to be affordable over a long and enduring period to prevent the units from being lost to the marketplace at turnover. Requiring affordability 'in perpetuity' requires the registration of agreements / liens that must be monitored, and may add additional administration costs.
<b>Size and tenure type</b>	Applicable only in strata developments (base tenure) that contain at least 100 units (minimum size of development).	Given that rental projects are already financially challenged to proceed in most markets, the economic analysis indicates that layering on inclusionary housing requirements could negatively impact rental housing development. Strata developments are commonly built at higher densities and have the greatest ability to contribute toward community benefits such as affordable housing, making strata buildings a preferable focus for inclusionary housing policies. A minimum size of development (>100 units) is proposed, as projects smaller than this size will not be able to generate a meaningful number of inclusionary housing units.

<b>Opt-out</b>	Include an option to provide cash-in-lieu or delivery of inclusionary units off-site with Council approval, and only if adequate housing outcomes are achieved.	All existing policies in Metro Vancouver include a cash-in-lieu option, however, this option is often not commensurate with the value of the actual housing unit contribution. The study suggests that allowing off-site or cash-in-lieu options should come with restrictions and be limited to when the alternative results in a better outcome (i.e. there would be too few affordable units secured or the inclusionary unit requirements could be better fulfilled in a nearby purpose-built rental building with better access to transit and services).
<b>Operating and management</b>	Inclusionary units to be owned (sold below-market) or operated by a non-profit or qualifying agency.	Requiring that inclusionary units are owned or operated by a non-profit ensures that the units become part of the stock of permanently affordable units, and will likely result in deeper affordability.
<b>Monitoring and reporting</b>	Annual performance monitoring and reporting (# of units generated), and 3 to 5-year policy reviews (financial impact and economic analysis).	Monitoring and reporting increases transparency and oversight and ensures that the policy is achieving its intended outcomes, without negatively impacting development activity.

### Economic Analysis

SHS Consulting undertook an economic and viability analysis to determine how much inclusionary housing can be provided under a set of scenarios within three representative housing markets (lowest, moderate, and highest price market areas) identified within Metro Vancouver (Figure 4).

**Figure 4: Metro Vancouver Housing Markets**



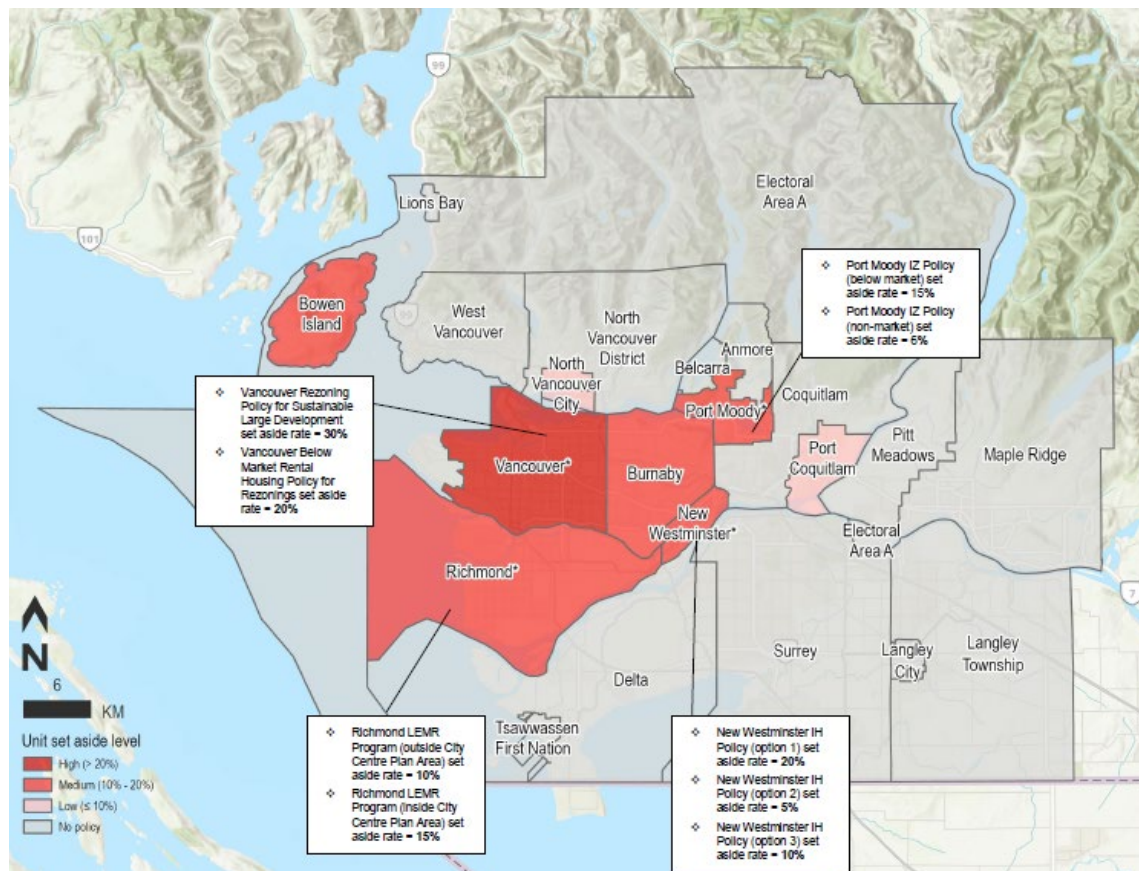
Multiple scenarios were tested in each of these market areas, for different built forms and construction types, to evaluate the viability of inclusionary housing policy options at various set aside percentages and affordability levels, once upzoning had occurred (based on the “residual” land value to determine how much inclusionary housing can be supported). Overall, the study found that the higher priced markets in Metro Vancouver appear to strongly support up to 10% or 20% inclusionary housing under current conditions, while the moderate markets may be able to support some inclusionary housing. The lower priced markets may be challenged to support any viable amount of inclusionary housing at this time, primarily due to the current high construction costs that are creating a difficult environment for housing development overall.

A future-looking scenario was also developed which assumed interest rates decline and prices continue to increase. Under this scenario, the moderate priced markets will be able to support approximately 10% inclusionary housing, and the lowest priced markets will support inclusionary housing in some projects. This analysis suggests that minor changes in the variables result in more housing projects becoming viable, and subsequently more projects being able to support inclusionary housing contributions in Metro Vancouver going forward.

As the economic and viability analysis was undertaken as a “point-in-time” analysis and based on current construction cost assumptions, the regional model policy framework proposes a tiered policy design with gradual phase-in of inclusionary housing set aside amounts (5% - 10% - 20%) at a moderate level of affordability (10% below average market rents) that remains consistent as the set aside increases over time. Introducing a modest set aside amount of 5% to 10% would create some units and position the municipality to increase the inclusionary housing set aside amount as the housing market improves in the future, with low risk to stalling the development environment. For

most Metro Vancouver member jurisdictions, these proposed set aside rates are consistent with existing policy approaches (Figure 5), however, several of the policies have yet to see any inclusionary units built. As such, the tiered system would enable scaling over time and as the housing market recovers, while permitting member jurisdictions within higher housing markets to adopt a higher tier immediately.

**Figure 5: Metro Vancouver Existing Inclusionary Housing Policy Set-Aside Rates**



### Alignment with Provincial Housing Legislation

The suite of legislative changes recently introduced by the Province will introduce new minimum standards for height and density near transit, and shift local governments toward a pro-active planning framework, requiring pre-zoning for 20 years of housing needs. In particular, Bill 47 (Transit-Oriented Areas) will require local governments to set minimum heights and densities for housing within defined transit-oriented development areas, but have not included any consideration for securing affordable housing units within these new base densities. In current planning practice, municipalities contribute to housing objectives by capturing a portion of the additional land value created through rezoning to contribute towards affordable housing. Many of the existing inclusionary housing policies in the region are tied to rezoning. There is a substantial risk that the new legislation will reduce the ability of municipalities to generate much needed non-market/affordable housing units through new development, without expanding the tools for local governments to request an inclusionary zoning contribution through as-of-right development.

The Inclusionary Housing Policy Review project scope originally included the objective of advocating to the Province to adopt new legislation that would enable the authority for *inclusionary zoning* in BC. Since that time, the Province has indicated that it intends to introduce inclusionary zoning legislation in Spring 2024. As such, the report identifies considerations for the implementation of mandatory inclusionary zoning in transit-oriented areas, which could be leveraged by member jurisdictions interested in adopting the regional model policy, or aligning their existing inclusionary housing practices with the regional framework. As part of Metro Vancouver’s engagement with the Province, staff will be requesting that the regional model policy framework be considered, to ensure that the recommendations would be implementable alongside new provincial legislation.

## **NEXT STEPS**

This report requests that correspondence be sent to all member jurisdictions asking them to consider the regional model policy framework, which is intended to complement existing inclusionary housing practices in Metro Vancouver municipalities, while encouraging greater policy consistency across the region. In particular, there is an opportunity to leverage the use of forthcoming inclusionary zoning powers to ensure that affordable housing units are secured in provincially-designated transit-oriented areas (TOAs) across the region. Following input from the Regional Planning Committee and direction from the MVRD Board, staff will engage with interested member jurisdictions to discuss opportunities to align existing inclusionary housing practices with the regional model policy framework.

In addition, further work will be undertaken to explore supportive roles for Metro Vancouver or other agencies, such as monitoring and reporting, and managing centralized lists of pre-approved non-profit housing providers or waitlists for residents that are eligible for inclusionary housing units.

## **ALTERNATIVES**

1. That the MVRD Board:
  - a) receive for information the report dated February 20, 2024, titled “Inclusionary Housing Policy Review – Final Report and Regional Model Policy Framework”; and
  - b) send correspondence to member jurisdictions, requesting that the regional model policy framework be considered when adopting or updating inclusionary housing policies.
2. That the MVRD Board receive for information the report dated February 20, 2024, titled “Inclusionary Housing Policy Review – Final Report and Regional Model Policy Framework”, and provide alternate direction to staff.

## **FINANCIAL IMPLICATIONS**

This project was completed through a mix of staff and consultant support. Professional consulting costs totaling \$71,165 were included in the 2023 and 2024 Housing Policy and Planning budget and work plan.

## **CONCLUSION**

The Inclusionary Housing Policy Review was initiated in 2023, and included a review of existing inclusionary housing policies in Metro Vancouver, best practice research, interviews with key

stakeholders, and economic analysis to develop a regional inclusionary housing model framework. Inclusionary housing has been an important tool in the region to date, contributing an estimated 9,200 new below-market housing units, suggesting opportunities to further scale the use of inclusionary housing tools to achieve goals such as the *Metro 2050* target of 15% affordable rental housing in Urban Centres and Frequent Transit Development Areas. The regional model policy framework is intended to assist member jurisdictions seeking to adopt or update inclusionary housing policies, and encourage policy consistency across the region, while recognizing the varied housing markets in Metro Vancouver and impacts of inclusionary housing on development feasibility. Staff are seeking direction to send correspondence to member jurisdictions to consider the regional model policy framework. In addition, staff will continue advocating to the Province, and request that the regional model policy framework be considered, to ensure that the recommendations would be implementable alongside forthcoming provincial legislation to enable inclusionary zoning. Staff recommend Alternative 1.

#### **ATTACHMENTS**

1. "A Regional Model for Inclusionary Housing – Final Report", dated February 29, 2024.
2. Presentation re: Inclusionary Housing Policy Review – Final Report and Regional Model Policy Framework.

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# A Regional Model for Inclusionary Housing

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## Metro Vancouver Regional District

*Final Report • February 29, 2024*

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# Acknowledgements

This study to develop a regional model for inclusionary housing was undertaken on behalf of Metro Vancouver Regional District.

We would like to thank staff from the Metro Vancouver Regional District Regional Planning & Housing Services team for their direction, input, and assistance throughout this study.

We would also like to thank all the key stakeholders involved in this study, including the local municipalities, private developers and non-profit housing providers/developers who provided valuable data and information for this study.

## SHS Consulting

The following team members make up the project team at SHS.

**Narmadha Rajakumar**, Partner

**Dalton Wudrich**, Senior Consultant

**Melissa Giblon**, Analyst, Housing Policy & Research

**Matt Pipe**, Senior Analyst, Housing Policy & Research

## CPCS

The following team members make up the project team at CPCS.

**Isanna Biglands**, Senior Consultant

## Metro Vancouver Regional District

The following staff members from the Metro Vancouver Regional District make up the core team contributing to this work.

**Michael Epp**, Director, Housing Planning and Development

**Jessica Hayes**, Acting Program Manager, Housing Policy & Planning

**Diana Jeliazkova**, Regional Planner, Metro Vancouver Housing



# 1 Introduction, Background and Context

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# Introduction

The purpose of this study is to take stock of current inclusionary housing policies and practices within the Metro Vancouver region and develop an inclusionary housing model framework that would support Metro Vancouver and the communities within it to reach its objectives for improved affordable housing options moving forward. The goals of the inclusionary housing model framework are to 1) provide a consistent framework of policies that municipalities that either already have or do not have inclusionary housing policies can voluntarily adopt or “opt-in” to, and 2) to support municipalities to implement the tool in the most effective way.

The inclusionary housing model framework presented in this report has been developed based on a review of current inclusionary housing policies and practices in the region and consultation with key stakeholders on the opportunities and challenges faced with the existing practices; an in-depth review of best practices and case studies from other jurisdictions; and a fulsome economic feasibility analysis that explores how to balance the available land lift with the amount of affordable unit set aside and depth of affordability desired, and that is feasible within current market conditions.

The scope of recommendations in this report include a recommended policy framework and phase-in approach, as well as considerations for the unit set aside rates, depth of affordability and affordability period, the size and tenure of projects included within the scope of this policy, provisions for project incentives and opt-out considerations, and potential roles for the Metro Vancouver Housing Corporation in the administration of units. The role of Metro Vancouver in the ongoing monitoring and evaluation of the inclusionary housing framework is also considered through recommended reporting processes. The final recommendations also include a framework for conforming to recent legislative changes in British Columbia and consider how the framework could be implemented should the Province of British Columbia enact legislation to enable inclusionary zoning.

# Overview of Study

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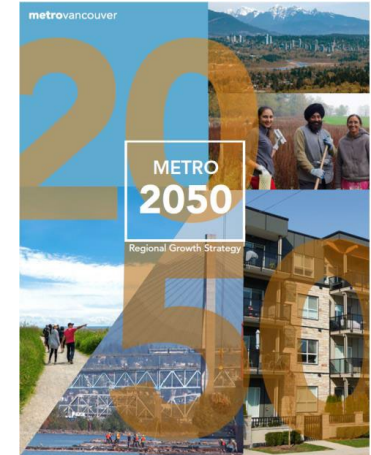
This section provides an overview of the study background, objectives and approach.

# Background

Metro Vancouver is comprised of a federation of 21 municipalities, one electoral area and one treaty First Nation with a population of 2.6 million people. Like in many other cities in Canada, housing affordability is one of Metro Vancouver's most challenging regional issues. Metro Vancouver is taking action and looking for new solutions to the housing affordability crisis. This study explores how inclusionary housing policies can be used as effective tools for creating more affordable housing within the context of Metro Vancouver.

Planning for diverse and affordable housing choices is one of the goals of **Metro 2050**, the regional growth strategy adopted in February 2023. In addition, the **Metro Vancouver Housing 10-Year Plan (2022 Progress Update)** identifies the affordable housing crisis the region is facing and recognizes the need to increase the region's affordable housing portfolio.

**Goal 4: Provide Diverse and Affordable Housing Choices** of the regional growth strategy includes a strategy to encourage policies and actions that expand rental housing supply, mitigate or limit the net loss of existing purpose-built rental and non-market housing stock, and protect renter households. Policy 4.2.3 sets a regional target that by 2050 at least 15% of newly completed housing units be affordable rental housing units. Furthermore, Policy 4.2.7 a) requires that member jurisdictions include a statement on how they will support and achieve the goal of having 15% of new housing units be affordable rental housing.



# Study objectives

## OBJECTIVE 1

### Develop a model inclusionary housing policy framework

The first objective of the study is to develop a model inclusionary housing policy framework that member municipalities can voluntarily adopt or “opt-in” to. The model policy has been developed using information gathered about the challenges and opportunities that municipalities, developers, and non-profits currently face under existing inclusionary housing policies in the region. It is also informed by economic theory, best practices and case studies from other jurisdictions, and a fulsome economic feasibility analysis that explores how to balance the available land lift with the amount of affordable unit set aside and depth of affordability desired, and that is feasible within current market conditions. This extensive and robust study of inclusionary housing aims to support municipalities to implement the tool in the most effective way and provide a consistent framework of policies that municipalities within the region that either already have or do not have inclusionary housing policies can voluntarily adopt or “opt-in” to.

## OBJECTIVE 2

### Advocate to the Province of British Columbia for inclusionary zoning

The second objective is to develop material to be presented to the Province of British Columbia for a potential framework for mandatory inclusionary zoning for consideration as a legislative tool to create new affordable housing. Unlike other jurisdictions in Canada and abroad, the current regulatory context in British Columbia (BC) does not enable inclusionary zoning which would allow municipalities to set a required percentage of affordable housing to be provided directly as part of zoning requirements. Instead, BC municipalities use voluntary inclusionary housing policies, density bonusing, and incentives which encourage the delivery of affordable housing through private development by securing a certain amount of affordable housing as a condition of rezoning or in exchange for additional density. However, the Province has recently indicated its willingness to explore inclusionary zoning and it is anticipated that legislation to enable inclusionary zoning in BC will be introduced by the Province in Spring 2024.

# Study approach

## APPROACH & METHODOLOGY

This project involves cataloging and assessing existing inclusionary housing policies and informal practices in the region, conducting a scan of global best practices, assessing the economic feasibility of various inclusionary housing models in different market typologies, and developing policy alternatives and recommendations that could be applied in the Metro Vancouver region. The project is being undertaken in five parts.

**Part 1: Detailed jurisdictional scan** of inclusionary housing policies and practices currently in place in the Metro Vancouver Region. This work included interviews with various municipalities that have inclusionary housing policies or practices to catalogue the details of those policies/practices

**Part 2: Review of inclusionary housing best practices** in other jurisdictions in Canada and the United States, as well as **key informant interviews** with non-municipal stakeholders for feedback on their experience with inclusionary housing policies; what is working well and what might need further consideration.

**Part 3: Economic analysis** that explores the impact of an inclusionary housing requirement on development viability and includes looking at market typology variables such as land value, development costs, potential land value lifts, and market housing prices to illustrate strong, moderate and emerging markets. The results test how different policy variables (i.e. rent levels, incentives or densities) affect development viability and the ability to generate new affordable housing units.

**Part 4: Policy alternatives** for the model inclusionary housing framework developed based on the research and analysis undertaken in the previous three parts, and Metro Vancouver's goals for inclusionary housing across the Region.

**Part 5: A recommended regional Inclusionary Housing model framework** which outlines the recommendations for an elective or 'opt in' inclusionary housing model that could be applied across multiple municipalities or at the regional level. The final recommendations will also consider how the framework could be applied in an inclusionary zoning context, if enabled by the Province of British Columbia.

# Background

## *Inclusionary housing and Inclusionary zoning*

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This section provides a background summary on inclusionary housing and inclusionary zoning: what it is, why it is important, and its key features.

# What is inclusionary housing & inclusionary zoning?

**Inclusionary housing (IH)** is a broad term that refers to municipal initiatives that use planning regulations and the development approval process to engage private developers to provide a percentage of affordable housing in their otherwise market-rate housing developments.

**Inclusionary zoning (IZ)** refers to a form of inclusionary housing. Inclusionary zoning refers to a zoning regulation or land use ordinance that requires developers of projects, often of a certain size, to provide a set amount of affordable housing in their market-rate residential development as a condition of development approval. Inclusionary housing therefore is a more general and inclusive term while inclusionary zoning is a particular type of inclusionary housing.

	Definition	Example
<b>Mandatory Inclusionary Housing (Inclusionary Zoning)</b>	<p>Mandatory inclusionary housing practices, such as inclusionary zoning, require all developments to provide affordable housing as a condition of zoning and receiving development approval on as-of-right development. These types of programs essentially require developers to provide the affordable housing proportion outlined in the regulation, if they want to pursue any development project.</p> <p>There is evidence from jurisdictions using these types of policies that they are very effective at creating affordable housing, where supported by market conditions.</p>	These approaches are permitted in Ontario, Manitoba, Alberta, and have been used across the US and England.
<b>Inclusionary Housing</b>	<p>Voluntary inclusionary housing policies encourage the delivery of affordable housing through private development by requiring a certain proportion of affordable units in exchange for additional density or some other incentive. The two primary voluntary approaches are “rezoning-based practices” and “incentive-based practices”.</p> <p>Rezoning-based inclusionary practices, such as those proposed in this study, leverage the increased density allowed under a rezoning approval in exchange for the provision of affordable housing. Developers have the option to build without providing affordable housing under the existing as-of-right conditions or build at a higher density with the affordable provision. In these programs, the cost to the developer of providing affordable housing units is recovered through additional revenues generated by the rezoning.</p> <p>In order for these policies to be effective, stakeholders believe that developers of affordable housing must be made “whole” by the incentives.</p>	These approaches are used in Canada, including Metro Vancouver, and to a limited extent in Australia and the US.

# Creating an inclusionary housing policy

There are many ways to implement affordable housing programs. Typically, municipalities tailor the design of their inclusionary housing policy to reflect their local housing market conditions and affordable housing needs. In designing an inclusionary housing policy framework, the trade-offs between the depth of affordability, number of units, and length of affordability must be considered., and the policy features will always need to support the affordable housing direction of the local Council.

*The design of an inclusionary housing policy differs based on the intended objectives of the policy:*

## Upzoning / Increased Density



- Creates affordable housing from the increased land value
- May include detailed, site-specific financial analysis

## Tenure of Affordable Housing

- There may be a need for both affordable ownership and rental in a community



## Incentives

- Policies tailored to balance incentives with the revenue losses from the affordable units
- Works better with mandatory policies or with not-for-profit developers



## Income Mixing



- Is there a policy direction to encourage income mixing in the community?

## Period of Affordability



- Permanent affordable housing has a larger financial impact, but provides long-term community benefit
- Limited affordability periods have lower financial impacts and will produce more affordable units

## Geographical Distribution of Affordable Housing

- Is there a policy direction to encourage distribution of affordable housing across the community?



# Inclusionary housing policy features

## Results of the jurisdictional scan

The details of inclusionary housing or zoning differ between communities that have implemented such policies, but all policy frameworks include decisions on these key features.

This report includes recommendations for each of these variables and a few others, based on the information gathered through best-practice research, stakeholder input, and the results of the financial analysis.

### Key Feature

### Description

#### Affordable housing unit set-aside

Set-aside requirements refer to the percentage of units a developer is required to set aside in the development as affordable housing. Most set-aside rates explored in the best practice review are between 5 and 30 percent, but some places have higher or lower requirements or sliding requirements.

#### Depth of affordability

The depth of affordability requirement determines how affordable the inclusionary units must be. In many existing policies, inclusionary housing units (i.e., affordable units) are rented at rents between 60 percent and 120 percent of average market rent.

#### Length of affordability period

Most programs control the duration of affordability of the inclusionary units to preserve affordability over the long term. Many policies also include compliance and monitoring requirements to ensure units remain affordable for the prescribed period.

#### Restrictions based on location and type of housing development

Inclusionary housing policies and regulations typically define where and when these policies apply (e.g., new residential development projects of a particular size, type, and tenure.) Some policies could apply only to new multi-family developments or could also include the rehabilitation of existing buildings, for example. Some policies also have specific requirements by neighbourhood.

#### Opt-out options (e.g., off-site construction and in-lieu payments)

Most inclusionary housing programs offer alternatives to providing the inclusionary housing requirements. These opt-out options typically involve allowing developers to make cash in-lieu payments or to construct the affordable housing off-site. This kind of flexibility is usually granted only in specific circumstances.

#### Developer incentives

Many inclusionary housing policies also involve some cost offsets in the form of incentives for developers. These incentives can work to either offset part or all the cost imposed on the developers of the inclusionary housing requirement. The most common developer incentives are density bonuses, fast tracked approval processes, reduced parking requirements, flexible design standards, waivers or reductions of permit and/or impact fees, and tax abatements.

#### Administration and monitoring

For an inclusionary housing program to be successful, there must be proper administration and oversight of the program. The specific requirements for ongoing administration of any inclusionary housing program will depend on the specific requirements and policy goals of the program.

# Inclusionary housing policy features

## Flexibility in program features

Depending on the goals and objectives of a municipality's inclusionary housing program, key policy features can be designed on a scale from less flexible to more flexible, as shown in the table below.

Less Flexible		More Flexible
Mandatory	↔	Voluntary
Higher set aside	↔	Lower set aside
Higher affordability threshold, longer affordability period	↔	Lower affordability threshold, Shorter affordability period
Jurisdiction-wide, all housing and tenure types	↔	Specific locations, specific housing and tenure types
No opt-outs	↔	Opt-outs: in lieu/off site
No or ineffective incentives	↔	Many market-responsive incentives
Strong operation/management requirements	↔	No operation/management requirements

Source: Based on Urban Land Institute, 2016.

# Inclusionary housing policy features

## Best practices

Key takeaways from the jurisdictional scan of existing inclusionary housing and inclusionary zoning policies are highlighted below and were taken into consideration in the development of the recommended policy framework.

### U.S. CASE STUDIES KEY TAKEAWAYS

- 1 Inclusionary housing policies are most effective when the provision of affordable housing is **mandatory**. Voluntary programs have proven to be far less effective than mandatory programs.
- 2 Inclusionary housing policies are most effective when the requirements apply as **universally** as possible.
- 3 Inclusionary housing policies are most effective when they use **fixed** and **non-negotiable rules**. The rules should be fixed, non-negotiable and set out in advance. This applies most particularly to the **unit set-aside rate**, the **depth of affordability requirement**, and the **development incentives**. Furthermore, having fixed rules is important for treating all developers consistently and fairly. It is particularly important for them to know the cost of the affordable housing obligation ahead of time when purchasing the land for development.
- 4 Inclusionary housing policies are most effective when they **maintain affordability “permanently”**.
- 5 Inclusionary housing policies are most effective when they provide **limited flexibility**. The regulations can provide some flexibility by allowing the use of **cash-in-lieu** or **off-site development**. However, the flexibility should operate within strict parameters and only allows these alternatives only when they demonstrably produce a greater public benefit than the on-site obligation.

### UK CASE STUDIES KEY TAKEAWAYS

- 1 England’s version of inclusionary housing policies has become more effective over the years in large part due to the **growing capabilities of the local authorities**. Their targets have been more demanding as they became more familiar with the process and certain of their powers.
- 2 England’s version of inclusionary housing policies is most effective when they **consider local market conditions**. Local market conditions have a strong influence in how the targets are set and met. In general, authorities in high-demand areas for market housing have been able to impose and achieve far higher targets than authorities elsewhere.
- 3 Although England’s experience holds many relevant lessons for Canada, because of fundamental differences between the English and Canadian planning systems, **the approach used in England cannot be readily replicated in Canada**.

# Background

## *Inclusionary housing in Metro Vancouver*

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This section provides an overview of the current context in Metro Vancouver by exploring the existing inclusionary housing policies in the region and the state of delivery of affordable housing in the region.

# Types of inclusionary housing policies in Metro Vancouver

Unlike other provinces in Canada and other jurisdictions internationally, the current regulatory context in BC **does not allow inclusionary zoning** which would allow municipalities to set a required percentage of affordable housing directly into zoning requirements.

Instead, BC municipalities use “voluntary” inclusionary housing policies which encourage the delivery of affordable housing through private development by requiring a certain proportion of affordable units in exchange for additional density and other incentives. There is a wide variation in the inclusionary housing policies that exist across the Metro Vancouver region. And while some municipalities are not currently using inclusionary housing tools, some are using other tools to secure affordable/ non-market housing such as setting aside land, Community Amenity Contributions (CACs), etc.

Although all of the tools used in the Metro Vancouver region all share the common approach of using the zoning authority to encourage or require development of affordable housing units in connection with approval of a proposed market-rate project, they reflect considerable diversity in design and implementation. The design of each policy differs based on the intended objectives of the policy.

While all being “voluntary” programs, many are understood to be near mandatory in nature, given that current planning practice in BC relies so heavily on the rezoning process, and developers rarely build to base densities. In the following image, the current inclusionary housing programs in Metro Vancouver are organized by their scale from mandatory (less flexible in application) to voluntary (more flexible in application). The map on page 19 of this report shows which municipalities have inclusionary housing policies or programs, a similar incentive / density bonus policy which achieves inclusionary units, or have identified inclusionary housing as a future action.

# Existing inclusionary housing policies

Less Flexible



More Flexible

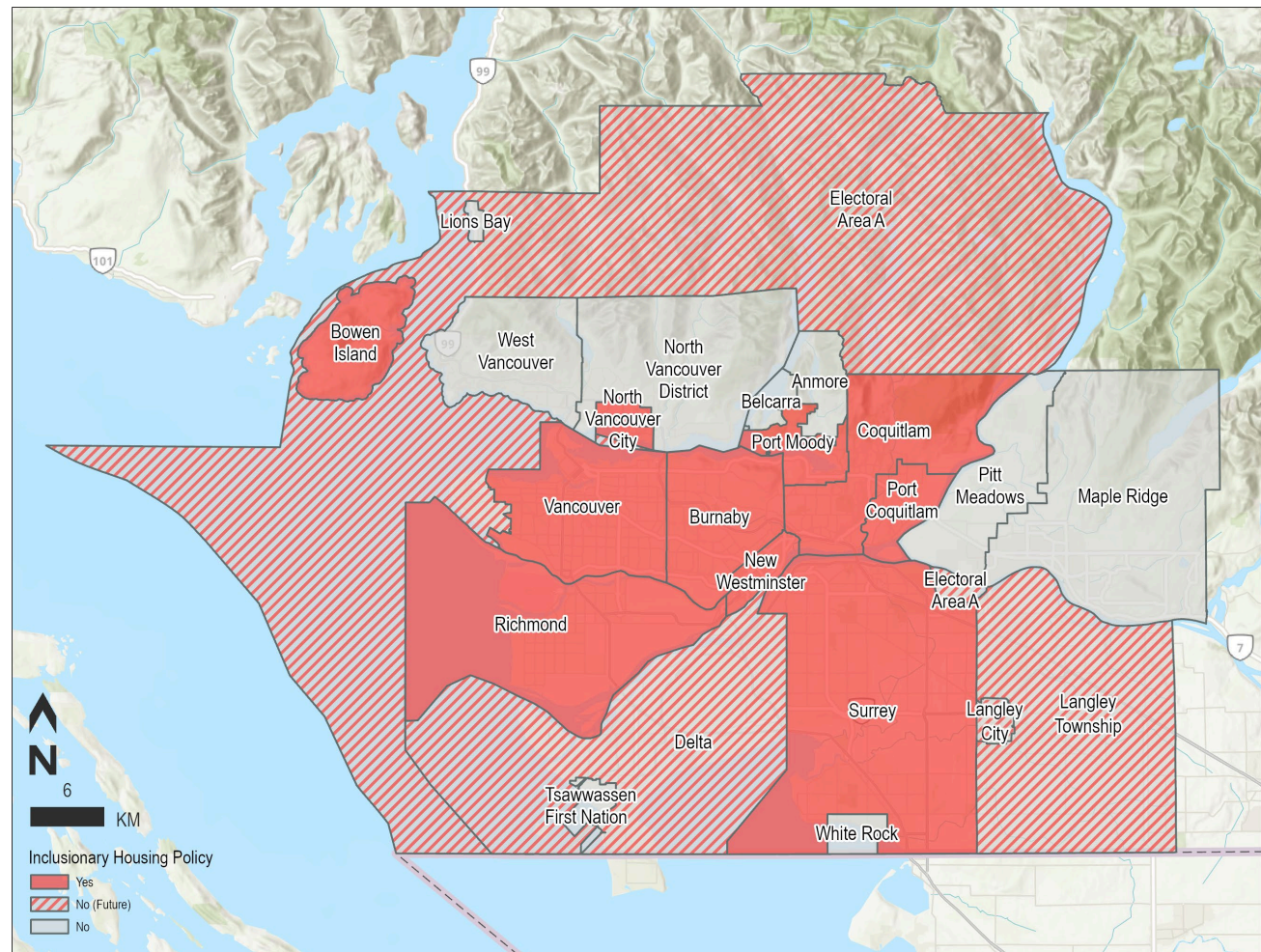
<p><b>Inclusionary Zoning - Required Housing Contribution</b></p> <ul style="list-style-type: none"> <li>• <i>spot rezoning not required</i></li> <li>• <i>developer cannot opt out</i></li> </ul>	<p><b>Pre-Written Zone with Required Inclusionary Housing Contribution</b></p> <ul style="list-style-type: none"> <li>• <i>spot rezoning required</i></li> </ul>	<p><b>Negotiated at rezoning with policy guidance</b></p>	<p><b>Negotiated at rezoning on case-by-case basis</b></p>
<ul style="list-style-type: none"> <li>• Does not exist in BC currently</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Burnaby</b> Rental Use Zoning Policy</li> <li>• <b>Coquitlam</b>* Density Bonus Incentive for Priority Housing Types</li> <li>• <b>Port Coquitlam</b> Affordable and Family Friendly Policy</li> <li>• <b>Richmond</b> Low End Market Rental Program</li> <li>• <b>Vancouver</b> Below Market Rental Housing Policy for Rezoning</li> <li>• <b>Vancouver</b> Specific plan or area policies</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Bowen Island</b> Affordable Housing Policy</li> <li>• <b>City of North Vancouver</b> Mid-Market Rental Policy</li> <li>• <b>New Westminster</b> Inclusionary Housing Policy</li> <li>• <b>Port Moody</b> Inclusionary Zoning Policy</li> <li>• <b>Vancouver</b> Rezoning Policy for Sustainable Large Development</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Surrey</b>* Density Bonus Policy</li> <li>• <b>White Rock</b>* OCP policies 11.2.1 and 11.2.4 for Affordable Rental Housing requirements for rezonings</li> </ul>

\* Coquitlam, Surrey, and White Rock do not have inclusionary housing policies, but have a similar incentive / density bonus policy which achieves inclusionary units.

# Existing inclusionary housing policies/ practices in Metro Vancouver

## Metro Vancouver Member Jurisdictions with Inclusionary Housing Policies:

- 8 member jurisdictions have adopted official inclusionary housing policies or programs: Bowen Island, Burnaby, New Westminster, City of North Vancouver, Port Coquitlam, Port Moody, Richmond, and Vancouver
- 3 member jurisdictions have some similar incentive / density bonus policy which achieves inclusionary units: Coquitlam, Surrey and White Rock
- 4 member jurisdictions have identified inclusionary housing as a future action: Delta, Electoral Area A, Township of Langley, and City of Langley



# Existing inclusionary housing policies

## key features

The table below provides a summary of the key features of the existing inclusionary housing policies and programs that currently exist within the Metro Vancouver region.

Unit set aside, affordability threshold	<ul style="list-style-type: none"> <li>Percent of affordable inclusionary units varies based on associated affordability level. Ranges from 5% of GFA or units (for deeply affordable units i.e., shelter rate and RGI units) to 30% of GFA or units (Vancouver: 20% social housing + 10% below market rental). Some policies have set-aside requirements that are calculated on bonus density (additional GFA), rather than the whole development GFA.</li> <li>Some policies have different requirements for affordability and % unit set aside based on geography (i.e., more units required in central areas) and tenure type.</li> </ul>
Length of affordability	<ul style="list-style-type: none"> <li>Majority of policies are for 60 years or life of the building.</li> </ul>
Inclusionary housing in different tenure types	<ul style="list-style-type: none"> <li>Most existing policies in the region apply to either strata only developments or strata and mixed tenure developments. The only municipalities that expect inclusionary policies to apply for rental only buildings are the City of Vancouver and the City of North Vancouver.</li> </ul>
Developer Incentives	<ul style="list-style-type: none"> <li>Existing policies in the region offer developers some type of incentive in exchange for providing affordable housing.</li> <li>The most common incentive types offered to developers of affordable housing are: density bonusing, reduction in parking requirements, DCC waivers (or other waivers), prioritized application review.</li> </ul>
Opt-out restrictions	<ul style="list-style-type: none"> <li>Cash in lieu option available in most but not all policies, usually for projects resulting in fewer than 3 or 4 inclusionary units.</li> </ul>
Operating and management restrictions	<ul style="list-style-type: none"> <li>The most common operating/management requirement in the existing policies is for units to be managed by a not-for-profit, but the units can remain in the ownership of a private developer.</li> <li>Most of the existing programs have annual reporting requirements. Annual reporting is important to ensure policy is functioning as it should, however it requires staff capacity to disseminate and assess the reports.</li> </ul>

# State of delivery of affordable rental housing in the Metro Vancouver region

## AFFORDABLE HOUSING NEED

There is an urgent need for affordable housing in Metro Vancouver, particularly affordable and secure rental housing. The provincial government is overhauling the planning framework in BC, and inclusionary housing represents a critical opportunity to ensure that new growth and density can simultaneously contribute to the provision of affordable homes.

The demand for rental housing is significantly outpacing the growth in supply and availability of rental units. Between the 2016 and 2021 Census periods, total renter households in Metro Vancouver increased by over 13% while the purpose-built rental stock increased by just 5.6%. At the same time, the average vacancy rate for rental apartments has remained consistently very low, while the viability of constructing new rental continues to be challenged by rising construction costs and interest rates, labour shortages, and significant inflation.

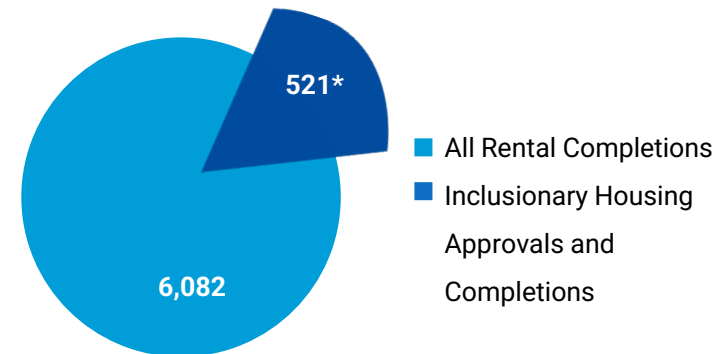
## BY THE NUMBERS

In 2022 there were **1,273** social housing completions in Metro Vancouver, out of a total of **6,082** rental housing completions.

On average, it is estimated that **521** (9%) Inclusionary Housing units were approved or completed in Metro Vancouver. It is estimated that of these units, approximately **174** were completed.

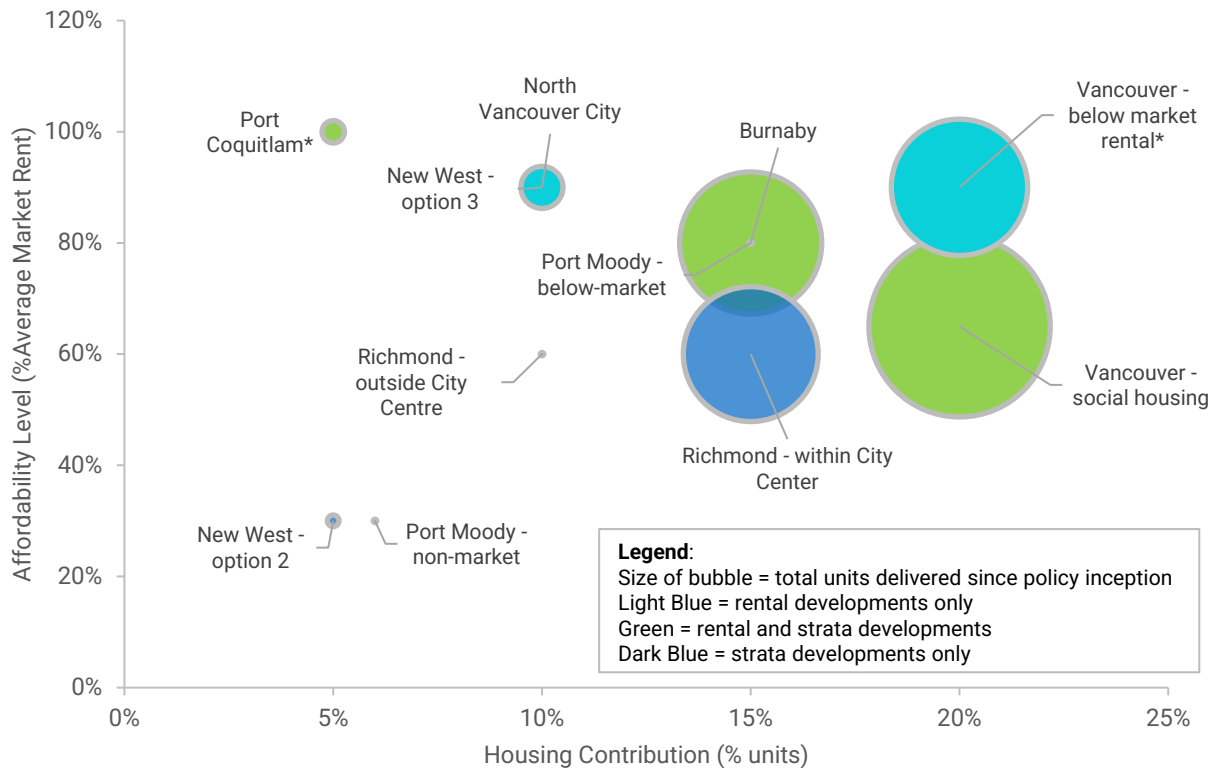
From 2007 to the present, Metro Vancouver has had approximately **6,190** inclusionary housing units approved under various jurisdictions' inclusionary housing policy frameworks. Additionally, **3,000** units have been either completed or in the construction process, resulting in a total of **9,190** inclusionary housing units delivered across the region from inclusionary housing policies. The chart on the next page demonstrates the scale of inclusionary housing units delivered by municipality.

**Figure 1:** Estimated Inclusionary housing approvals and completions in an average year, compared to total rental completions in Metro Vancouver in 2022



\*Includes inclusionary housing approvals and completions, actual completions are estimated to be 1/3 of total approved/completed, or ~174 units.

**Figure 2: Inclusionary Housing Policies Across Metro Vancouver with Total Units Delivered (Completed, Approved, or In-Stream) since Policy Inception (Dates Vary)**



**Note:** The Affordability Level (% Average Market Rent) on the vertical axis is calculated using the 2022 Vancouver CMA average market rent for all units as reported in the 2023 CMHC Rental Market Report.

#### INCLUSIONARY HOUSING OUTCOMES

- Eight jurisdictions have IH policies
- Six jurisdictions have delivered IH units to date
  - Vancouver
  - Burnaby
  - Richmond
  - City of North Vancouver
  - Port Coquitlam
  - New Westminster
- The majority of units were:
  - In stronger markets
  - In mixed-tenure developments
  - At higher rents (higher %AMR)
- Since policy inception (dates vary), approximately 9,200 inclusionary units have been delivered in the region (approved or completed)

# Legislative Context

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This section provides an overview of legislative environment for introducing new inclusionary housing policies.

# Provincial legislative changes

## LEGISLATIVE CHANGES RELATING TO HOUSING

The suite of legislative changes introduced by the province will introduce new minimum standards for height and density near transit, and shift municipalities toward a pro-active planning framework, requiring pre-zoning for 20 years of housing needs. Bill 47 (Transit-Oriented Areas) will require local governments to set minimum heights and densities for housing within defined transit-oriented development areas but have not included any consideration for securing affordable housing units within these new base densities.

The province has estimated that changes resulting from these legislative changes could lead to approximately 100,000 new housing units being built in TOD areas over the next decade, according to provincial estimates. However, the legislation has no requirements related to the provision of affordability or non-market housing. Rather, the focus is more on increasing housing supply in general.

In current planning practice, municipalities contribute to housing objectives by capturing a portion of the additional land value created through rezoning to contribute towards affordable housing. In fact, many of the existing inclusionary housing policies in the region are tied to rezoning.

Unlike other jurisdictions in Canada and abroad, the current regulatory context in British Columbia does not allow inclusionary zoning which would allow municipalities to set a required percentage of affordable housing to be provided directly as part of zoning requirements. There is a substantial risk that the new legislation will reduce the ability of municipalities to generate much needed non-market/affordable housing units through new development, without expanding the tools for local governments to request an inclusionary zoning contribution through as-of-right development.

The legislation risks removing or curtailing several key tools that are currently used to deliver affordability in our region: contributions to affordable housing reserve funds (through CACs negotiated through rezoning) and the direct delivery of affordable units by the private sector (through rezoning).

**Common practices, like funding affordable housing through CACs, or securing affordable housing units through rezoning, have not been addressed under the new framework. Introducing enabling legislation for inclusionary zoning is an opportunity for the province to address this gap.**

# Provincial legislative changes

## Summary of Bills 44 and 47 (2023)

### BILL 44, 2023

B.C. is shifting to a pro-active, long-term approach to planning that is focused on identifying housing needs and zoning accordingly. As a result, the Housing Statutes (Residential Development) Amendment Act (Bill 44, 2023) was passed, requiring Housing Needs Reports (HNRs) to be updated using a standard method estimating housing needs for 20 years – rather than the previously required 5 years.

Pre-zoning for 20 years of housing need provides an opportunity for municipalities to introduce inclusionary zoning frameworks in order to dedicate a percentage of developments on pre-zoned land towards affordable housing, thus “capturing” the additional value created through pre-zoning .

### BILL 47, 2023

The Housing Statutes (Transit-Oriented Areas) Amendment Act (Bill 47, 2023) requires that municipalities designate Transit Oriented Development Areas (TOD Areas) near transit hubs.

TOD Areas are defined as land within 900 metres of a rapid transit station and within 400 metres of a bus exchange.

In TOD Areas, municipalities will be required to permit housing development that meets provincial standard for allowable height and density (see Figure 1).

Figure 3: Transit-Oriented Areas Types in British Columbia, 2023

Transit Oriented Development Areas – Policy Framework					
TOA Type	Transit Hub Type	Prescribed Distance	Minimum Allowable Density (FAR)	Minimum Allowable Height (Storeys)	Type of Building
TOA Type 1 (Metro Vancouver)	1A) Rapid Transit	200m or less	Up to 5.0	Up to 20	Condo Tower
		201m – 400m	Up to 4.0	Up to 12	High Rise, Mid-rise
		401m – 800m	Up to 3.0	Up to 8	Mid-rise
	1B) Bus Exchange	200m or less	Up to 4.0	Up to 12	High Rise, Mid Rise
		201m – 400m	Up to 3.0	Up to 8	Low-rise, Townhouse
TOA Type 2 (Victoria/Kelowna/Other Medium-Sized Munis)	Bus Exchange	200m or less	Up to 3.5	Up to 10	Mid-rise
		201m – 400m	Up to 2.5	Up to 6	Low-rise/Townhouse
TOA Type 3 Other qualifying areas	Bus Exchange	200m or less	Up to 2.5	Up to 6	Low-rise
		201m – 400m	Up to 1.5	Up to 4	Townhouse

# Stakeholder Feedback

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This section provides a summary of the feedback received from consultations with a broad range of housing stakeholders in Metro Vancouver regarding what is working well and what the challenges are with the existing inclusionary housing policy frameworks in Metro Vancouver.

# Stakeholder feedback

A number of interviews with a broad range of housing stakeholders in Metro Vancouver were conducted as part of this study. These interviews were conducted with private developers and non-profit housing providers/developers. Interviews were conducted virtually throughout September and October of 2023.

Each interview helped to answer one or more of the following lines of inquiry:

- How **effective** are the current inclusionary housing policies across the Metro Vancouver region?
- What are some recent **success stories** related to the inclusionary housing policies across the Metro Vancouver region? What elements of the current policies should remain in the future?
- What are the **current challenges** faced by private developers and non-profit housing providers/developers interacting with the inclusionary housing policies across the Metro Vancouver region? How can these policies be improved in the future?
- How might the Metro Vancouver Regional District **develop an achievable and impactful regional model** inclusionary housing policy that achieves the desired outcomes?

The feedback provided through these key stakeholder consultations has been considered in the development of the recommended policy framework. The following pages highlight what we heard through consultations in terms of what is working well and what the challenges are with the existing inclusionary housing policy frameworks.

# What we heard

## What's working well?

Inclusionary housing policies that are predictable and consistent are the most effective.

Often denser housing types (mid-rise, high-rise buildings) are the most feasible housing type for inclusionary housing policies to be applied to and be successful

The best designed policies take into account market conditions and are assessed and revised consistently. The policies are adjusted to reflect changes in construction costs, interest rates, demand, and other economic conditions which impact developers' abilities to build affordable housing.

A phase-in window prior to a policy coming into effect provides the development community time to adjust.

# What we heard

## What are the challenges?

Stakeholders (such as developers) have expressed that many of the existing policies are more challenging to navigate than they should to be, in order to be effective.

Some of the affordability thresholds are too high and do not allow for feasible projects in many jurisdictions in the region, according to developers.

Developers do not find the density bonuses and other incentives currently being offered sufficient to create a meaningful number of new affordable units in the current market where construction costs are very high and interest rates are rising. Policies are designed for a moment in time and are inflexible to deal with changes in market conditions.

There is often a mismatch between the types of units constructed in the building and the needs of the not-for-profit. Early engagement between private developers and non-profits would enhance the ability to create a design that works for an operator.

# Why the need for an Inclusionary Housing Model Policy Framework?

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# Why create a model policy framework?

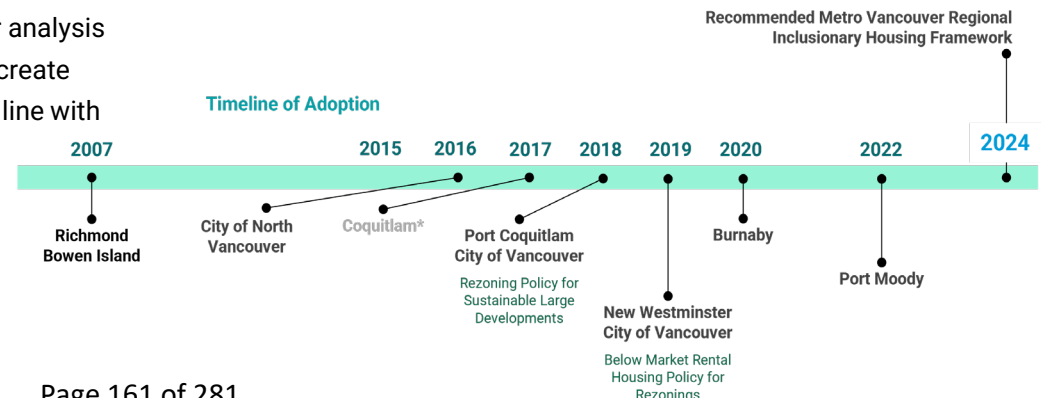
Various inclusionary housing policy frameworks have been implemented throughout Metro Vancouver since 2007, with eight jurisdictions currently having an in-force policy and three others that have similar incentive / density bonus policy which achieves inclusionary units.

Some of the municipalities have policies that are based on specific neighbourhoods, and others have multiple options depending on the type of development or rezoning type. Some policy frameworks include requirements in pre-written zones (with spot rezoning required) and others are negotiated on a case-by-case basis when a rezoning is required. This creates inconsistency in terms of applicability of inclusionary housing across the region and adds additional risk for the development industry. It also creates uncertainty about the goals and outcomes of the various policies for the public and elected officials.

A model inclusionary housing policy framework based on clear analysis and evidence and reflecting stakeholder feedback, would help create consistency across the region, ensure that requirements are in line with current market conditions, and provide the foundation to take inclusionary housing policies a step forward across the region.

A model policy that can be implemented across multiple municipalities also creates a case for enabling inclusionary zoning legislation by Province, which would allow for mandatory affordable housing requirements to be included in base development permissions (zoning), including where development approval is not required. For instance, this would apply to areas where municipalities have pre-zoned to higher densities to meet provincial requirements.

The existing inclusionary housing policies have had mixed success in creating new affordable units. Creating a consistent robust policy framework for the region could support municipalities to implement the tool in the most effective way by improving the existing policies and enabling areas without policies to introduce new inclusionary housing policies that would be seamless for the development industry and affordable housing providers to understand and participate in.



## 2 Financial Impact Assessment

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# Inclusionary housing

## Impacts on development

In very general terms, inclusionary housing policies fundamentally reduce the economic value of a development project. Inclusionary housing policies encourage or require developers to develop some number of affordable housing units in connection with a proposed market-rate development project. Naturally, these affordable units will be listed at lower prices than market-rate units and as such, will earn the developer less revenue than their market-rate counterparts. Under an inclusionary housing policy, the developer's projected revenue loss has the same effect on a developer's bottom line as an increase in construction costs or the payment of a fee. This dynamic has the effect of reducing the value of the residential development project.

There are four factors that must intersect for real estate development to be feasible. These factors are: public policy, market feasibility, capital, and land. Public policy relates to the zoning, density, and design requirements for a project at a specific site. For development to be economically feasible, policy must allow the developer to build a profitable product. To achieve this, a developer must be able to achieve sufficient levels of revenue. Market feasibility relates to whether the potential revenues generated by a development project can cover the costs to develop the project.

With regards to capital, developers are concerned with both the capital costs and the availability of capital financing. A developer needs to be able to access the resources for development, including equity investment, bank loans, or other sources of funds. Development feasibility is also contingent on the cost and availability of land. For a development to be economically feasible, a developer must be able to purchase an appropriate site for a reasonable acquisition cost.

When all four of these factors intersect, a real estate development project is economically feasible for a developer to pursue. Development will continue to occur under inclusionary housing if the revenues for the market-rate units are high enough to cover the lost value from including affordable housing units in the project. Because the success of an inclusionary housing policy depends on market-rate development, these policies only work when new development is occurring.

Undertaking a financial feasibility analysis is critical for understanding the impacts inclusionary housing policies can have on the supply of housing. This involves analyzing current local development economics to demonstrate how much "prototypical" projects can realistically support the costs associated with the provision of affordable housing under different inclusionary housing policy designs, without affecting development viability to the point where development will not take place. In economic feasibility analyses, policymakers can test the trade-offs between the key policy

# Residual Land Value (RLV) Analysis Methodology

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This section provides an overview of the methodology used to test the impact of various inclusionary housing policy parameters.

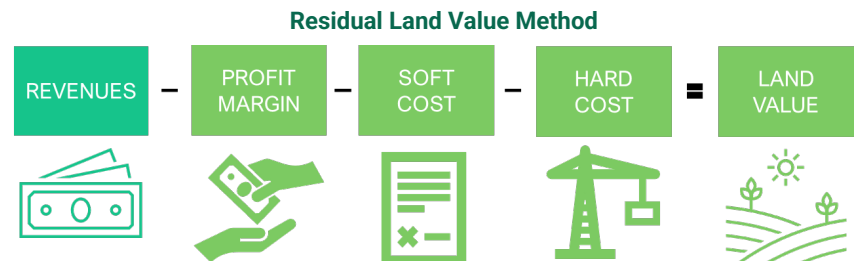
# Financial impact analysis methodology

## RESIDUAL LAND VALUE ANALYSIS

This study used a residual land value (RLV) analysis to determine how much inclusionary housing can be provided through the additional value created through an upzoning and subsequent development of a set of conceptual sites.

“Residual land value” analysis is the method which is often used to determine the value a developer would be willing to pay for land for a project. This valuation technique is based on the understanding that land is valuable because of the utility it provides people. The residual land value method says that the maximum a developer would be willing to pay for land for a project would be “just enough so that the land cost plus the cost of improving the land exactly equals the expected proceeds of selling/renting the property”.<sup>\*</sup> The cost of improving the land includes the hard costs (which include labour, materials, etc.), soft costs (which include financing costs, municipal fees and charges, etc.), and the developer’s profit margin. The maximum payment for the land is therefore the amount of the revenues that is left over after paying all these costs of development. The value of land under this appraisal method is therefore a residual amount resulting from the improvement of land.

Any improvement that increases the value of the land’s final use increases the land residual. In contrast, any market changes or interventions which reduce revenues (or increase the costs to develop) will reduce the land residual. In the context where an inclusionary housing policy is introduced, the direct impact of the inclusionary housing policy would be to reduce developer revenues. Development costs and profit are considered fixed as developers already maximize cost reductions and are mostly not willing to reduce their profit margins. Therefore, this method assumes that reductions in revenue will lead to indirect negative impacts on land values since less funds will be available to purchase land. In the long run, the cost burden of an inclusionary housing policy is therefore capitalized into decreased values of residential land.



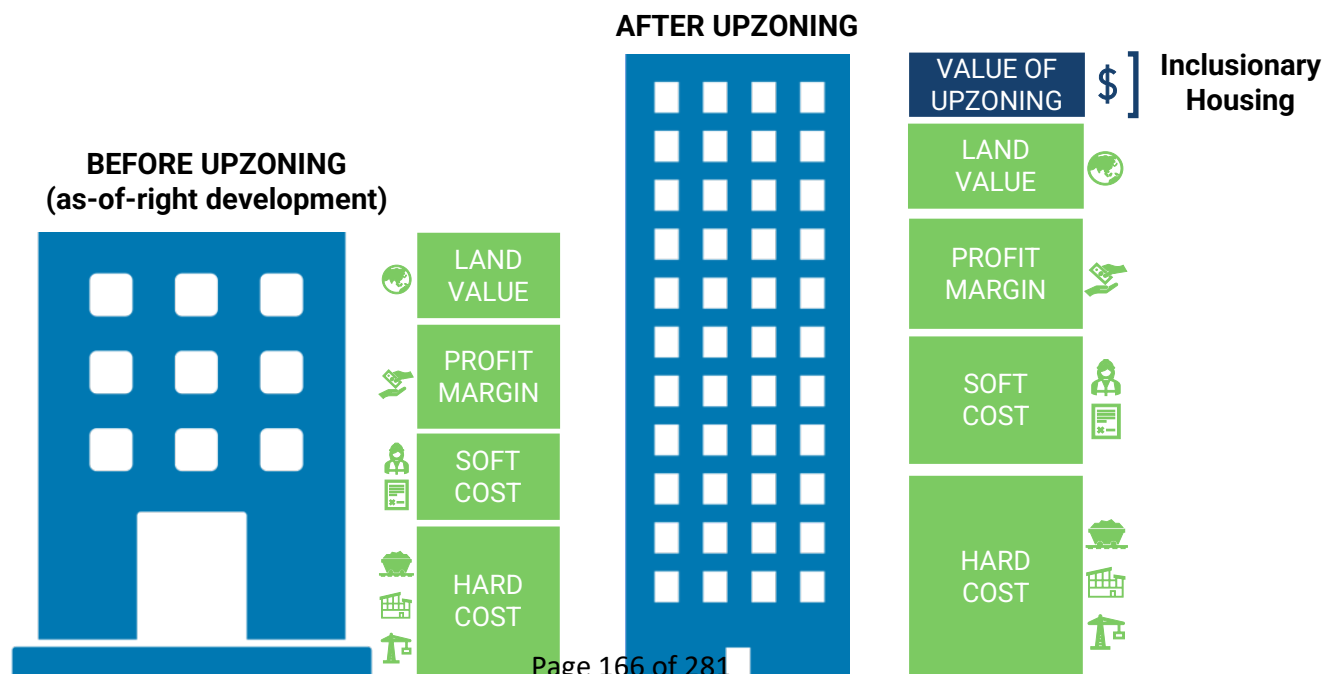
<sup>\*</sup>University of British Columbia, Sauder School of Business. [Developer's Residual Method of Appraisal](#)

# Upzoning and residual land values

In the illustration below, the site has been upzoned and may construct a greater number of units in exchange for setting aside a certain percentage of those units for inclusionary housing. In the illustration, the increase in hard costs, soft costs, and profit margins (shown in the figure on the right) are proportional to the amount of upzoning, with or without inclusionary housing. Upzoning creates both additional revenue and costs, but in strong markets the revenue can exceed the costs and baseline profit amount. It is this “residual” value that can be used to create new inclusionary housing units.

The inclusionary housing units generate lower revenue than the market units that would have been created without an inclusionary housing policy. As the revenues decrease under an inclusionary housing policy, how much the proponent can afford to pay for the land, the residual land value, decreases. When the residual land value matches the current land prices, it will become more difficult for new projects to purchase land, and new projects may be delayed.

Each affordable unit creates a measurable reduction in residual land value. Modelling different inclusionary housing policy requirements, such as the unit set aside rate and depth of affordability, provides insight into how much inclusionary housing can be supported in the current development market.



# Residual Land Value (RLV) Analysis Scenario Variables

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This section provides a summary of the assumptions, market variables, and built form typologies included within the RLV analysis.

# RLV analysis

## Development scenario variables

### BUILT FORM AND DENSITY

A combination of development scenarios were tested that included:

- 3 built forms: High Rise, Mid Rise and Low Rise Apartment with 350, 200 and 100 units, respectively; and
- the High Rise and Mid Rise buildings were assumed to be concrete construction, and wood construction for the Low Rise apartment.

### BUILDING TENURE

Only strata or condominium buildings were tested, because the purpose-built rental market is currently very challenging to achieve a viable project.

The affordable units were assumed to be rental, though scenarios were tested where the units are purchased by a not-for-profit housing provider and subsequently rented to their clients.

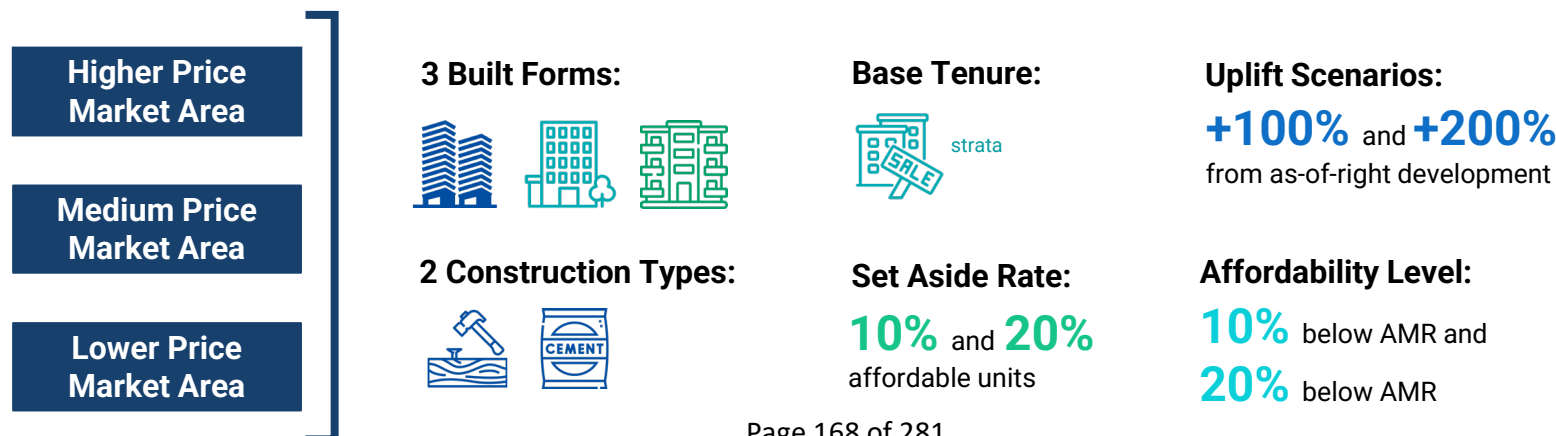
### UPZONING AMOUNT

An assumption going into the analysis was that increasing the density for a site would provide substantial additional opportunity for providing inclusionary housing. Upzoning amounts of 100% and 200% from as-of-right density were modelled.

### SET ASIDE & AFFORDABILITY

The amount of inclusionary housing is commonly referred to as the “set aside rate” and is a percentage of the units or gross floor area in the building. Set aside rates of 10% and 20% were modelled.

Affordable rental is commonly measured against what the average market rent that is reported by CMHC in their annual purpose-built rental market survey. We analyzed the results for 10% below average market rent (AMR) and 20% below AMR.



# RLV analysis

## Cost to develop

The cost of improving the land includes the hard costs, soft costs, land costs and the developer's profit margin. The key costs that were included in the analysis are provided below.

### HARD COSTS

Hard costs include the costs associated with constructing the physical building, which includes materials and labour.

The individual components of the hard costs might include:

- Base Construction Cost of the building
- Parking Construction Cost
- Site Servicing
- Appliances, Furnishings, and Equipment
- Contingency

There are several factors that impact the hard costs of a project. These are often based on the site, as well as the design, size, and height of the building. For this project, most hard costs were based on the 2023 Altus Cost Guide for multi-residential development in the Metro Vancouver Area (MVR). With the IZ percentage being a proportion of the gross floor area (GFA), changing the hard costs will have a proportional impact when IZ is applied – the percentage decrease in viability due to IH will stay mostly the same as costs increase. In addition, hard cost assumptions were verified with developers in Metro Vancouver.

### SOFT COSTS

Soft costs include the costs associated with planning the development, managing the construction project, acquiring development approvals, and building permits.

The individual components include:

- Professional Fees including architect, engineer, cost consultant (Quantity Surveyor), planning consultant, and other consultant fees
- Site Studies
- Real Estate Agent Sales Commission Fee for ownership units
- Legal Fees
- Marketing Costs for rental units
- Property taxes during construction
- Financing Costs
- Fees and Permits including Municipal and Regional Planning Application fees, Building Permit fees, Development Charges, Parkland Dedication fees

Like hard costs, soft costs are largely dependent on the type of building, sites, and other development specifications. For this study, soft costs were determined based on desk research and SHS Consulting's considerable development experience. These assumptions were also verified with developers in Metro Vancouver.

### LAND COSTS

In this study project profitability is measured as a proportion of the total project value, with a viable project achieving 15% profit on the total project revenues. SHS has used a 15% profit margin in multiple inclusionary zoning analysis projects, with the development industry in each community finding it an acceptable benchmark rate.

# Built form typologies

## BUILT FORM AND DENSITY

Details for the three prototype developments that were modelled are shown in this figure.

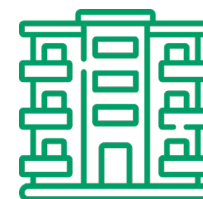
With the intent of having a policy that can be adopted widely across the region, ultra-high rise buildings (60+ storeys) were not included in the analysis.



High Rise  
32 Storeys



Mid Rise  
10 Storeys



Low Rise Apartment  
6 Storeys

Units	350 Units	200 Units	100 Units
Construction Type	Concrete	Concrete	Wood Framed
Site Size	0.75 hectares	0.75 hectares	0.4 hectares
Podium Size	1,525m <sup>2</sup> 6 Storeys	1,184m <sup>2</sup> 10 Storeys	1,590m <sup>2</sup> 6 Storeys
Tower Size	800m <sup>2</sup>	N/A	N/A

# Construction costs and unit sizes

## CONSTRUCTION COSTS

The construction costs in this figure represent the range of values between the low-end and high-end of the Altus Cost Guide for Vancouver for 2023. The Unit Costs are the resulting per-square foot total cost (soft + hard costs) for the finished units, using the low and high ends of the cost range.

## UNIT SIZES

The unit sizes for market units are based on a 2023 report by CMHC on average unit sizes in Vancouver and Toronto<sup>1</sup>.

For this analysis, the affordable unit sizes were increased by 10% to account for accessibility features. An inclusionary housing policy can specify the unit sizes, though having radically different unit sizes from the market units can create challenges when designing efficient building floor plates which can result in additional development and construction costs.

			Construction Cost (per sq-ft)	Unit Cost (per sq-ft)
Built Form	High Rise 		\$ 330 - \$ 400	\$ 870 - \$ 970
	Mid Rise 		\$ 310 - \$ 380	\$ 837 - \$ 937
	Low Rise Apartment 		\$ 245 - \$ 350	\$ 734 - \$ 863
Unit Sizes	  		Apartment Unit Size (sq-ft)	Affordable Unit Size (sq-ft)
	One-Bedroom		660	730
	Two-Bedrooms		815	900
	Three-Bedrooms		1,150	1,270

1. CMHC 2023. <https://www.statcan.gc.ca/o1/en/plus/3237-condo-market-toronto-and-vancouver-home-investment-and-increasingly-rental-property>

# RLV Analysis

## Local Housing Markets

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This section provides an overview of the housing market assumptions used in the RLV analysis.

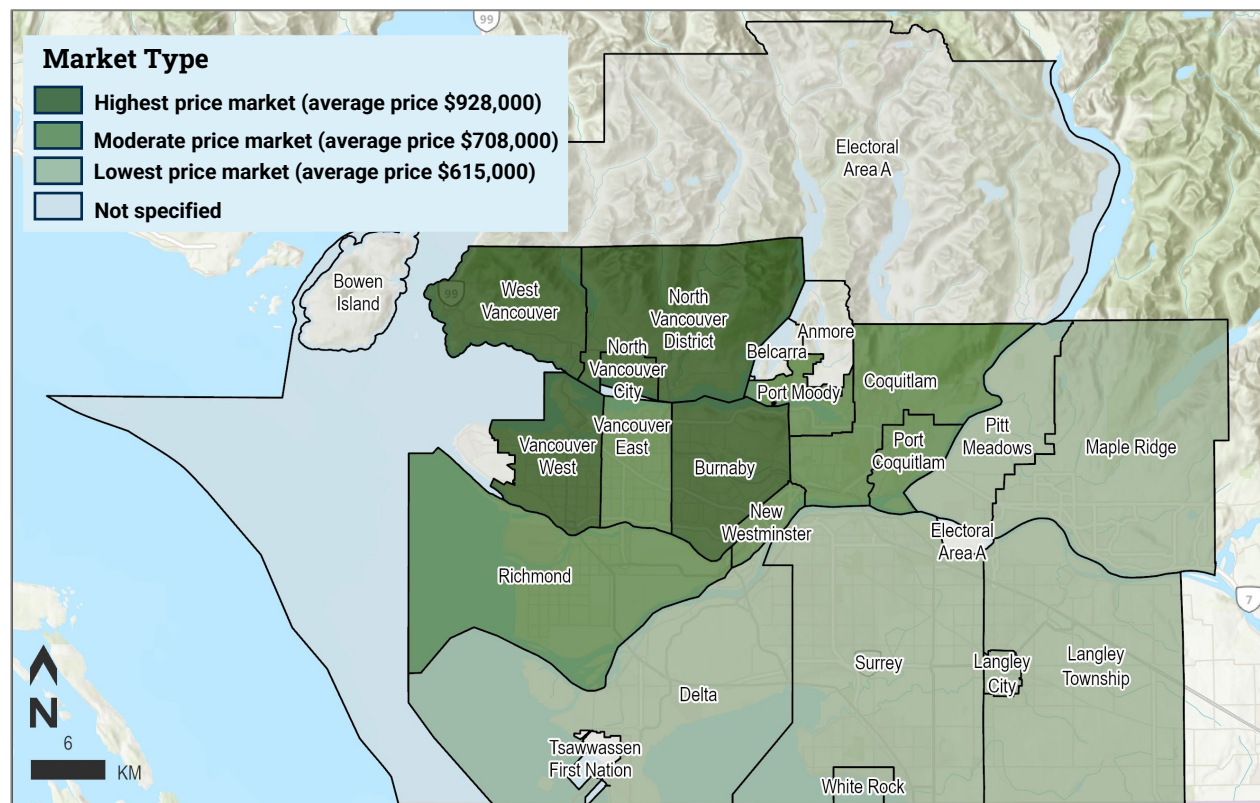
# Metro Vancouver housing markets

## HOUSING MARKETS

For our analysis we have divided the region into 3 broad housing markets based on recent housing sales prices; which suggest the strength of the strata development environment for each community.

The highest priced housing markets were: West Vancouver, North Vancouver, Vancouver West and Burnaby. Communities that have moderate pricing include: Richmond, Vancouver East, New Westminster, Port Moody, Coquitlam and Port Coquitlam.

The lowest priced housing markets have seen rapid increases in strata unit prices but remain priced much lower than units in the highest priced areas. The lower-priced communities include: Delta, Surrey, White Rock, Pitt Meadows, Maple Ridge and Langley.



The impact of potential inclusionary housing policies were tested in the three markets, using pricing near the average for ownership and rental in each area. In general, higher priced housing markets are better able to absorb inclusionary housing requirements, with the additional density from upzoning providing significant additional profits. The amount of additional value is driven by the difference between project construction costs and the sales prices of the units.

# Representative markets / revenue potential

## HOUSING PRICES

Three housing markets were identified across Metro Vancouver, as shown in the previous page with the map of the region. The prices shown in this table represent values that are near the middle of the range for each market.

The medium or moderate priced market has prices that are approximately 10% lower than the highest priced market, and the lowest priced market area has prices that are approximately 30% below the prices in the higher priced market.

When using the information in this analysis, each municipality, or community, should assess which housing market their current housing prices align with. The lower priced market areas have seen rapid increases in prices over the last 5 years, which is eroding affordability in those communities, but the total prices still remain significantly lower than those seen in the communities with the highest prices. Inclusionary housing is a tool that could help mitigate the affordability losses in the lower priced markets, going forward.

		Higher Price Market Area	Medium Price Market Area	Lower Price Market Area
Ownership Prices <sup>1</sup> (2023)	1 Bedroom	\$ 826,600	\$ 752,600	\$ 596,400
	2 Bedroom	\$ 926,500	\$ 843,500	\$ 668,500
	3 Bedroom	\$ 1,176,600	\$ 1,071,200	\$ 849,000
AMR <sup>2</sup> (2023)	Bachelor	\$ 1,351	\$ 1,185	\$ 1,099
	1 Bedroom	\$ 1,643	\$ 1,459	\$ 1,365
	2 Bedroom	\$ 2,057	\$ 1,839	\$ 1,531
	3 Bedroom	\$ 3,308	\$ 2,376	\$ 1,675

<sup>1</sup> – Adapted from data in the Metro Vancouver Housing Data Book 2022 Table 3.3.4 (Metro Vancouver)

<sup>2</sup> – Average Market Rent (AMR) for occupied units according to CMHC Rental Market Survey, 2022, (Table 4.4), (CMHC)

# Financial Analysis Results

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This section includes an explanation of the key considerations that impact the financial analysis and provides an overview of the results of the RLV analysis and financial impact assessment

# Financial analysis

## Key Considerations

The analysis of potential residential developments in a housing market enables identification of the key factors that are enabling or impeding development. The key variables for this analysis were the impact of recent construction cost increases on overall project viability, how construction costs are related to potential pricing, and the large range of sales and rental prices across the region.

### CONSTRUCTION COST INCREASES

**Current construction costs are creating a difficult environment for all types of development.**

Construction costs have increased by approximately 20% between 2021 and 2023, based on the information in the Altus cost guide. This rapid increase in costs must be offset by increased revenues for projects to be financially viable.

Using the high end costs, almost no projects were viable based on current sales and rental prices in the region. Even with the low-end costs, none of the prototype projects in the lowest priced markets were viable.

This indicates that the residential development market is currently under some amount of stress, that is independent of any inclusionary housing policy.

### RANGE OF SALES AND RENTAL PRICES

**Local condominium prices vary widely across Metro Vancouver**

The medium or moderate priced market has prices that are approximately 10% lower than the highest priced market, and the lowest priced market area has prices that are approximately 30% below the prices in the higher priced market.

This suggests that even after the rapid increase in prices in the lower-priced markets, there may be some price elasticity (room for prices to rise) and that the potential revenue of the modelled projects is likely higher than forecast, and therefore the ability to support inclusionary housing is somewhat higher than the financial analysis suggests.

### CONSTRUCTION COST & REVENUE POTENTIAL

Construction across the region will vary in cost per square foot. Projects that use the high-end costs, and higher-end finishings are also likely to attract higher prices, with lower construction cost units generally attracting lower prices. This suggests that the RLV differences between the higher and lower construction costs are smaller than the analysis may suggest – lower sales prices would reduce the RLV for the lower- cost projects, and higher sales prices may offset some of the additional costs assumed in the high-end construction costs.

The cost difference for 6-storey wood construction is approximately \$105 psf, and for concrete construction the range is \$70 psf.

# Financial Analysis

## Policy Considerations

### KEY PROJECT VARIABLES IMPACTING VIABILITY

There has been a rapid rise in construction costs across Canada in the last three to five years. Preliminary analysis using the high end of the Altus 2023 cost guide resulted in few scenarios showing viable projects.

Interest rates have also risen through 2023, which affects both the ability for a household to buy a strata unit, and the cost to the developer to borrow funds during construction. Higher interest rates reduce project viability by applying downward pressure on sales prices and increasing carrying costs during construction.

Variability in local prices for new strata units also affects the viability analysis, with the moderate market areas having prices approximately 10% below the highest prices markets, and the lowest priced markets are approximately 30% below the higher costs markets.

Overall, these factors result in few projects showing strong viability results, but the intent of an IH policy is to capture some of the value from new construction when the market is profitable. A future-looking scenario has been undertaken to demonstrate potential future viability. Implementing an IH policy now means that affordable units will be attained when the market adjusts.

### CURRENT MARKET CONDITIONS AND CONTEXT

Developers across the country are facing construction cost increases which are likely contributing to slower real estate development. The cost constraints include shortage of workers, particularly in the skilled trades, a stagnant supply of raw materials, and other increased input costs. In addition to the higher materials costs, in many places across the country soft costs such as development charges have also risen. Amid these conditions, municipalities and other levels of government will need to keep policy in line with the broader goal of improving housing affordability without enacting policies that make development infeasible.

While the inclusionary housing set aside amounts and depth of affordability that were modelled in this analysis are lower than some of the existing policies in the region, it should be acknowledged that this study was based on a point in time analysis of the overall regional context and representative markets. Significant variation may exist on municipal and neighbourhood levels, and more localized analysis may yield different results. As such, the recommendations within this report reflect the minimum policy requirements that could be implemented across the region. Further analysis on a local level is recommended to support municipalities who want to request deeper affordability or higher set aside rates based on their local context.

# Financial Analysis

## Stakeholder Feedback & Project Viability

### STAKEHOLDER FEEDBACK

Stakeholder feedback indicated that where inclusionary housing policies exist, projects are at even higher risk of being non-viable than in other parts of the region without IH policies. With the multi-faceted pressures developers are experiencing on residential project viability, more conservative inclusionary housing set aside amounts and depths of affordability were considered in this analysis.

### VIABILITY BASED ON RLV

This residual land value analysis provides insight into the strength of the existing housing development market, the amount of value that can be created through upzoning and the impact of various inclusionary housing policies on potential project revenues.

A scenario is considered “viable” for development if the hard and soft project costs can be paid, as well as being able to afford the current cost to acquire land.

An RLV analysis can still be used to measure the impact of inclusionary housing, even when the scenario without inclusionary housing is not viable. The reduction in RLV provides insight into how much the industry needs to improve before the given policy could be implemented.

### MINIMUM LAND VALUE

The chart on [page 51 of this report](#) highlights which scenarios achieve at least 10% RLV, which is assumed as the minimum land cost in a typical development. Any additional value achieved beyond the 10% RLV (meaning 10% of the project being spent on land costs) could be used for inclusionary housing.

Projects that have a RLV between 0% and 10% could be viable under some circumstances, where land has already been acquired, a lower profit margin is acceptable, lower costs can be achieved, or higher prices realized.

Projects with negative RLV are very unlikely to proceed.

# Inclusionary housing opportunity across Metro Vancouver

## INCLUSIONARY HOUSING OPPORTUNITY

There is substantial difference in the opportunity for Inclusionary Housing (IH) when the range of construction costs are considered. Using the high end of the range, very few scenarios support any amount of inclusionary housing. Assuming the low end of costs, IH becomes viable in the strongest markets and potentially viable in moderate markets.

To assess the maximum potential for IH, we can use the low-end costs and assume a land acquisition cost of 10% of the total project. In the higher priced markets, the midrise scenario could support up to 16% IH and the high rise scenario has 11% available for IH. For the moderate and weaker markets, neither the high-rise nor midrise projects had sufficient RLV to satisfy a land acquisition cost of 10% of project cost.

The low-rise scenarios support IH using the low-end costs, with developments in the strongest markets potentially supporting 38% IH and the moderate markets supporting 10% IH.



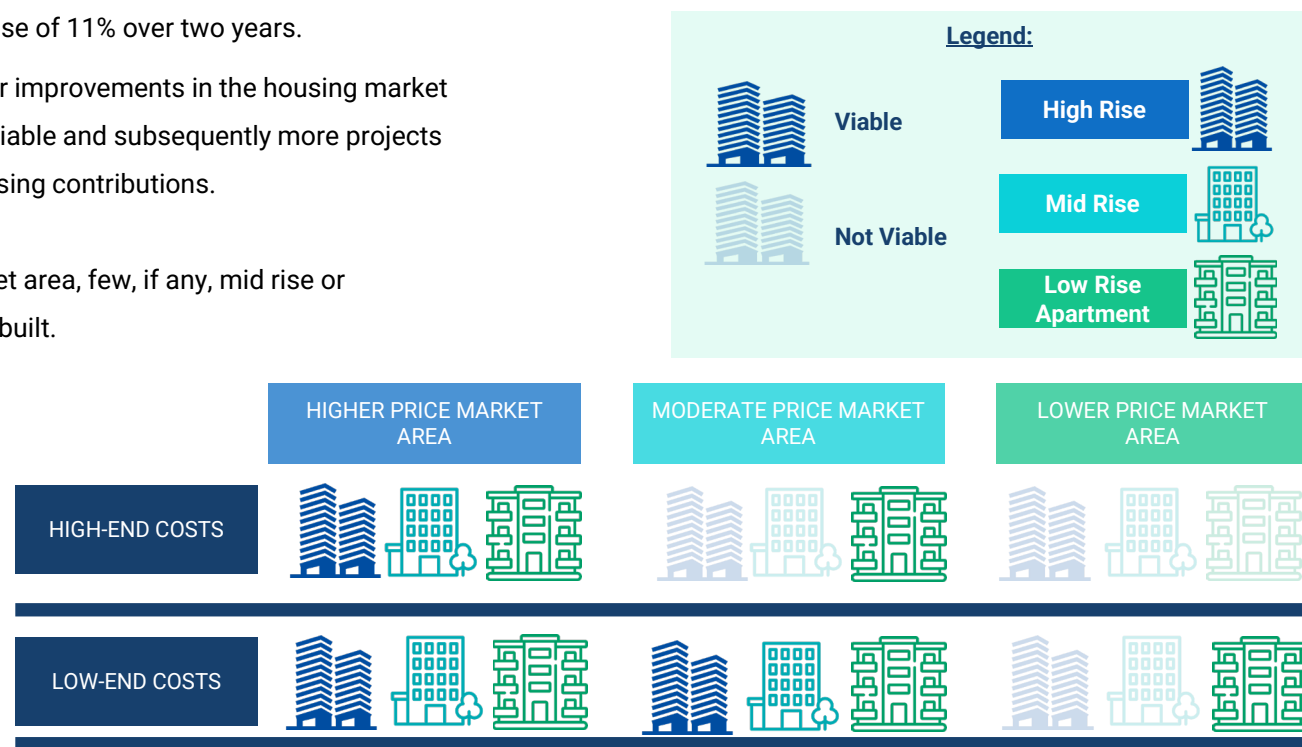
# Inclusionary housing opportunity – Future-looking Market Assumptions

## INCLUSIONARY HOUSING OPPORTUNITY

Housing market fundamentals are currently weak, with interest rates at the highest they have been in many years, and ongoing construction cost escalation that started during the COVID-19 pandemic. This figure illustrates how development viability improves if housing market fundamentals improve. This future-looking scenario assumes that in the next two years: interest rates decrease by 2% to bring construction loan interest rates to around 3% which are more in line with recent rates, and housing prices continue to rise following the 5-year trend for an increase of 11% over two years.

This analysis suggests that fairly minor improvements in the housing market will result in more projects becoming viable and subsequently more projects being able to support inclusionary housing contributions.

Of note is that in the lower price market area, few, if any, mid rise or high rise buildings are currently being built.



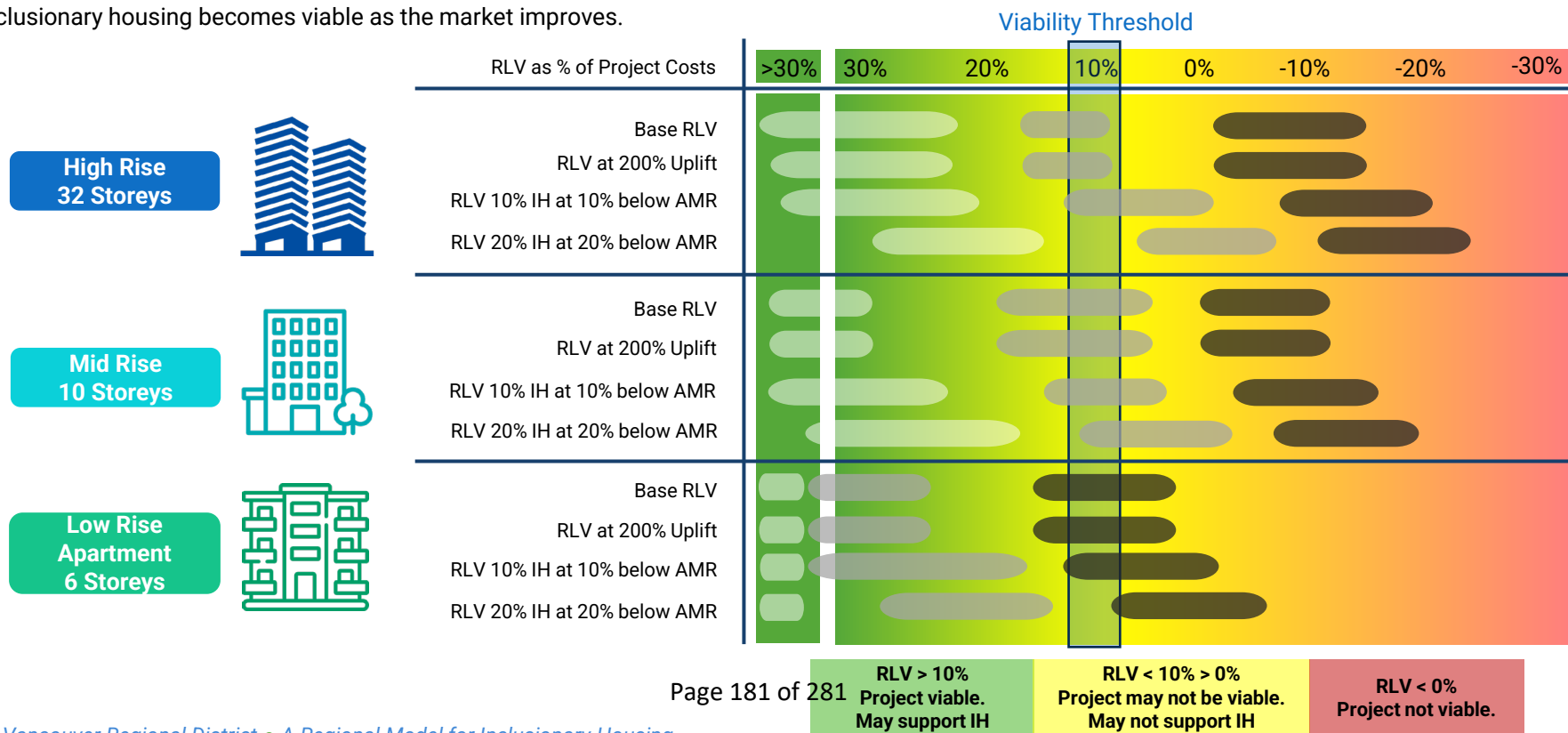
# Project viability sensitivity

## Market fundamentals

In this figure, the RLV results, based on the current housing fundamentals, are compared to a future-looking scenario where in the next two years interest rates decrease by 2%, so that construction loan interest rates are 3.1% and housing prices continue to rise following the 5-year trend - for an increase of 11% over two years.

The bars demonstrate the range of viability with respect to where the housing market could be in two years time (left end) and where the market is at today (right end - based on the lower-cost construction estimates). The results show that in all three market areas, some amount of inclusionary housing becomes viable as the market improves.

Market Area	Current Housing Market	Future Housing Market
Higher Priced Market Area		
Moderate Priced Market Area		
Lower Priced Market Area		



# Scenario viability results

## RLV ANALYSIS SUMMARY TAKEAWAY

The residual land value results on the previous page show the viability of new projects in the current housing market and a future-looking view of the housing market. The figure also shows the RLV in both markets of upzoning a site by 200% and the RLV impacts of two inclusionary housing policy options.

The two IH options shown are: a 10% set aside amount with the units rented at 10% below AMR, and a 20% set aside amount with rents at 20% below AMR.

Overall, in the current housing market, the higher priced markets appear to support inclusionary housing, the moderate markets may be able to support some IH, and the lowest priced markets appear to be challenged to find any viable projects given current costs and prices.

Looking forward to how the housing market will likely move, all of the scenarios for the higher priced market can support IH. The moderate priced market appears to be able to support approximately 10% IH in the near future, and the lower priced market can support IH in low rise apartment scenarios.

## RLV IMPACT OF UPZONING

The RLV results are nearly identical for the base case and the scenario where upzoning increased the density by 200%.

Upzoning creates additional value for already viable (profitable) projects, but not a significant increase in the *proportion* of profit. This means that the IH set aside percentage can not increase as more density is added. *More total IH units* can be achieved, but not proportionally more. i.e. If the project had a profit margin of 15% before an upzoning, the profit percentage will likely remain close to 15% in the upzoned project – in this example the total dollar amount would increase, but not the percentage.

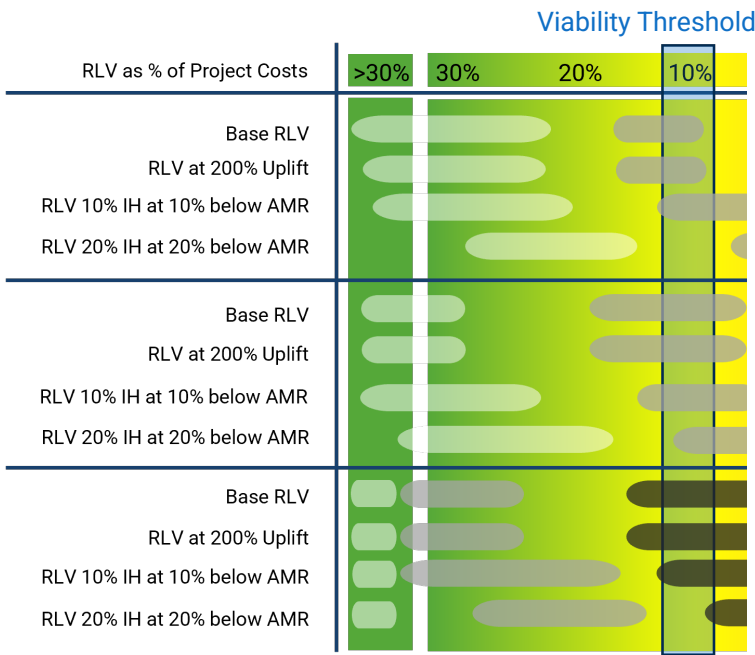
The same applies to the IH set aside amount. If the project can support 10% IH before upzoning, it should be able to support near 10% after upzoning, not a set aside amount of 15% or 20%.

HIGHER PRICED MARKETS

As shown by the project viability sensitivity, when using the lower end of the cost range with current cost assumptions, all of the scenarios had over 10% RLV, exceeding the viability threshold. The results for the forward-looking analysis suggests that all scenarios would support up to 20% inclusionary housing.

For the future-looking scenario, the high rise building would have challenges providing 20% IH at 20% below AMR, but would likely be able to support 20% IH at 10% below AMR.

The results for the midrise and low rise apartment buildings are similar. All of the future-looking scenarios have greater than 30% RLV, which provides enough revenue to support 10% land costs and 20% inclusionary housing.

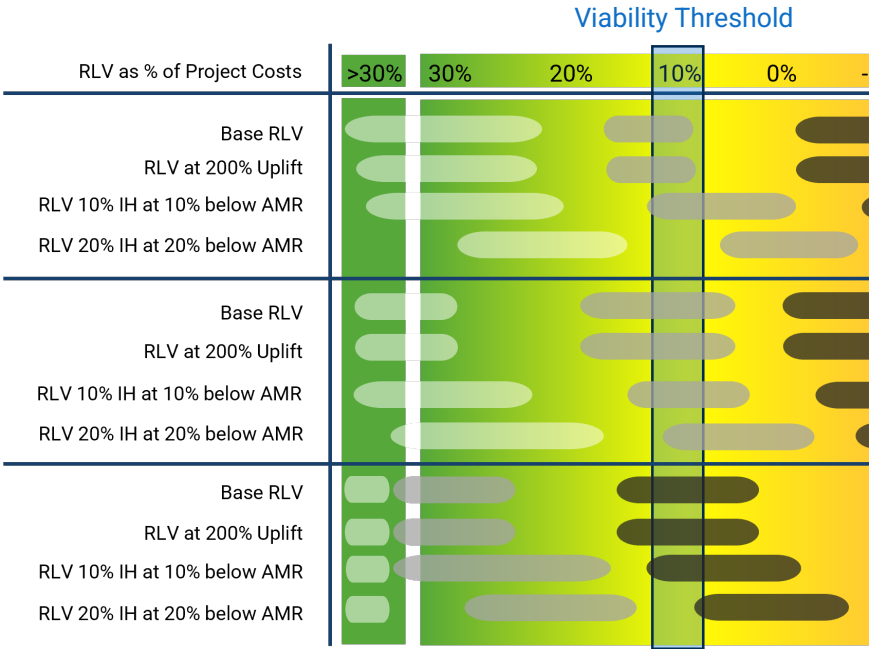


Market Area	Current Housing Market	Future Housing Market
Higher Priced Market Area		

MODERATE PRICED MARKETS

As shown by the project viability sensitivity, development in the future-looking moderate priced market scenario would support up to 20% IH in the low rise apartment scenarios and approximately 5% IH at 10% below AMR in the mid rise buildings.

The results for the high rise building suggest that an IH policy at 5% set aside and 10% below AMR may be viable, as the scenario has some RLV remaining after land is purchased.



Market Area	Current Housing Market	Future Housing Market
Moderate Priced Market Area		

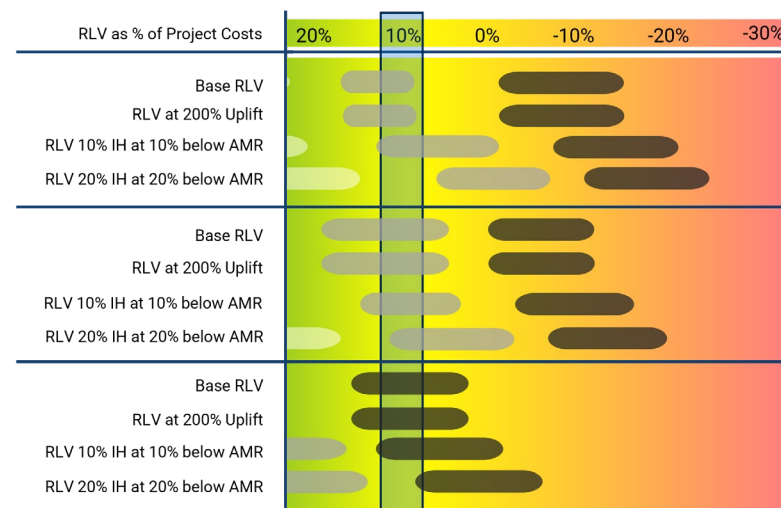
## LOWEST PRICED MARKETS

As shown by the project viability sensitivity, for the future looking housing lowest price market scenarios, the low rise apartment is viable, and could support some amount of inclusionary housing (5%) at shallow affordability, such as 10% below AMR.

The fact that there is ongoing development in these communities suggests that the industry average costs and prices are not well aligned with the realities of development in these communities. This suggests that due to ongoing price elasticity (ability to continue to rise) these market may be able to support a moderate amount of inclusionary housing. For these communities, establishing an inclusionary housing policy while prices are rising will enable the community to capture some of this value and turn it into affordable housing for the future.



### Viability Threshold



Market Area	Current Housing Market	Future Housing Market
Lower Priced Market Area		

# Policy implications

This financial analysis is a point in time snapshot that can not completely capture the full range of housing market conditions across a region as large as Metro Vancouver. The results are indicative of the range of financial outcomes for a suite of scenarios based on today's market conditions.

To account for the current weakness of housing development fundamentals, a forward-looking analysis was conducted that anticipates interest rates coming down and housing purchase prices to continue to rise. The interest rates were assumed to be 2% below current rates and that house prices in across the region would increase by approximately 11%, based on the five year housing price trend.

The two policy features with the greatest impact on project feasibility are:

1. the affordable housing unit set-aside percentage i.e., the share of units in the building that are affordable; and
2. the depth of affordability requirements i.e., how affordable the affordable units must be.

## HOUSING MARKET DIFFERENCES

The analysis shows that each of the three housing markets have different development realities; any inclusionary housing policies need to enable individual communities to set their policy to align with their market conditions. The analysis suggests that the highest priced markets can support inclusionary housing immediately, as seen by the units being created by existing policies, and that more modest policies are needed in the lowest-priced markets to ensure that new developments will continue to be brought to market.

## CONCLUSIONS

The analysis, and alignment with the current policy direction across the region, suggests selecting a depth of affordability such as **10% below AMR**.

For the set aside percentage, the highest cost markets appear to support **10% inclusionary housing with some scenarios supporting 20% set aside**.

The analysis for the moderate and lower priced markets suggests that development will likely be able to support some IH in the near future (+2 years). Introducing a modest set aside amount of 5% to 10% would create some units and position the municipality to increase the inclusionary housing set aside amount as the housing market improves in the future.

# Analysis of not-for-profit ownership

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This section provides an analysis of Inclusionary Housing units being purchased and operated by a non-profit housing provider

# Not-for-profit ownership assumptions

## NOT-FOR-PROFIT OWNERSHIP

An alternative to the developer retaining ownership of the IH units and renting them at an affordable rent is for the units to be sold to a not-for-profit housing provider at a reduced purchase price, and the housing provider rents out the units.

This option facilitates retention of the units in the affordable market, administrative efficiencies, and may enable deeper rental affordability through rent supplements that the housing provider has access to.

The model calculated the amount of a mortgage the housing provider could carry (when purchasing the IH units) with rents (mortgage payments) set at the Housing Income Limits (HILs).

The RLV impacts were found to be between the results for the 10% of the units to be offered at 10% below Average Market Rent (AMR) and the 20% set aside scenario. In the most expensive markets, the RLV impact is approximately 2.5% worse; in the least expensive housing markets in the region, the non-profit transfer of ownership option reduces the RLV by approximately 0.5%.

	Vancouver HILs 2023	Maximum Rent / Mortgage Payment	IH Unit Purchase Price
Bachelor	\$ 58,000	\$ 1,450	\$ 207,850
1 Bedroom	\$ 58,000	\$ 1,450	\$ 207,850
2 Bedroom	\$ 72,000	\$ 1,800	\$ 258,020
3 Bedroom	\$ 86,000	\$ 2,150	\$ 308,190
4+ Bedroom	\$ 107,500	\$ 2,688	\$ 385,230

## AFFORDABLE RENT

Using the HILs to establish the purchase price simplifies the IH policy across the region, however the maximum rents derived from the HILs are higher than AMR in some communities. This means that the housing provider would need to find additional revenue sources to fill the gap between the IH affordability target (10% below AMR) and the mortgage amount. Though there would be an operating deficit at first, as the mortgage is paid down, and rents slowly rise, the units would gradually generate positive revenue.

## RECOMMENDATION

The recommendation is for the inclusionary housing units to be purchased by a non-profit housing provider. Having these units available at a price that is lower than the market price balances providing an affordable housing benefit in exchange for the additional revenues the developer will realize with an upzoning, with moderating the financial impact to the developer while also moving these units permanently in the affordable housing stock.

# RLV impact of NFP purchasing IH units

		HIGHER PRICE MARKET AREA	MEDIUM PRICE MARKET AREA	LOWER PRICE MARKET AREA
HIGH RISE	Base RLV	11%	-10%	-26%
	NFP Ownership at 10% IH	5%	-15%	-30%
	RLV 10% at 10% below AMR	7%	-14%	-29%
	RLV 20% at 20% below AMR	2%	-19%	-34%
MIDRISE	Base RLV	15%	-7%	-24%
	NFP Ownership at 10% IH	9%	-11%	-27%
	RLV 10% at 10% below AMR	12%	-10%	-26%
	RLV 20% at 20% below AMR	6%	-15%	-31%
SMALL APARTMENT	Base RLV	26%	2%	-16%
	NFP Ownership at 10% IH	21%	-3%	-19%
	RLV 10% at 10% below AMR	23%	-2%	-19%
	RLV 20% at 20% below AMR	18%	-6%	-23%

**RLV > 10%**  
Project viable.  
May support IH

**RLV < 10% > 0%**  
Project may not be  
viable.  
Does not support IH

**RLV < 0%**  
Project not viable.

This chart shows the Residual Land Value (RLV) impact of a not-for-profit housing provider buying the IH units (and subsequently renting them at an affordable rate), compared to the base RLV of the scenario and scenarios where the developer retains the units and rents them at an affordable rate.

The key assumptions for this analysis include, using the high end of the construction cost range, that the units purchased by a not-for-profit housing provider are priced where the amount of mortgage that can be carried if the rents (revenue) are affordable to households earning the upper end of the Housing Income Limits (HILs).

The results suggest that the RLV impact to the development falls between renting 10% of the units at 10% below AMR and renting 20% of the units at 20% below AMR.

# 3 Recommended Regional Inclusionary Housing Model: Policy Components

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This section provides details on the recommended policy components and parameters to be included in the model inclusionary housing policy framework. It also touches on the recommended tiered policy structure.

# Introduction

## POLICY FEATURES

The following section describes the recommended tiered policy structure and discusses the eleven inclusionary housing policy components that comprise the framework, summarizing the research that has been conducted, and providing a recommendation for each component. Further details on the implementation of the tiered approach can be found in Section 4: Conclusions.

Additionally, each policy includes a discussion of potential implementation considerations and the potential roles for non-profit housing providers and Metro Vancouver in the implementation of each aspect of the policy.

As previously noted, this study was based on a point in time analysis of the overall regional context and representative markets. The policy component recommendations thus reflect the minimum policy requirements that could be implemented across the region. Going beyond the recommended framework is encouraged, however further analysis on a local level is recommended to support frameworks with deeper affordability and higher set aside rates.

## POLICY FLEXIBILITY

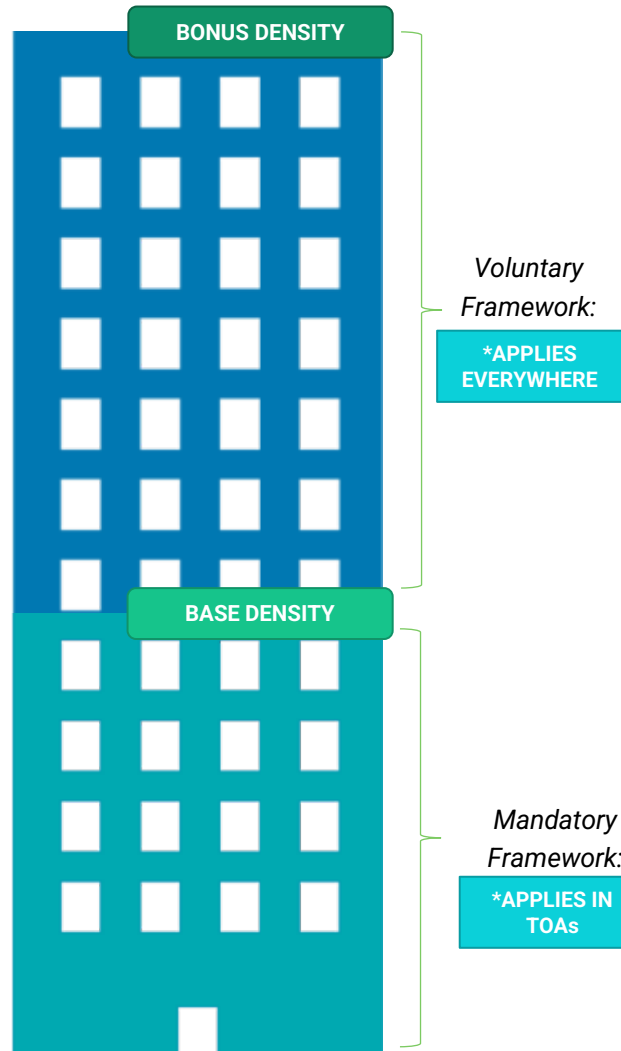
A key consideration for an inclusionary housing policy is whether it will be a very prescriptive policy or more flexible.

The recommendations generally align with the “more flexible” axis of inclusionary housing policy features. The depth of affordability is modest, there is flexibility in which organization owns and operates the units, there is a recommendation to enable opt-out through cash-in-lieu or off-site development, and the set aside amounts are suggested to begin at very modest amounts and increase as the housing market in the region improves.

Where the recommendations are less flexible are in the length of affordability, and that no incentives are being considered beyond the financial advantages of requesting an upzoning.

# Recommended policy framework

## A tiered approach



### Inclusionary Housing

**Tier 1: 5% set aside at 10% below AMR.** This tier has the lowest level of inclusionary housing set aside rates which will generate new affordable housing units and is recommended for regions with lower rates of high-density development.

OR

**Tier 2: 10% set aside at 10% below AMR.** An intermediate approach to inclusionary housing. This tier has a higher set aside rate than Tier 1 and is recommended for regions with moderate rates of development.

OR

**Tier 3: 20% set aside at 10% below AMR.** The highest level of inclusionary housing. This tier has the same set aside rate as Tier 2, but an increased depth of affordability. This tier is recommended for regions with high rates of development and the highest unit prices.

+

### Inclusionary Zoning

In **TOAs** where recent Provincial legislation has resulted in preemptive upzoning to enable as-of-right development permissions, municipalities could apply a mandatory set aside rate to the newly increased minimum base density, to ensure that a portion of the increased land value is captured for affordable housing.

This mandatory framework (**inclusionary zoning**) could adopt the same tiers as the voluntary framework (**inclusionary housing**) but would be applied to the base density and therefore would not require the negotiation of a density uplift to trigger its application.

This mandatory framework would require enabling legislation to permit inclusionary zoning by the Province. Inclusionary zoning is not currently permitted under the existing provincial legislation.

# Unit set aside

## TIERED SET ASIDE RECOMMENDATION

Voluntary Tier	Unit Set Aside
Tier 1	5%
Tier 2	10%
Tier 3	20%

Inclusionary housing policies establish a percentage of affordable housing units required in new market-rate development projects (i.e., unit set-aside rate).

Determining the “set-aside” percentage is a key decision for policymakers since it impacts the economics of development and ultimately affects the number of affordable housing units that will be generated. The unit set-aside rate impacts the feasibility of a project such that as the set-aside percentage increases, the average per-unit revenue potential of a development declines. In general, the revenue loss associated with increasing the set-aside percentage is greater for projects that can generate higher market-rate rents.

Residential development viability is at a recent low due to a rapid rise in construction costs during the pandemic, and increased interest rates driving down the amount of mortgage that purchasers can carry. Costs have increased by over 20% in the region between 2021 and 2023, and interest rates have risen from a Bank of Canada prime rate of 2.45% in 2021 to 7.2% today.

**The analysis suggests that where projects are currently viable, having a 10% set aside would be viable using the low-cost assumptions.** As the development environment in the region becomes healthier, a higher set aside amount can be viable.

The recommended set aside amounts are based on the financial analysis results for the low-end construction costs. This somewhat optimistic recommendation considers that current construction costs and mortgage costs are at recent highs and the longer-term prospects are for residential construction to return to higher profitability, and thus able to carry higher affordable housing contributions.

### TIER SELECTION CONSIDERATIONS

In the weakest markets, we anticipate profitable residential housing development to continue as has been seen in recent years.

Introducing a small IH set aside amount would lay the ground-work for administering an IH policy as the market improves.

The rapid rise in housing prices in the lower-priced communities in Metro Vancouver suggests that though the RLV analysis shows weak profitability, there still appears to be price elasticity remaining – this suggests that significant development is expected to occur in the near future and that an inclusionary housing contribution would be supportable with low risk to stalling the development environment.

Consistent and significant year over year price increases across the region suggests that there is price elasticity (ability for prices to rise); these price increases could go towards IH instead of additional profitability.

The low rental vacancy rate seen across the region also suggests that there is also pent-up demand for new ownership units that will continue to drive sales prices upward.

The difference between construction costs and sales prices, on a per-square-foot basis can be used to infer the potential profitability of development in a housing market. This analysis found that markets that had sales prices that were twice the cost of the hard-costs of the project (including parking) would support some inclusionary housing; each 0.1 multiple after that is approximately 10% more profit, which suggests that markets with prices at 2.1x hard-costs may be able to support higher proportions of IH of either Tier 2 or Tier 3, depending on the baseline Tier that is adopted.

Recommended Unit Set Aside Amounts

Housing Market	Initial Tier	Future Tier
Lower Priced Market Area	Tier 1 5%	Tier 1 5%
Moderate Priced Market Areas	Tier 1 5%	Tier 2 10%
Highest Priced Market Area	Tier 2 10%	Tier 3 20%

For lower priced market areas, Tier 1 at 5% would be appropriate to ensure that development can proceed, while capturing some of the value generated as sales prices increase.

The moderate priced housing markets in the region may have less elasticity remaining in the market. This suggests that a conservative IH policy, such as Tier 1 at 5%, is appropriate to start with, with the goal of eventually reaching the Tier 2 set aside amount of 10%.

The analysis suggests that the highest price markets can support a set aside amount of 10% currently. The recommendation is to apply the Tier 2 set aside of 10% immediately and phase in the Tier 3 set aside amount of 20% over time.

#### IMPLEMENTATION CONSIDERATIONS

*Project with few units should be examined for off-site delivery or cash-in-lieu.*

*Scattered units (<5 per building) and larger blocks of units are both needed by different types of housing providers, depending on resident needs. However, in terms of operational efficiency and administrative costs to set up agreements and manage the units, larger blocks of units are preferred.*

#### ROLE OF NON-PROFITS

*With a recommendation for the IH units to be purchased and operated by non-profit housing providers, the role would be to participate in a process to select or pre-qualify housing providers for acquisition of new IH units.*

#### ROLE OF MVRD

*There is a role in the IH policy for selecting and approving non-profit affordable housing operators that would purchase and operate the IH units. The following organizations are well positioned to provide this function: Metro Vancouver Regional District (MVRD), Metro Vancouver Housing, BC Non-profit Housing Association (BCNPHA) or BC Housing.*

*There is a potential role for MVRD to provide a coordination function for establishing and operating a central waitlist for IH units with priority for local residents.*

# Phase-in of unit set aside

There are two options for phasing-in the inclusionary housing unit set aside amount. The literature review suggests that a three year phase-in is common, but because various implementations of inclusionary housing exist in the region a shorter two-year phase-in may be appropriate.

The development industry would be made aware of the potential for a new IH policy through the public engagement process before the by-law is brought to Council. Providing at least one year before the IH policy goes into effect allows in-progress projects to use their current financial assumptions.

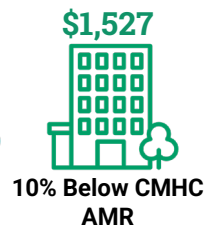
Projects that come forward more than a year after the passing of the IH by-law have had significant time to adjust to the new policy and its associated costs. However, they may already have a significant amount of locked-in costs from prior to the policy's approval or passage. A reduced IH set aside amount mitigates the policy impact on these projects. Providing two years of awareness of a new policy should be sufficient for almost all projects to adjust to the new requirements and to be able to bring forward viable projects.

The phase-in period is intended for when the by-law is initially introduced. Should a municipality opt to move between Tiers, the upper end of the Tier should be implemented when Council passes the by-law amendment. There should be at least a year between passing the by-law and the Tier change coming into effect, giving the development industry some time to adjust. This assumes that the municipality already has an IH policy in effect, and thus operates as if phasing in from Year 1 to Year 2 – i.e., an increase in the amount of affordable housing in an existing policy.

# Depth of Affordability

## AFFORDABILITY RECOMMENDATION

Voluntary Tier	IH Policy
Tier 1	10% below AMR
Tier 2	10% below AMR
Tier 3	10% below AMR



\*average market rents are for 1-bedroom units in Metro Vancouver.

**The recommendation is for setting the depth of affordability at 10% below CMHC average market rent.** This level of affordability differentiates the IH policy from delivery of deeply affordable (RGI) and supportive housing that require operational subsidies. With the IH policies being implemented by local municipalities, they are not the primary provider of deeply affordable housing, and this policy would allow them to continue to focus on below-market housing for low to moderate income earners. As seen the graphic above, 10% below CMHC AMR is notably lower than rents for newly constructed rental units, thus providing housing options for more moderate income levels.

The moderate and weaker markets had challenging RLV results; a modest affordability threshold allows for the housing industry to adjust to an IH policy with modest financial risk. Only the strongest markets can support both a 10% set-aside and rents at 20% below AMR.

**In member jurisdictions that have policies that require deeper levels of affordability supported by a detailed financial analysis, it is recommended that the same affordability metric (i.e., X% below CMHC average market rent) be adopted in order to achieve policy alignment and consistency in metrics across the region.**

## IMPLEMENTATION CONSIDERATIONS

*The current financial analysis suggests that IH is only viable in the strongest markets, with the most optimistic construction cost assumptions.*

*The high-rise scenario can support 11% IH with units at 10% below AMR and 4% IH at 20% below AMR. There is a trade off between number of units (set aside) and depth of affordability.*

*Annual rent increases should be limited to the Provincial maximums for ongoing tenancies, and reset to the percentage below current AMR on unit turnover*

## ROLE OF NON-PROFITS

*Potentially there is a role for a not-for-profit agency, such as BC Housing, Metro Vancouver Housing or BC Non-profit Housing Association (BCNPHA), in monitoring and reporting of the agreements.*

## ROLE OF MVRD

*Potentially there is a role for MVRD in reporting on the number units created and the depth of affordability.*

# Depth of Affordability

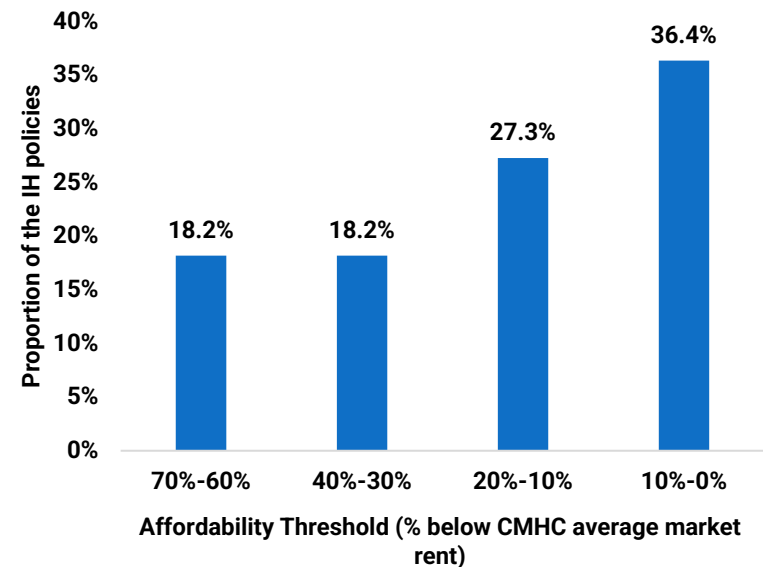
## Financial Implications

The depth of affordability requirements have implications on the feasibility of a project in the same way that the unit set-aside percentage does i.e., the average per-unit revenue of a development declines as the affordability requirement deepens.

There is a trade off between the unit set-aside rate and the depth of affordability threshold. Generally, the deeper the affordability level, the lower the percentage of affordable units required. Most of the inclusionary housing policies in Metro Vancouver currently are not providing deeply affordable units. More than 60% of the programs explored in the jurisdictional scan expect developers to set the price for affordable units at 20% below CMHC average market rent or less.

Municipalities have the option to serve households with lower-incomes through inclusionary housing so long as developers can trade targeting lower-income households in exchange for developing fewer affordable housing units. Municipalities can also increase the incentives to enhance the feasibility of deeply affordable housing units.

**Figure 4: Metro Vancouver Inclusionary Housing Policies - Affordability Threshold**



# Opt-out considerations

## CASH-IN-LIEU OR OFFSITE PROVISION RECCOMENDATION



### IMPLEMENTATION CONSIDERATIONS

*The decision to allow the IH units to be provided off-site should be the responsibility of Council, with justification support from staff. This is to improve transparency and ensure that the public is informed of what the benefits are and why this project is being treated differently. Justifications could include that the residents of the IH units would benefit from being in the alternative building due to the social services being offered in the building, the units being more affordable due to a non-IH mechanism, or where the units can be occupied significantly in advance of when they would otherwise be ready for occupancy.*

*Off-site development legal agreements will be lengthy and complex and should be registered on title to ensure if the land is sold the IH requirements remain. Both legal and development policy staff must be allocated to creating, managing and implementing these agreements.*

*Cash-in-lieu can be managed by either the municipality or the Region, though ensuring the funds get spent in the communities where it was raised is a highly desirable policy outcome. The amount of cash-in-lieu, when this option is used, should be sufficient to build an equivalent amount of units on another site. The dollar amount per unit or per GFA would need to be adjusted annually based on construction price trends in the municipality.*

### ROLE OF NON-PROFITS

*Off site units will likely be associated with planned affordable housing development; creating relationships with staff and the local development industry will facilitate accessing these opportunities for additional funding/development support.*

*Participate in creation of the off-site development agreement to ensure it integrates with their development objectives.*

### ROLE OF MVRD

*Providing advice to municipal staff on common or standard agreement clauses and implementation procedures.*

*Potentially managing the cash-in-lieu funding pool by collecting cash-in-lieu funds and administering to non-profit or municipal-led affordable housing projects.*

# Minimum size of development

This policy alternative exposes two interrelated issues that are found in the implementation of IH policies: protecting the financial viability of small projects and limiting the number of individual affordable units that are widely distributed throughout many developments. Linking the minimum development size to the number of additional units aims to align the magnitude of the IH requirement with the amount of additional density requested, avoiding large IH requirements for relatively small upzonings. Alternatively, the threshold can reference the total number of units in a development that has requested an upzoning; this will likely capture more projects and create more IH units.

Both a unit count threshold and unit area or size threshold are needed to avoid “gaming the system” by proposing developments that are just below the threshold. In 2022, the average strata unit size was 770 sq.ft. A number near this should be assumed for the average unit size when determining the area threshold.

## FINANCIAL IMPACTS & TRADE-OFFS

The larger the threshold, the fewer IH units that will be created. Smaller projects have less land value to off-set the IH financial impact, which may make smaller projects less viable for a longer period of time while land prices adjust.

The cost of creating and managing IH agreements will be similar, regardless of the project size; however, the administration cost per unit goes up as the projects get smaller. Therefore, smaller projects will be relatively more expensive for the municipality to acquire and manage.

It is more expensive to operate and maintain a scattered portfolio, rather than larger blocks of units, as the economies of scale for the housing operator decrease with smaller projects.

## MINIMUM DEVELOPMENT SIZE RECOMMENDATION

Upzoning That Results in Developments With ...



**Total Project Size Policy:**  
100 total units, or 80,000 sq. ft.

## BEST PRACTICES

*Generally, inclusionary housing policies generate the most below-market units in areas where the most market rate development is occurring. These areas are often identified as ‘strong’ markets, compared to ‘medium’, or ‘weak’ markets.*

*Inclusionary housing policies have various threshold sizes across Canada, depending on geography and market strength. Typically, threshold size varies from a minimum of 10 units to over 200 units. In Toronto, developments with fewer than 100 units are exempt from the Inclusionary Zoning By-law.*

## WHAT WE HEARD

*Participants consulted throughout the project indicated that inclusionary housing works better in high density zones. When density offset rules were the same for all sites, larger sites benefited.*

*Developers indicated a preference for flexible rules that responded to present conditions, such as lessening the affordability requirements for concrete builds typically on smaller sites.*

# Requirements based on tenure

The three primary types of development are strata, purpose built rental and free-hold. Free-hold is primarily low-density development and rarely targeted for IH policies.

Purpose built rental development is currently financially challenging across Canada. Inclusionary housing units depress project revenues relative to market-rate units. In the current development climate, our economic analyses indicate that the forgone profits from inclusionary housing units are sufficient for purpose-built rental developers to cease development, making purpose-built rental inclusionary housing policies untenable, except in the strongest markets in the region.

Strata developments are the most common high-density development, with the highest potential profits and the greatest ability to contribute toward community benefits such as affordable housing. The higher market-rate profits in strata buildings increases the capacity to forgo maximal profits on inclusionary housing units, making strata developments a preferable focus for inclusionary housing policies.

## FINANCIAL IMPACTS & TRADE-OFFS

Excluding other development types reduces the potential pool of projects that could contribute IH units.

Adding additional financial burden to purpose built rental projects conflicts with the general need for increasing the stock of rental, at any price point.

Large free-hold subdivisions (to meet the minimum project size) are some of the most profitable developments, but also require a significant amount of public infrastructure (roads, water, etc.) during development.

## BASE TENURE RECOMMENDATION

### Base Tenure



Strata developments

## BEST PRACTICES

*Generally, the base tenure affects the depth of affordability and the project viability. The goals of the program should influence whether rental or strata development is pursued.*

*Port Moody and Richmond both adopted strata-only inclusionary housing policies.*

## WHAT WE HEARD

*Currently, the equity required to build rental buildings is prohibitive and administration of this tenure-type poses significant challenges. Purpose-built rental construction has only been possible because of the Rental Construction Financing Initiative. However, the program has become too onerous, and developers are no longer applying to the program.*

*In the current economic climate, strata buildings are more feasible, however both renter and ownership should be considered when drafting a by-law. Recent changes to the Strata Title Act have complicated matters.*

# Unit type and size

Affordable unit type and size allocation can be based on a variety of factors. Constructing larger units introduces more affordable options for families and households of a larger size. In an Inclusionary Housing policy based on Gross Floor Area, another approach is allocating smaller unit sizes. This allows for a greater overall number of affordable units to be introduced. The allocation of unit type and size can also be calculated based on current or projected housing need.

Construction is simplest, however, if the affordable unit mix matches the market units, with no unit size or type customizations. An additional consideration is having the Inclusionary Housing units in a contiguous block – either horizontally or vertically – makes the ongoing land titles and title management easier.

## FINANCIAL IMPACTS & TRADE-OFFS

Assuming that the amount of IH contribution (set-aside amount) is calculated as a proportion of GFA, the developer should not have a strong preference on whether the affordable units are smaller (1-bedroom) or larger (2+ bedroom) units. (If there is an 8,000 sq.ft. IH contribution, there should be low financial difference between providing eight 1,000 sq.ft. units or ten 800 sq.ft. units.)

Requiring specific unit design for the IH units, that does not align with the proposed building footprint, adds significant additional design and construction cost to the project. These costs greatly increase the later in the project they are introduced.

## UNIT TYPE AND SIZE RECOMMENDATION

- Proportional to the mix of units and sizes of the market units.
- Customized to fit the operational needs of the affordable housing provider

### BEST PRACTICES

*Best practice is for the policy to have clear default direction on what the expectations are on unit size and mix for the affordable housing units. This is improved with the ability for the municipality, with participation of a housing provider, to be able to select which units become IH units, to improve the housing outcomes without requiring customization of the building footprint to meet the needs of the housing provider.*

### WHAT WE HEARD

*Due to BC Housing income limits, not-for-profits are reducing unit size to increase the number of units. There is a need for family housing with more bedrooms. Newcomers and Indigenous families have a need for larger-size, affordable housing.*

# Affordability period

## AFFORDABILITY PERIOD RECOMMENDATION

Length of Affordability for Units Created:



Life of the Building

### IMPLEMENTATION CONSIDERATIONS

*The agreement should ensure that premature redevelopment is discouraged to exit/avoid the affordability requirements.*

*Include an option for the municipality to exit the agreement if the strata corporation becomes financially distressed and large one-time fees are expected to be assessed.*

*There are administrative costs associated with longer term agreements, for example, agreements in perpetuity.*

*There needs to be a mechanism in the agreement for transfer of ownership or operation of the units between organizations, as the building may outlive the organizations that initially operate the units.*

### ROLE OF NON-PROFITS

*Creation of a tenant management plan as the building approaches its end of life.*

*Creation of a succession plan, if the organization will not be able to continue to operate the units.*

*They could potentially be the owner of the unit, enabling the value created to last beyond the life of the building/unit if they are eventually sold and the revenues reinvested in new units.*

### ROLE OF MVRD

*None specifically for this aspect of the policy.*

# Incentives

## DEVELOPER INCENTIVES RECOMMENDATION

Negotiated density  
bonus for inclusionary  
housing provision.

### RECOMMENDATION CONSIDERATIONS

*A voluntary policy framework, such as the proposed three tiers, where inclusionary housing is requested in exchange for additional density through upzoning is a form of density bonusing. This is unchanged from the current regulatory framework.*

*The potential mandatory tier aims to create a policy that will create affordable housing within the Provincially upzoned transit-oriented areas. As a mandatory policy, there are no incentives; however, tying these policy pieces together operates similarly to a density bonus initiative.*

### IMPLEMENTATION CONSIDERATIONS

*Metro Vancouver highlighted concerns about the extent of positive impact from a fast-track approval process relative to its administrative burden.*

*Numerous engagement participants indicated the importance of flexibility in an inclusionary housing policy, emphasizing that any policy framework or incentive should be responsive to market conditions, developer resources, building type/tenure, and changing legislation.*

*Metro Vancouver echoed this direction, and as a result is exploring a voluntary approach where density increases are negotiated on a project-by-project basis.*

# Ownership and operations/management

## OWNERSHIP & OPERATIONS/MANAGEMENT RECOMMENDATION

**The recommendation for unit ownership, operations, and tenant selection is to have a policy that allows for qualified organizations to perform any of the functions.**

**Additionally, the recommendation is to include an option for units to be sold below market rate to non-profit organizations for ongoing ownership, management, and operations.**

A flexible policy adds some additional work when creating the affordable housing agreement but has the highest potential to deliver improved affordability outcomes while continuing to ensure the developer is in control of their project financial outcomes.

The financial analysis found that selling the units to a non-profit housing provider at a price that can be serviced by a household with an income near the Housing Income Limits (HILs) has a RLV impact that is slightly higher than renting 10% of the units at 10% below AMR, but not as much of an impact as having the set aside amount at 20%.

### IMPLEMENTATION CONSIDERATIONS

*An option where the developer builds the units and sells at a price that a non-profit could afford based on affordable rents servicing a mortgage would ensure that the units become part of the stock of permanently affordable units. The financial impacts of this unit ownership model on project viability must be performed separately.*

*The implementation agreement must clearly identify the owner of the units and conditions where ownership can be transferred. There must also be clear identification of which organization is responsible for selecting tenants and verifying they are eligible to tenant the unit. The agreements also need guidelines on how unit management/operations are achieved and the amount of oversight the municipality has on unit management outcomes and selection of service providers.*

*As discussed in the discussion on the Set Aside amount, there is an opportunity for an organization such as MVRD, MVH, BCNPHA or BC Housing to provide region-wide vetting of housing providers. This could also include management of a centralized waitlist for residents that are eligible for IH units.*

### ROLE OF NON-PROFITS

*There is an opportunity for non-profits to be able to increase the depth of affordability, perform tenancing of units, management of units, and annual reporting on the units under their control.*

### ROLE OF MVRD

*MVRD, BC Housing, or MVH can participate by increase depth of affordability through rent supplements, manage tenancing of units, or providing administrative support when units change ownership of unit management companies.*

# Reporting requirements

## REPORTING REQUIREMENTS RECOMMENDATION

### Reporting Should Occur Annually

Operating Agency to provide a report to the Municipality containing

- Number of units managed
- Rents being charged



Municipalities to provide an annual report to the Public containing

- Number of units created over the lifetime of the policy
- Number of units currently under agreement
- Number of units with agreements, but not built
- Number of units by rent levels

## IMPLEMENTATION CONSIDERATIONS

*Ensuring there is sufficient staff time allocated to management of the IH policies, including annual reporting is crucial.*

*The reports should be publicly available to ensure transparency.*

## ROLE OF NON-PROFITS

*Annual reporting to the municipality.*

## ROLE OF MVRD

*Annual reporting on the results of the model inclusionary housing policy.*

# Monitoring and evaluation

An inclusionary housing policy affects the local land markets and may affect the profitability and viability of new market housing. The expectation based on results from other jurisdictions that have implemented similar policies is that most of the impact will be absorbed in the land prices – this needs to be verified that it is occurring in the municipality.

IH policy creates long-term agreements that must be maintained. There should be periodic review of the ongoing costs to manage the program in relationship to the policy's costs and alternative affordable housing programs.

There needs to be a balance between predictability in the policy and adaptability to market changes. A 5-year review cadence is similar to the development timeframe for major residential developments, which suggests the affected organizations have a strategic horizon that a 5-year review period aligns with.

## FINANCIAL IMPACTS & TRADE-OFFS

A more frequent monitoring and evaluation period would allow for faster reaction to market conditions but has higher administrative costs and increases policy uncertainty for the development community, increasing their perceived costs.

The affordability outcomes of the policy should be compared to other types of affordable housing policies to ensure that this policy continues to be a good value option for regional municipalities.

## MONITORING AND EVALUATION RECOMMENDATION

- *Regular review of market assumptions*
- *Regular review of policy outcomes*
- *Regular review of the policy variables in meeting evolving housing needs*
  - *Review whether to move between Tiers by a municipality*
  - *MVRD to review and adjust the Tier definitions*
- *5-year reviews*

## BEST PRACTICES

*A common shortcoming of government policies is the rigour of the monitoring and evaluation process. Best practice is to include a requirement for monitoring and evaluation in the by-laws that create the inclusionary housing policy framework.*

*An inclusionary housing redirects a significant amount capital funding to affordable housing and has a very visible impact to new development; comparing the effectiveness of this policy to other types of affordable housing policies is needed to ensure transparency and to build community support for the ongoing operation of the policy.*

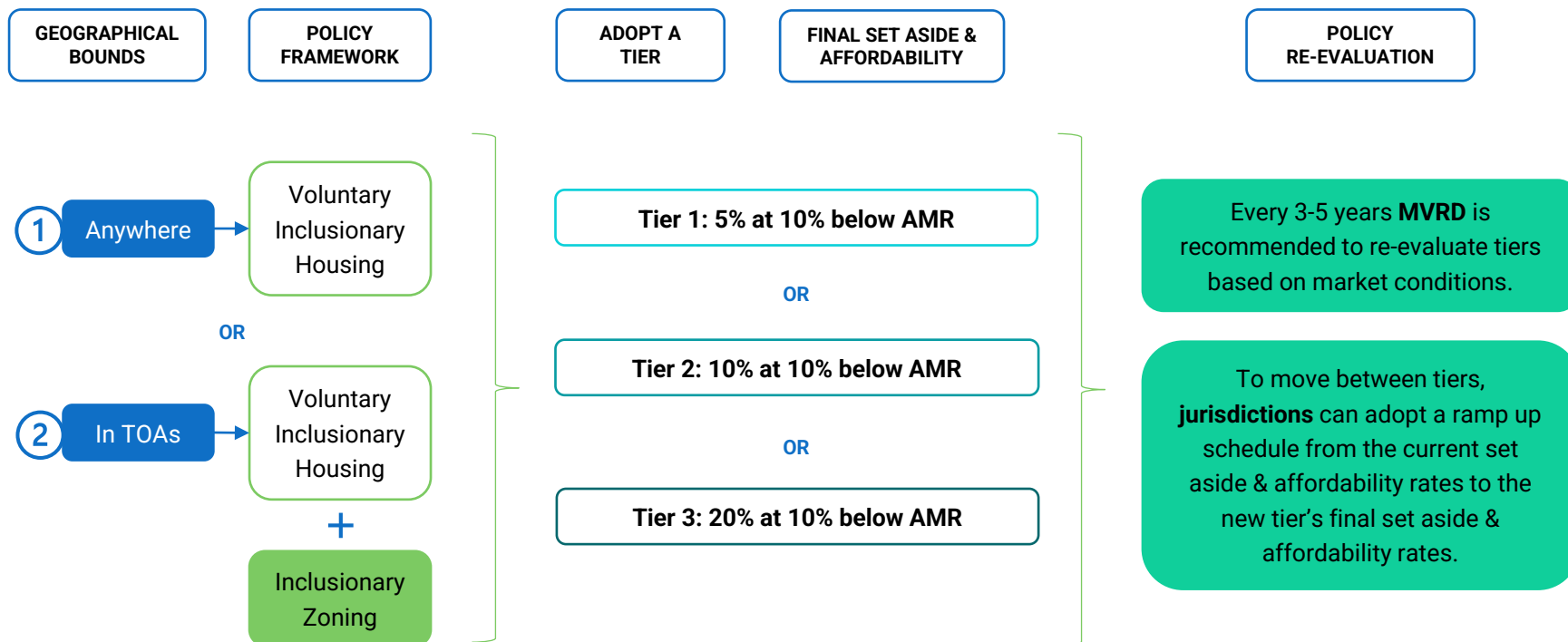
# 4 Conclusions

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This final section provides a summary of the implementation parameters for the regional model inclusionary housing and inclusionary zoning framework. It also touches on affordable housing opportunities through inclusionary zoning.

# Implementation

## A tiered approach

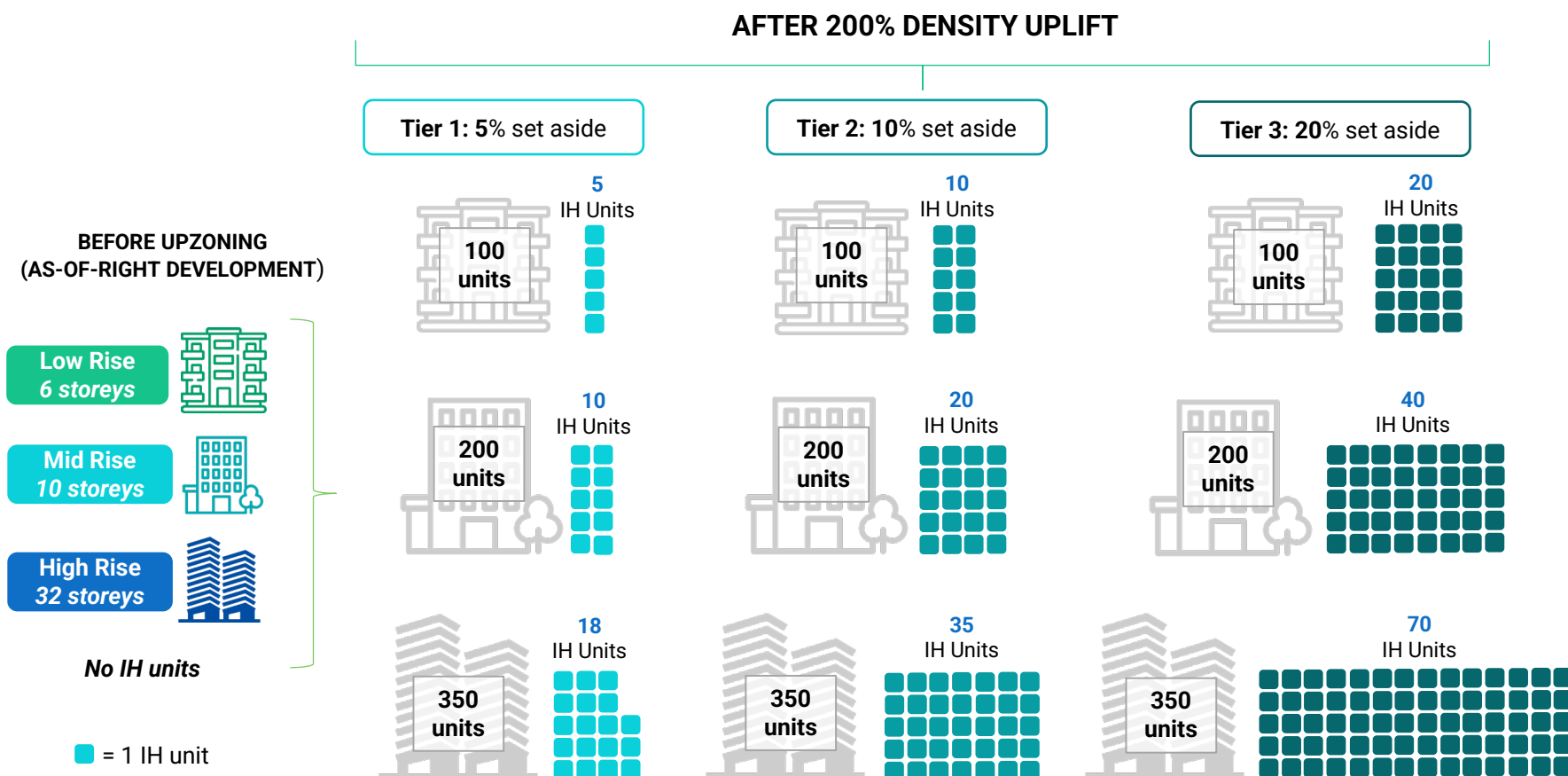


**\*Note:** in TOAs that adopt inclusionary zoning (with enabling legislation from the Province) the provision of IZ units are mandatory regardless of density uplift. If developments request a density uplift, the voluntary inclusionary housing and inclusionary zoning frameworks are suggested to be synchronized so that the frameworks may operate as one singular framework to be applied to the entire development.

Anywhere else, the inclusionary housing framework applies to the entire building, and is triggered by an upzoning (increase of density) application. At the time of writing this report, the Province has not passed enabling legislation for inclusionary zoning, meaning that only the inclusionary housing component of this framework may be enacted.

# Sample IH implementation

The requirement to provide inclusionary housing units is triggered by an upzoning (increase of density). The following scenarios are for illustrative purposes to demonstrate how many units could be achieved through the application of the recommended inclusionary housing tiers, and are based on a 200% density uplift from as-of-right zoning, as considered in the prototypical development scenarios analyzed in this report.



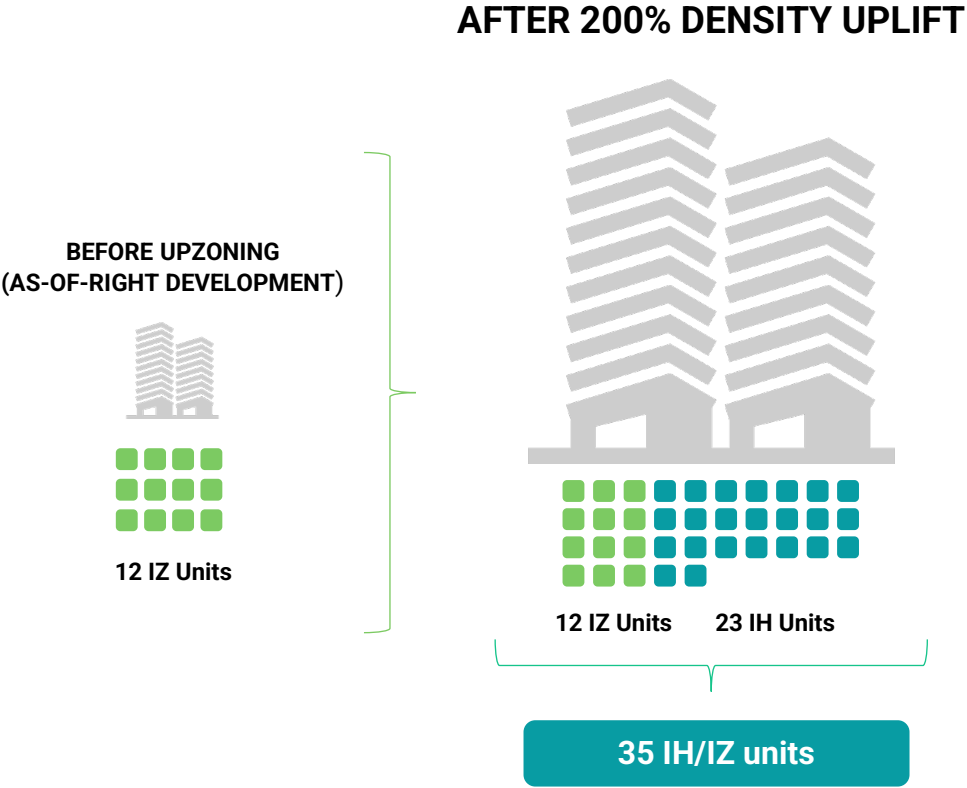
# Sample IZ implementation

## High rise scenario

Upon enabling Provincial legislation, inclusionary zoning frameworks could apply to the base density of developments in TOAs. The following scenario illustrates how this inclusionary zoning framework will operate in tandem with an inclusionary housing framework.

The scenario uses a high-rise building in a TOA that is in a jurisdiction that has adopted Tier 2 (10% set aside rate) of the Inclusionary Housing framework and has requested a 200% density uplift from the as-of-right zoning.

In this scenario, the development size would increase from approximately 120 units to 350 units. Developments constructing to the as-of-right zoning will be required to provide 12 inclusionary zoning units. With the 200% density uplift, the requirement increases to a total of 35 inclusionary zoning/inclusionary housing units across the entire development. A similar principle and process would apply to any development in a TOA.



# Operational components

## Overview of recommended policy components

The operational components provide considerations for the size and tenure at which developments should be subject to IH and IZ frameworks, potential incentives for these developments along with regulations for opt-out provisions, and recommendations for the ownership and operational management of IH and IZ units.

### 1 MINIMUM SIZE OF DEVELOPMENT

Developments that are at least:



Total Project Size of  
100 total units, or 80,000 sq. ft.

### 2 REQUIREMENTS BASED ON TENURE

Base Tenure:



Strata developments

### 3 OPT-OUT

Cash in lieu  
OR providing  
units in an  
alternative  
site



WITH  
Council  
approval



IF housing  
outcomes  
for the  
tenants  
would be  
achieved

### 4 INCENTIVES

#### Density Bonusing

*To capture some of the value of increased density, inclusionary housing would apply where density increases are requested, and inclusionary zoning could apply where land has been already upzoned in a TOA.*

### 5 OWNERSHIP & OPERATIONS/MANAGEMENT

The recommendation for unit ownership, operations, and tenant selection is to have a policy that allows for qualified organizations (for example, non-profit housing operators that are approved by the municipality to operate affordable housing units) to perform any of the functions.

Additionally, the recommendation is to include a provision for **units to be sold below market rate to non-profit organizations for ongoing ownership, management, and operations.**

# Affordability components

## Overview of recommended policy components

The affordability components provide considerations for the number, depth of affordability, period of affordability, size, and type of IH and IZ units.

### 1 SET ASIDE RATE

Voluntary Tier	Unit Set Aside
Tier 1	5%
Tier 2	10%
Tier 3	20%

### 2 DEPTH OF AFFORDABILITY

Voluntary Tier	Depth of Affordability
Tier 1	10% below AMR
Tier 2	10% below AMR
Tier 3	10% below AMR

### 3 PERIOD OF AFFORDABILITY

Length of Affordability for Units Created:



Life of the Building

### 4 SIZE AND TYPE OF UNITS

The inclusionary housing and inclusionary zoning frameworks are recommended to have unit types and sizes in a **proportional** mix to that of the market units and sizes.

Based on community feedback, it is recommended that this policy provision be customized to fit the operational needs of the affordable housing provider.

# Oversight and review components

## Overview of recommended policy components

The oversight and review components provide considerations for the ongoing management of the IH and IZ policy and the affordable units created under its framework.

### 1 Reporting Requirements

Reporting should occur annually:

Operating Agency to provide a report to the Municipality containing

- Number of units managed
- Rents being charged



Municipalities to provide an annual report to the Public containing

- Number of units created over the lifetime of the policy
- Number of units currently under agreement
- Number of units with agreements, but not built
- Number of units by rent levels

### 2 Monitoring and Evaluation

Monitoring and evaluation requirements would involve a regular review of market assumptions, policy outcomes, and policy variables in order to meet evolving housing needs.

As a part of this process, MVRD would perform reviews to adjust the Tier definitions while individual municipalities would review whether to move between Tiers. It is recommended for there to be a **5-year review process**.

# Conclusions

This study puts forward an inclusionary housing model framework that would support Metro Vancouver and the communities within it to reach its objectives for improved affordable housing options moving forward, including the Metro 2050 regional target that 15% of all new units near transit be affordable rental housing units.

The goals of the recommended inclusionary housing model framework are to 1) provide a consistent framework of policies that member jurisdictions, whether they have pre-existing inclusionary housing policies or not, can voluntarily adopt or “opt-in” to, and 2) to support municipalities to implement the tool in the most effective way.

A region-wide framework for inclusionary housing will increase the effectiveness of existing IH policies in member jurisdictions by providing an opportunity to streamline requirements and create a consistent approach across the region, which will help developers and residents better understand the requirements for inclusionary housing and create opportunities to scale up delivery of IH in the region.

With the recent changes to provincial legislation, member jurisdictions are required to provide housing needs reports that estimate housing needs for 20 years. Concurrently, BC has adopted a pro-active planning system by requiring 20 years of pre-zoning to ensure that housing needs are met.

This study will be presented to the Province to support the introduction of enabling legislation for inclusionary zoning, to allow member jurisdictions within Metro Vancouver to require inclusionary units be provided as part of as-of-right zoning requirements.

This legislative change will allow communities to leverage the regional model of inclusionary housing to implement inclusionary zoning that capture the additional value created by moving to a pro-active planning system in BC that will rely more heavily on pre-zoning.

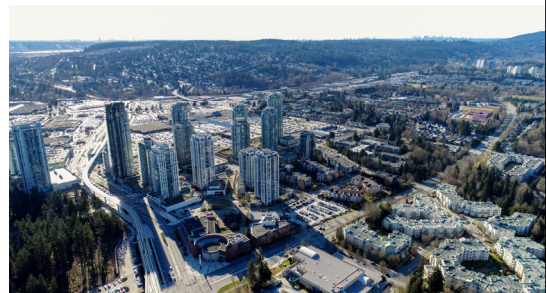
As a result of these initiatives and upon Provincial adoption of inclusionary zoning legislation, Metro Vancouver will promote a comprehensive, region-wide, and consistent inclusionary housing and inclusionary zoning framework that will encourage and enable member jurisdictions to meet the various housing targets as part of a forward-looking planning regime.





## INCLUSIONARY HOUSING DEFINED

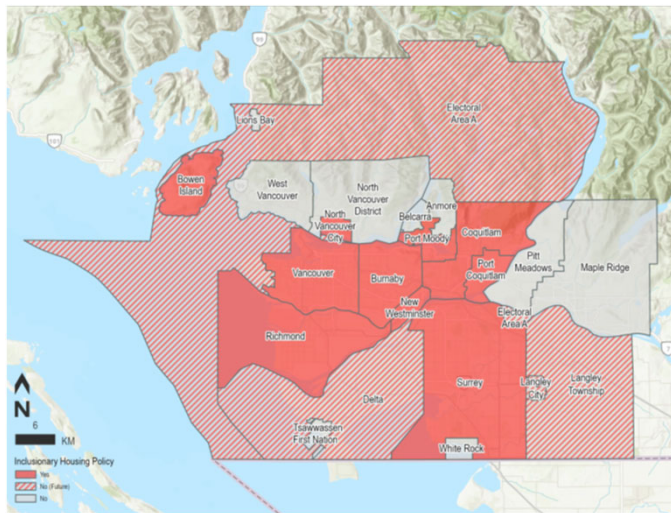
- **Inclusionary Housing:** Voluntary, incentive-based provision of affordable housing units in a development.
  - Typically in exchange for additional density
- **Inclusionary Zoning:** Mandatory zoning regulation that requires a set amount of affordable housing in a development.
  - Not currently possible in BC context.



## Summary of Existing Programs: Overview



### Metro Vancouver Member Jurisdictions with Inclusionary Housing or Similar Policies

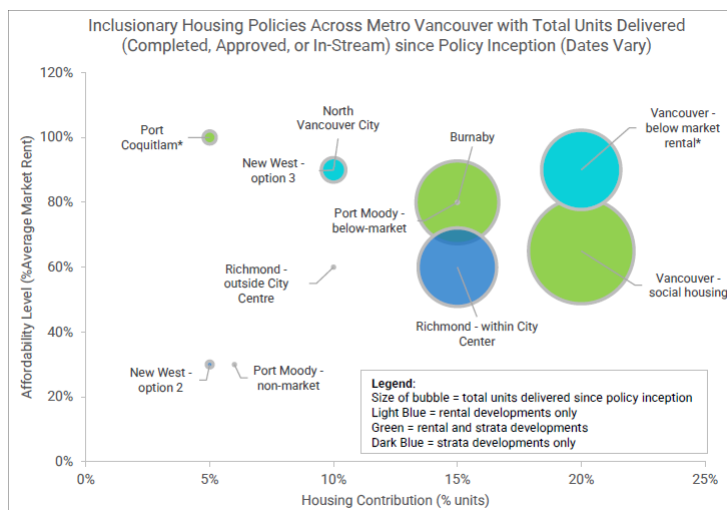


- 8 member jurisdictions have adopted **inclusionary housing policies**
- 3 member jurisdictions have similar incentive / density bonus policies which achieve **inclusionary units**
- 4 member jurisdictions have identified **inclusionary housing** as a future action

## Summary of Existing Programs: Units Delivered



### Scale of Units Delivered via Inclusionary Housing Policies in Metro Vancouver

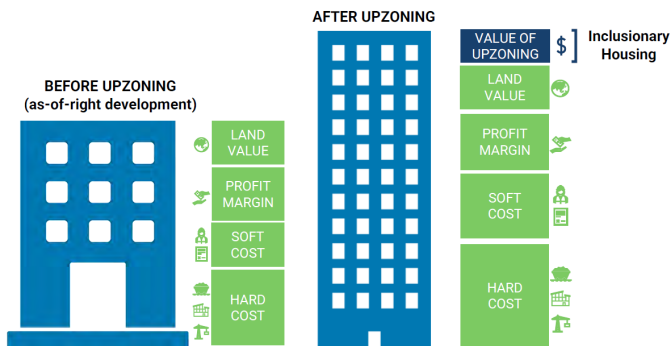


- Important tool for delivering affordable housing in the region to date.
- Approximately 9,200 inclusionary housing units have been delivered (approved or completed) since policy inception (dates vary).
- **Opportunity** to scale up to meet housing targets.

## Economic Analysis Methodology & Key Findings



Upzoning creates additional revenue and costs.  
In strong markets there is residual value that can support inclusionary housing.



### Key findings:

- Higher priced markets strongly support up to 10% or 20% inclusionary housing
- Moderate priced markets can support up to 10% inclusionary housing
- Lower priced markets may be challenged to support inclusionary housing at this time

## Regional Model Policy Framework: Key Recommendation #1



### Set-Aside Percentages

**Recommendation:** Adopt tiered inclusionary unit set aside rates, based on the local housing market.

### Rationale:

- Highest tier (20%) is aligned with some existing policies in Metro Vancouver.
- Phase-in period provides the development community time to adjust.

Tier 1: 5% at 10% below AMR

OR

Tier 2: 10% at 10% below AMR

OR

Tier 3: 20% at 10% below AMR

## Regional Model Policy Framework: Key Recommendation #2



### Ownership and Management of Inclusionary Housing Units

**Recommendation:** IH units should be owned or operated by a non-profit or qualifying agency.

#### Rationale:

- Ensures that the affordable units are secured.
- Lessens burden on municipalities for monitoring.
- Affordability will likely deepen over time.

	Vancouver HILs 2023	Maximum Rent / Mortgage Payment	IH Unit Purchase Price
Bachelor	\$ 58,000	\$ 1,450	\$ 207,850
1 Bedroom	\$ 58,000	\$ 1,450	\$ 207,850
2 Bedroom	\$ 72,000	\$ 1,800	\$ 258,020
3 Bedroom	\$ 86,000	\$ 2,150	\$ 308,190
4+ Bedroom	\$ 107,500	\$ 2,688	\$ 385,230

## Regional Model Policy Framework: Key Recommendation #3

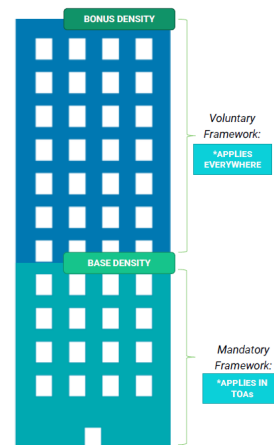


### Mandatory Inclusionary Zoning (e.g. in TOAs, pre-zoned areas)

**Recommendation:** Apply a mandatory set aside rate to newly increased base densities in TOAs.

#### Rationale:

- Ensures that a portion of the increased land value is captured for affordable housing when these areas are upzoned.





Thank you!  
Questions?

To: Finance Committee

From: Harji Varn, General Manager, Financial Services / Chief Financial Officer  
Sonu Kailley, Director, Financial Planning

Date: March 4, 2024

Meeting Date: March 13, 2024

Subject: **Metro Vancouver Long-Term Financial Plan Framework and Timeline**

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### **RECOMMENDATION**

That the MVRD Board approve the Metro Vancouver Long-Term Financial Plan Framework and Timeline as presented in the report dated March 4, 2024, title “Metro Vancouver Long-Term Financial Plan Framework and Timeline”.

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### **EXECUTIVE SUMMARY**

The draft Metro Vancouver Long-Term Financial Plan framework and timeline that was presented in January’s Finance Committee was well received by the Regional Advisory Committees including: Regional Administrator Advisory Committee (RAAC), Regional Engineers Advisory Committee (REAC), Regional Finance Advisory Committee (RFAC). Overall, there was support for the framework to assume the current board priorities for the long-term, validation of growth projections through RPAC, updating the 30-year capital plan estimates through REAC, and examining the regional economic impacts through RFAC. The Long-Term Framework will include assumptions on long-term trends and potential risks region-wide with respect to supply chain, inflation, interest, development revenue and other levels of government funding. With the significant changes to the population planning projections, which have impacts to infrastructure planning, costs and funding sources, the draft Long Term Financial Plan, will be brought forward in Quarter 4 of 2024.

### **Highlights of the feedback included the following:**

- Capture the assumptions/implications of the new legislation – Population & Assets
- Economic Viability (DCC) - continue to the work with the consultant and RFAC
- DCC Approach – seek a more consistent approach from setting to collecting
- Regional view on preserving & maintaining natural capital assets cross municipal boundaries
- Joint session between all regional advisory groups – joint action plan
- Large Capital Projects - procurement view across the region – impact of change orders
- Total Household Impacts – all in Municipal taxes, fees, Metro, TransLink, Ecomm
- Benchmark - level of services provided by Metro Vancouver and member jurisdictions – good value and good quality relative to standard measures in other provinces and potentially across North America
- Provide data on Metro Vancouver’s indebtedness and rate of borrowing for actual construction costs
- Provide a simple way to view the long range plan and its impact to members

## **PURPOSE**

To seek the MVRD Board's approval to continue the work of the Long-Term Financial Plan per the staff proposed framework and timeline that targets completion by Quarter 4, 2024.

## **BACKGROUND**

As per the Departmental work plan approved by the Finance Committee, and the Metro Vancouver Board in January 2024, staff plan to start the work of the long-range financial plan in Q2 and complete by December 2024.

### **The Framework or Approach to delivering the Plan is as follows:**

1. Continue to Advance Current Board Priorities for Long Term Financial Plan
2. Seek Regional Input via Committees
3. Validate Long Range Growth Projections - RPAC
4. Update 30 Year Capital Plan Estimates - REAC
5. Estimate Longer-Term Trends & Potential Risk
6. Estimate Long Term Metro Rates
7. Estimate Regional Economic Impacts - RFAC
8. Highlight any Regional Affordability Risk/Advise on Collaborative Advocacy and Creative Strategies to mitigate the risk - RAAC

## **LONG-TERM FINANCIAL PLAN VALUE**

In the absence of a more full-some and updated Long-Term Financial Plan, the regional leadership can be left to make difficult decisions that can either improve or negatively impact the long-term financial sustainability and serviceability for core infrastructure. The work is critical and a priority for the Board, the Finance Committee, staff and our region's expert advisors, as we seek to advance and validate the goal of regional financial sustainability and serviceability affordability.

Approaching the work as per the above mentioned framework, staff feel that a first round of a Long Term Financial Plan can be completed and presented to the Metro Finance Committee by December of this year.

### **The goal of the Long-Term Financial Plan includes the following:**

- Assess overall impact on Financial Sustainability, Affordability & Asset Serviceability
- Include Debt, Revenue & Expenditure Projections
- Consider Longer-Term Trends
- Consider Potential Risk Factors
- Promote Overall Awareness for Financial Literacy
- Motivate Strategic Thinking
- Focus on Long Term Objectives
- Provide a Commitment and Guide for Decision Making

This work helps the organization by providing a guide to decision making over a span of multiple years, and will also be used to guide budget planning, capital planning and innovating, and be a key input to financial strategies and policies. It can also be a key data point to form the basis to supports

applications or call for support from senior levels of government through Metro Vancouver's Intergovernmental Government Relations (IGR) strategy.

### **ALTERNATIVES**

1. That the MVRD Board approve the Metro Vancouver Long-Term Financial Plan Framework and Timeline as presented in the report dated March 4, 2024, title "Metro Vancouver Long-Term Financial Plan Framework and Timeline".
2. That the MVRD Board receive the report dated March 4, 2024, titled, " Metro Vancouver Long-Term Financial Plan Framework and Timeline" for information and provide alternative direction

### **FINANCIAL IMPLICATIONS**

The forecasted cost to complete the Long Term Financial Plan work will be managed within Metro Vancouver's current annual approved budgets and largely will require the existing staffs and member jurisdictions staff time.

### **CONCLUSION**

The Long Term Financial Plan work is critical and will help further inform and validate the region's financial sustainability, affordability and long-term ability to provide services to the region. With a rapidly growing region facing volatility in the market and cost escalation while assets are requiring renewal, growth and upgrades to be more resilient, the Long Term Financial Plan will be imperative in supporting Metro Vancouver's Management Plans and Board priorities and guiding Metro Vancouver's financial policies and strategies.

### **References**

1. [Board Strategic Plan 2022 - 2026](#)

57818419

To: Mayors Committee

From: Heather McNell, Deputy Chief Administrative Officer, Policy and Planning, and  
Jonathan Coté, Deputy General Manager, Regional Planning and Housing  
Development, Regional Planning and Housing Services

Date: February 23, 2024 Meeting Date: March 14, 2024

Subject: **Provincial Housing Legislation: Provincial Advocacy and Supportive Roles**

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## RECOMMENDATION

That the MVRD Board:

- a) Direct staff to provide an 'opt in' opportunity for member jurisdictions for Metro Vancouver to undertake the Housing Needs Reports as per the provincial methodology and requirements;
  - b) Direct staff to advance and coordinate 'opt in' opportunities for co-operative procurement of consultants for member jurisdictions necessary for implementing the new provincial housing legislation; and
  - c) Advance advocacy actions to the Province directed towards: infrastructure programs and funding to ensure that sufficient infrastructure is in place to accommodate the increases in population and housing projected; better alignment with Metro 2050; and stronger support for non-market and affordable housing.
- 

## EXECUTIVE SUMMARY

In early November 2023, the Province of BC introduced legislation intended to stimulate the infill and intensification of housing in single-detached neighbourhoods and transit-oriented areas. Since the release of the new housing legislation, Metro Vancouver has been working with member jurisdictions and the Province at multiple levels to engage, support and receive feedback regarding the potential impacts of the legislation and regulations, as well as considering potential roles for Metro Vancouver in supporting the implementation in the region.

Engagement with, and continued advocacy to, the Province will be critical to mitigate the shared concerns that are being raised by local governments. While Metro Vancouver has an important role to play in helping to coordinate a regional response to the legislation, advocacy efforts will be multi-faceted, and will involve separate efforts from individual local governments and the Union of BC Municipalities (UBCM). Feedback from across the region has highlighted three advocacy areas that would be relevant and appropriate for Metro Vancouver to advance to the Province: infrastructure investments; improved alignment with *Metro 2050*, the regional growth strategy; and greater support for non-market/affordable housing.

To support member jurisdictions in implementing the legislation and to make best use of resources, feedback was also sought on areas where Metro Vancouver is able to support its members. Considering that member jurisdictions are sensitive to infringement on local jurisdiction, staff have identified three balanced roles where Metro Vancouver could assist: Housings Needs Reports; co-operative procurement for consulting support; and regional modelling/mapping.

## **PURPOSE**

To provide the Mayors Committee and MVRD Board with an update on: a) the new provincial housing legislation, b) the feedback that Metro Vancouver has received through engagement with member jurisdictions, and c) recommendations for Metro Vancouver supportive actions including advocacy to the Province.

## **BACKGROUND**

At the Mayors Committee meeting on December 15, 2023, the Committee requested that Metro Vancouver host a special Council of Councils meeting focused on the provincial housing legislation. Further direction was provided to report back to the Committee and Board in early 2024 with options regarding: a coordinated regional response to the legislation changes; strategies to pursue regional advocacy; and the identification of supportive roles that Metro Vancouver can play to support member jurisdictions.

## **ENGAGEMENT/FEEDBACK**

Since the release of the provincial housing legislation in November 2023, Metro Vancouver has been working with member jurisdictions and the Province at multiple levels to share information, understand the implications, identify common themes and questions, and assist in coordinating a regional response. Given the strong interest from member jurisdictions, this issue has been the focus of discussions at meetings for the Regional Administrators Advisory Committee (RAAC), Regional Planning Advisory Committee (RPAC), Regional Engineers Advisory Committee (REAC), Regional Transportation Advisory Committee (RTAC), and the Regional Finance Advisory Committee (RFAC).

Through this engagement, Metro Vancouver received a significant amount of feedback from member jurisdictions. The feedback has been mixed, but a number of common themes and issues have emerged from the engagement including concerns that:

- the timelines associated with the legislative changes are challenging, and will stretch the capacity of municipalities and the consulting sector in the region;
- the legislation will exasperate pre-existing deficiencies in provincial investments for new schools, health care and emergency services, utilities and public transit;
- the new development financing framework will not provide local governments with the adequate tools needed to fund community amenities;
- the legislation will have very different and potentially negative impacts on the delivery of housing for areas with substantial greenfield development areas; and
- local governments will not have the support to address the localized impacts on utilities and infrastructure that result.

This feedback provides guidance as to the roles Metro Vancouver could take in supporting member jurisdictions' implementation of the legislation.

### Council of Councils Meeting

On February 3, 2024 Metro Vancouver hosted a Council of Councils meeting focused specifically on the new provincial housing legislation. The meeting was well attended with 118 elected officials from member jurisdictions participating in the session. The Minister of Housing, the Honourable Ravi Kahlon, also attended the meeting, which provided members an opportunity to directly engage with the Minister. A wide range of questions were raised but concerns regarding the impacts that increased growth pressures would have on infrastructure (utilities, transit, education, and health) was a central focus of many of the questions directed towards the Minister.

The meeting also provided an opportunity to gauge the general outlook elected officials in the region have regarding the new housing legislation. An online survey tool was used during the meeting to help capture the sentiments of the elected officials who attended the meeting. Below are the highlights of the results from the online survey:

Question #1: Which of the following statements best describe your view of the Provincial legislative changes? The Provincial legislative changes are:

(Participants were able to select more than one answer)

Rushed with many unresolved questions.	57%
A good starting point with more work needed.	47%
Unnecessarily infringing on the jurisdiction of local governments.	37%
Needed to meet historic housing demand.	33%
Positive change that will better link transportation and land use planning.	30%

Question #2: What are the most significant challenges for the region introduced by the new legislation?

(Participants ranked each option on a scale of 1-5, results show % of participants that ranked each option as either a 4 or a 5)

Funding and delivering public services (including health, education and public transportation) in tandem with development.	94%
Infrastructure planning and increased or unknown additional infrastructure costs.	86%
Reduced ability to leverage community amenities (including delivering non market housing) through development approval process.	80%
Lack of staffing capacity to achieve timelines mandated by provincial legislation.	75%
Unintended consequences from potential changes in the location and pattern of development.	58%
Potential misalignment with Regional Growth Strategy environmental targets including tree canopy cover.	45%
Potential for increased pace of growth beyond projections.	45%

Question #3: To support members in implementing the legislation and to make best use of resources Metro Vancouver should explore:

(Participants ranked each option on a scale of 1-5, results show % of participants that ranked each option as either a 4 or a 5)

Support joint procurement tools to reduce duplication of consulting services.	72%
Developing model bylaws, templates, and model guidelines which could be used or adopted by members to assist in implementation.	59%
Producing Housing Needs Reports regionally on behalf of all members.	51%
Creating and maintaining a shared regional model of OCP capacity and zoned capacity.	47%

## METRO 2050 ALIGNMENT

Since the release of the legislation, Metro Vancouver staff have been working to analyze the impacts on *Metro 2050*, the regional growth strategy. Building a diverse and affordable housing stock is a key *Metro 2050* objective. There is general alignment between the intent of the legislation and the housing goals and shared regional vision outlined in *Metro 2050*. However, staff's review and analysis has identified a number of concerns and gaps that have the potential to lead to misalignment between provincial policy and land use planning at the regional level. Below is a short summary of the most significant areas of concern that have been identified:

- Putting growth in the right places is a core guiding principle in *Metro 2050*. Spreading development more broadly by upzoning single-detached neighbourhoods (greenfield and infill) may make it more challenging for local governments to meet the shared regional transit-oriented intensification policies and Urban Centre/FTDA targets. Although the legislation requires that this development occur within the Urban Containment Boundary, many of the impacted single-detached neighbourhoods are located in greenfield locations and/or in outlying parts of the region, away from the major transit network. The blanket approach to increasing housing density in these locations could make these neighbourhoods more car dependent and increase congestion, and make it more difficult to meet the region's greenhouse gas emission reduction targets. In these locations, the new legislation may also make it more difficult and costly to support the efficient provision of infrastructure. Spreading growth to outlying single-detached neighbourhoods in the region cannot be considered strategic infill.
- Significant regional coordination and consensus over the past four years has underpinned the development of the housing and transit-oriented development policies of *Metro 2050*. The new legislation has created Transit Oriented Areas (TOAs) which have not utilized or referenced the established regional spatial geography (e.g., Urban Centres, Frequent Transit Development Areas (FTDA), and Major Transit Growth Corridors). This new geography, based on 200, 400 and 800m concentric rings around rapid transit stations, will likely create unnecessary confusion in implementation and could potentially lead to a misalignment between provincial policy requirements and regional planning goals and targets. In many areas the growth concentration locations identified in *Metro 2050* are larger in area compared to TOAs, and better aligning these typologies could have resulted in more intensification of housing in transit-oriented locations in which regional consensus already exists. The failure to align the typologies of *Metro 2050* and the provincial legislation is a missed opportunity and may not contribute to focusing growth in all of the transit-oriented locations identified in *Metro 2050*.
- *Metro 2050* includes a regional target that at least 15 percent of new housing units be affordable rental within all Urban Centres and FTDA's. Leveraging the development of affordable

housing units through new development with policies such as negotiated inclusionary zoning and density bonusing is one of the strongest tools local governments have to help achieve this regional target. The new development financing framework introduced by the province will reduce the ability of municipalities to leverage non-market/affordable housing units through new development. The new framework may also limit local government's ability to leverage stronger tenant relocation policies for those impacted by redevelopment, which is another important strategy included in *Metro 2050*. The Ministry of Housing has acknowledged this concern and have indicated that they would be bringing forward subsequent legislation in early 2024 to help address these issues.

- *Metro 2050* includes a new target to increase the regional tree canopy cover within the Urban Containment Boundary to 40 percent by the year 2050. Enhancing the urban tree canopy improves community resilience by intercepting rainwater, moderating the urban heat island effect, and improving health outcomes. As the region densifies it will become more challenging to not only expand the tree canopy cover but to retain the canopy that exists as well. The spreading out of ground-oriented growth through the intensification of single-detached neighbourhoods as allowed by the new legislation will likely make it more difficult to achieve the region's tree canopy policy direction and target.

## PROVINCIAL ADVOCACY

Engagement with member jurisdictions and elected officials since the introduction of the new legislation has led to a number of common concerns and regionally significant issues being identified. Although it is not anticipated that the provincial government will make any significant moves to step back from the new legislation, continued engagement and advocacy with the Province will be critical to mitigate the shared concerns and issues that are being raised by local governments in the region. While Metro Vancouver has an important role to play to help coordinate a regional response, advocacy efforts will be multi-faceted and will involve separate efforts from individual local governments and UBCM. Capturing concerns from local governments across the province, UBCM plans to advocate to the province on behalf of its members, guided by the feedback collected at the February 2024 Housing Summit held in Vancouver, and by the results of the delegate survey (Reference 1). Based on discussions and feedback from member jurisdictions, three advocacy areas have been identified that would be relevant and appropriate for Metro Vancouver to advance to the Province:

### 1) Infrastructure Investment

Local governments have long advocated for adequate, predictable long-term funding from the provincial and federal governments for critical infrastructure. Now, there are concerns that the new provincial legislation will exasperate the infrastructure challenges in the region.

It will be imperative that senior levels of government address how housing-enabling infrastructure will be funded to support current growth trends and targets. Metro Vancouver, in its capacity as a federation, can advocate for the provincial and federal governments to increase funding supports for local governments to address this growing demand on infrastructure. This would complement Metro Vancouver's Intergovernmental Relations Strategy, which seeks increased funding in support of Metro Vancouver's critical infrastructure projects.

## 2) Improved Alignment with Metro 2050

There are a number of concerns and noted gaps that have the potential to lead to misalignment between provincial policy and *Metro 2050*. Some of the regional targets set in *Metro 2050* may become more difficult to achieve following the implementation of the new provincial housing legislation. To address these issues, the following strategies and actions are proposed:

- At a staff level, continue to work with and engage provincial staff to work towards improved alignment over time between *Metro 2050* and provincial legislation.
- Make adjustments to Regional Planning projects (e.g., Urban Centres and FTDA Target Update, Parking Strategy, Regional Affordable Housing Strategy) to consider and mitigate impacts stemming from the legislation.
- If necessary, engage with the Board to develop additional strategies for political engagement.

## 3) Support for Non Market & Affordable Housing

The new provincial housing legislation is focused primarily on increasing the market supply of housing in the province. Increasing housing supply and building a diverse housing stock is important to help address the region's housing challenges. However, the legislation does not address the high need and lack of supply of non-market affordable, particularly rental housing in Metro Vancouver. Further provincial advocacy will be required to push for increased provincial investment in non-market housing and to ensure that local governments have the tools available to support the development of affordable housing in their communities. Metro Vancouver staff propose focusing these advocacy efforts in the following areas:

- **Enabling Inclusionary Zoning:** The new legislation reduces the tools available to municipalities to address critical community needs for affordable housing with the changes to development financing tools. The Province has indicated that it is exploring introducing new "inclusionary zoning" legislation. Metro Vancouver is currently preparing a model regional inclusionary zoning framework. The Province should be encouraged to proceed with enacting new legislation that enables inclusionary zoning and to work closely with the region to ensure that the legislation is well aligned with that framework.
- **Stronger Tenant Protections:** Increased development activity will result in an increase in existing tenants in older buildings being displaced as a result of redevelopment. Many municipalities have introduced policies to ensure tenants are provided with assistance in these circumstances. Pre-zoning, however, would remove the ability of local governments to require developers to provide tenant assistance beyond what is required under the *Residential Tenancy Act* (i.e., four month's notice and one month's rent). The *Residential Tenancy Act* should be reviewed to ensure appropriate compensation is provided to tenants who are displaced due to redevelopment.
- **Increased funding for Non-Market Affordable Housing:** The legislative changes may result in additional housing supply, but will not result in creating much needed affordable housing units. The Province should work closely with Metro Vancouver's member jurisdictions to ensure that collaborative strategies, and commensurate funding, are provided to meet the number of non-market units suggested under the Provincial Housing Target Orders.

## **SUPPORTIVE ROLES FOR METRO VANCOUVER**

To support member jurisdictions in implementing the legislation and to make best use of resources, Metro Vancouver has suggested some supportive roles the regional district could take on to support its members. These options have been discussed at both the staff and political levels. Feedback on these supportive roles has been mixed. While there is a general recognition that the legislation will stretch the capacity of local governments and support from Metro Vancouver would be welcomed, some member jurisdictions have expressed concern over an infringement on local jurisdiction. Considering this feedback, Metro Vancouver staff have identified three balanced roles where Metro Vancouver could assist member jurisdictions with implementing the new legislation:

### **1) Housing Needs Reports**

In April 2019, legislation took effect requiring that all local governments in BC prepare Housing Needs Reports (HNRs) describing their current and anticipated housing needs. The first report deadline was in April 2022. For the first round of provincially-required HNRs, Metro Vancouver provided assistance to member jurisdictions by collecting and issuing close to 50 distinct types of data required by the Province, and providing the information in a report format. This data report was used by member jurisdictions to inform the analysis of local housing needs in their communities. However, the significant variation in the methods used to estimate total housing need led to HNRs across the region not being consistent, or comparable regionally or provincially. As a result, and as part of the recently announced suite of legislative changes, the Province has indicated that local governments will be required to use a standardized methodology when completing HNRs going forward. The new methodology and instructions for HNRs is not yet available, however, based on the information released by the Province to date, it is expected that the interim HNRs that are required to be complete by January 1, 2025 will be a relatively straightforward data-driven exercise. Once the instructions are available, and should the update be framed as an objective and data-driven exercise, Metro Vancouver is well-positioned to support member jurisdictions by generating the reports on their behalf, similar to the supportive role that has been provided in the past.

### **2) Co-operative Procurement of Consultants**

To reduce the duplication and cost of consulting services associated with implementing the province's new requirements by individual local governments, Metro Vancouver can play a coordinating role in procurement for its member jurisdictions. In the past Metro Vancouver has similarly managed procurement that involves several member jurisdictions for some of its transportation corridor studies that cross jurisdiction boundaries. A similar approach could be applied in this case.

Any co-operative procurement would be voluntary only, and could be initiated by member jurisdiction Planning staff identifying for Metro Vancouver staff what implementation work they would be interested in partnering on with Metro Vancouver in terms of shared procurement. Co-operative procurement participation could range from a minimum of two interested member jurisdictions, to region-wide studies that involve all member jurisdictions. Each member jurisdiction would be expected to fund a respective portion of the total amount for each study based on scale and scope of the work; it is not intended that Metro Vancouver would contribute financially.

Local governments can use the recent grant they received from the Province's Local Government Housing Initiatives funding program towards such consulting services. The associated grant program scope and guidelines state: "Funding can be used for regional projects that cover two or more planning areas (i.e., municipalities, electoral areas, local trust areas). A municipality may contribute from its funding to a regional project if that municipality is a participant and the funding is dedicated for planning purposes".

### **3) Regional Modelling / Mapping**

The development of a new regional growth scenario to reflect the new housing legislation will be critical to better understanding the impacts that the new legislation will have on Metro Vancouver and its member jurisdictions. The Planning Analytics team at Metro Vancouver will be doing this work in support of regional utility and transit planning, but this data will likely be useful to member jurisdictions as well. Using the existing digital model, Metro Vancouver will be undertaking the following:

- Simulating the most plausible land use conversions between 2024 and 2050 as influenced by new provincial legislation;
- Estimating the number of newly generated units by type;
- Estimating the number of hectares that will be intensified by land use class;
- Comparing growth scenarios pre and post legislative changes in terms of the impacts on urban expansion, density, dwelling type diversification, etc.; and
- Building regional and municipal parcel-based maps based on multiple criteria, to determine the probability of intensification.

The results from these activities will be critical to supporting regional utility and transit planning, and will be shared with member jurisdictions for their further analysis and local infrastructure planning efforts once complete.

### **ALTERNATIVES**

1. That the MVRD Board:

- a) Direct staff to provide an 'opt in' opportunity for member jurisdictions for Metro Vancouver to undertake the Housing Needs Reports as per the provincial methodology and requirements;
- b) Direct staff to advance and coordinate 'opt in' opportunities for co-operative procurement of consultants for member jurisdictions in implementing the new provincial housing legislation; and
- c) Advocate to the Province for: infrastructure programs and funding to ensure that sufficient infrastructure is in place to accommodate the increases in population and housing projected; better alignment with Metro 2050; and stronger support for non-market and affordable housing.

2. That the Mayors Committee receive for information the report dated February 23, 2024 titled "Provincial Housing Legislation: Provincial Advocacy and Supportive Roles" and provide alternate direction to staff.

## **FINANCIAL IMPLICATIONS**

The proposed actions and next steps listed in this report can be accommodated within the existing work plan and Board-approved budget for the Regional Planning and Housing Services and External Relations departments. If further advocacy actions or supportive roles are identified, Metro Vancouver staff would report back to the MVRD Board with any updated financial implications.

## **CONCLUSION**

Recently passed provincial housing legislation will result in significant and historic changes to the planning framework for British Columbia. Since the release of the new legislation, Metro Vancouver staff have been working with member jurisdictions at multiple levels to engage, support and receive feedback regarding the potential impacts. The impacts will be wide ranging and affect planning work at both the local and regional levels. Metro Vancouver is well positioned to help the federation develop a coordinated regional response and can play an important role to help support member jurisdictions with the changing planning landscape and new provincial requirements.

## **REFERENCES**

1. [Local Government Delegate Survey Results - 2024 UBCM Housing Summit \(ubcm.ca\)](https://ubcm.ca/2024/03/14/local-government-delegate-survey-results-2024-ubcm-housing-summit/)

66019088

To: Finance Committee

From: Linda Sabatini, Director, Financial Operations

Date: February 27, 2024

Meeting Date: March 13, 2024

Subject: **Metro Vancouver Regional District Loan Authorization Bylaw No. 1381, 2024**

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## RECOMMENDATION

That the MVRD:

- a) approve that MVRD enter into an agreement with MVHC authorizing borrowing on behalf of MVHC from MFA in order to provide funding for MVHC's capital programs;
  - b) give first, second and third readings to the *"Metro Vancouver Regional District Loan Authorization Bylaw No. 1381, 2024 (the "Bylaw")* and forward to the Inspector of Municipalities for approval;
  - c) upon approval from the Inspector of Municipalities, direct the Corporate Officer to undertake an alternative approval process to obtain participating area approval for the Bylaw pursuant to section 407(3)(b) of the Local Government Act;
  - d) establish the deadline for receiving elector responses as 4:00pm, June 13, 2024;
  - e) establish that the electoral response shall be in the form set out in Attachment 3;
  - f) determine that a fair determination of the total number of electors in the area to which the approval process applies is 1,709,078; and
  - g) provide that the participating area approval be obtained for the entire service area under the Bylaw pursuant to section 407(3)(b) of the Local Government Act.
- 

## EXECUTIVE SUMMARY

MVHC is seeking to borrow through MVRD an amount up to \$70 million over the next five years, to fund required building envelope repairs, and deep retrofits to reduce greenhouse gas emissions and improve energy efficiency at several of its housing complexes.

Pursuant to Section 179 of the Community Charter of British Columbia (the "Act"), under agreement and through an adopted loan authorization bylaw, MVRD may lend to the Metro Vancouver Housing Corporation (MVHC), its wholly owned subsidiary, for the purpose of providing public housing. Adoption of the *"Metro Vancouver Regional District Loan Authorization Bylaw No. 1381, 2024"*, provides the authority for MVRD to borrow long-term from MFA on behalf of MVHC up to \$70 million.

## PURPOSE

To provide the MVRD with the authority to borrow from the Municipal Finance Authority of British Columbia (MFA) a sum not exceeding \$70 million for the purpose of lending such monies, under an agreement, to MVHC in order to fund their anticipated capital requirements over the next five years, as defined in the MVHC's capital plan.

## **BACKGROUND**

MVHC is seeking to borrow an amount up to \$70 million over the next five years, to fund required building envelope repairs, and deep retrofits to reduce greenhouse gas emissions and improve energy efficiency at several of its housing complexes. This work is neutral to source of energy. Adoption of the *"Metro Vancouver Regional District Loan Authorization Bylaw No. 1381, 2024"*, provides the authority for MVRD to borrow long-term from MFA on behalf of MVHC up to \$70 million.

## **BORROWING BYLAW PROCESS**

Under 179 (1) of the Community Charter of British Columbia (the "Act"), Metro Vancouver Regional District ("MVRD"), through an adopted loan authorization bylaw, may lend to any person or public authority, under agreement, for the purpose of providing financing to a public authority. A public authority includes a corporation that is owned by a regional district (such as MVHC). Therefore, through an approved agreement and an adopted loan authorization bylaw, MVRD may borrow funds on behalf of MVHC. As with the utilities (GVWD and GVS&DD) and member jurisdictions, this debt would be the debt of the MVRD to the MFA, and as such, it would also be a joint and several liability to the District's members.

The process to adopt a MVRD loan authorization bylaw requires approval from the Inspector of Municipalities, as well as electoral assent. There are three main methods to receive electoral assent. The first is by way of the alternate approval process where MVRD will advertise publicly the proposed changes. Ten percent or more of the electorate must respond negatively for the approval to fail. Given that the service provision to provide public housing already exists, and the only change is to authorize the long term borrowing through the MVRD, this is the recommended approach. The second option would be to seek resolution through referendum, a much slower and costly process. The final option would be to go to each member's council for approval, again a slow process and for Electoral Area 'A', the alternate approval process would be required regardless.

Section 86(3)(c) of the *Community Charter* requires that a fair determination of the total number of electors of the participating area to which the alternate approval process applies be made. The participating area of the alternate approval process is the entire geographic region of Metro Vancouver Regional District. To make the determination of the number of electors, staff requested a voter's list for the participating area from Elections BC. This was received on February 28<sup>th</sup>, 2024. This list indicated that there are 1,709,078 eligible electors. It is recommended that 1,709,078 be considered a fair determination of the number of eligible electors for the participating area. Based on the number of eligible electors, 170,908 is the number of electors who must submit signed elector response forms in order to prevent the Board from adopting the *Bylaw*.

The draft loan agreement between MVRD and MVHC, which was approved by MVHC Board on February 23, 2024, is included as Attachment 1 to this report. The Loan Authorization Bylaw is included as Attachment 2 and a sample Electoral Response Form is found in Attachment 3.

## **MVHC BORROWING**

Several Metro Vancouver Housing projects require substantial building envelope repairs. MVHC has secured several significant grants from other levels of government to complete the repair work and

assist in meeting the *Metro Vancouver Housing 10-Year Housing Plan* targets for greenhouse gas reductions. Additional grants and funds are being sought to support the project from available funding sources. Costs not covered by grants would be funded through MVHC's budget, with a strategy of borrowing in the short term to expedite the work in order to take advantage of granting opportunities. MFA borrowing provides an alternative for MVHC and is less expensive than commercial lending institutions. The current long-term rate with MFA is 4.3% versus a loan from a financial institution at 7.2%.

Board approval is requested for a block of long-term borrowing over the next five years, in advance of any actual borrowing. This approach is necessary as it would not be operationally feasible to annually obtain necessary approvals from the Board, Inspector of Municipalities and MFA and receive electoral assent in a timely way to meet the MFA deadlines for participation in their bond issues.

The proposed borrowing of \$70 million for MVHC through MFA is identified in MVHC's capital plan. Debt servicing costs are included in the annual operating budget. The authority of the loan agreement and the adoption of the loan authorization bylaw would allow the MVHC, to finance rehabilitation projects at a number of existing properties, including Strathearn Court, Somerset Gardens, Minato West, Manor House and Le Chateau Place. Upon completion of the adoption of the long-term borrowing bylaw, MVRD will seek approval for a temporary borrowing bylaw on behalf of MVHC to provide flexibility for cash management in periods of construction. The debt would be a liability of MVHC, owing to MFA through the MVRD.

#### **ALTERNATIVES**

1. That the MVRD Board:
  - a) approve that MVRD enter into an agreement with MVHC authorizing borrowing on behalf of MVHC from MFA in order to provide funding for MVHC's capital programs;
  - b) give first, second and third readings to the "*Metro Vancouver Regional District Loan Authorization Bylaw No. 1381, 2024 (the "Bylaw")*" and forward to the Inspector of Municipalities for approval;
  - c) upon approval from the Inspector of Municipalities, direct the Corporate Officer to undertake an alternative approval process to obtain participating area approval for the Bylaw pursuant to section 407(3)(b) of the Local Government Act;
  - d) establish the deadline for receiving elector responses as 4:00pm, June 13, 2024;
  - e) establish that the electoral response shall be in the form set out in Attachment 3;
  - f) determine that a fair determination of the total number of electors in the area to which the approval process applies is 1,709,078;
  - g) provide that the participating area approval be obtained for the entire service area under the Bylaw pursuant to section 407(3)(b) of the Local Government Act.
2. That the Board give first, second and third readings to the "*Metro Vancouver Regional District Housing Loan Authorization Bylaw No. 1381, 2024 (the "Bylaw")*" but direct staff to obtain electoral assent through referendum or through approval of member councils.

3. That the Board not provide financing assistance to MVHC through the MFA and request MVHC seek alternative approaches to funding their capital program.

### **FINANCIAL IMPLICATIONS**

Under alternative 1, which is recommended, MVRD will be provided with the necessary authority to provide financing for rehabilitation work to ensure necessary repairs are performed and the investment in the properties is maintained. Should this authority be reduced or not granted as under alternative 3, the ability to make necessary repairs in a timely manner would be constrained which may have a negative financial impact.

### **CONCLUSION**

Approval of the *MVRD Loan Authorization Bylaw No 1381, 2024*, as recommended under alternative 1, provides the necessary authorization for the MVHC to borrow funds as and when required up to a maximum of \$70 million

### **Attachments**

1. Draft Loan agreement between MVRD and MVHC
2. "*Metro Vancouver Regional District Housing Loan Authorization Bylaw No. 1381, 2024*", March 22, 2024
3. Electoral Response Form

**BORROWING AGREEMENT**

THIS AGREEMENT is dated [insert date] (the “Effective Date”).

**BETWEEN:**

**METRO VANCOUVER REGIONAL DISTRICT**, a regional District pursuant to the *Local Government Act* (British Columbia), having an office at 4515 Central Boulevard, Burnaby, BC, V5H 0C6

(“**Metro Vancouver**”)

**AND:**

**METRO VANCOUVER HOUSING CORPORATION**, a body incorporated under the *Business Corporations Act* (British Columbia), having an office at 4515 Central Boulevard, Burnaby, BC, V5H 0C6

(the “**Corporation**”)

(each a “**Party**” and together, the “**Parties**”)

**WHEREAS:**

- A. The Corporation has requested that Metro Vancouver access temporary or long-term financing on the Corporation’s behalf, from time to time;
- B. Metro Vancouver is authorized by Supplementary Letters Patent issued January 18, 1971 to provide the function of Division IV- Public Housing and under Supplementary Letters Patent issued April 30, 1974, to cause to be incorporated one or more corporations for this purpose and to invest, expend on and lent to one or more such corporations such moneys as it deemed necessary;
- C. Metro Vancouver caused to be incorporated the Metro Vancouver Housing Corporation for the purpose of providing public housing;
- D. Pursuant to section 179 (1) of the *Community Charter of British Columbia* (the “**Charter**”), Metro Vancouver, through a loan authorization bylaw, may incur a liability by borrowing for the purpose of lending to any person or public authority, under an agreement, subject to certain conditions;
- E. Pursuant to the Charter, the Corporation is a public authority;
- F. Pursuant to section 409 of the *Local Government Act*, Metro Vancouver, by bylaw, may temporarily borrow money not exceeding the difference between the total amount authorized in the loan authorization bylaw and the amount already borrowed in relation to that bylaw; and
- G. Pursuant to Section 179 (1)(b) of the Charter, the Parties wish to enter into this Agreement relating to the costs of any borrowing undertaken by Metro Vancouver on behalf of the Corporation, and other matters related to lending to the Corporation.

**THE PARTIES agree as follows:**

**1. DEFINITIONS AND INTERPRETATION**

**1.1 In this Agreement:**

- (a) **“Borrowing Costs”** means all fees, costs and expenses incurred by Metro Vancouver in connection with a Borrowing Request, including:
  - (i) the principal amount advanced from time to time and remaining outstanding under each Loan, together with the interest thereon as and at the rate contemplated in the terms of the relevant Loan;
  - (ii) any other fees, payments, or penalties related to each Loan;
  - (iii) legal and other professional fees;
  - (iv) administrative costs; and
  - (v) all other expenses of any kind.
- (b) **“Borrowing Request”** means a request made by the Corporation to Metro Vancouver by way of an approved Board resolution from the Corporation to request that Metro Vancouver provide a certain maximum amount of financing to the Corporation by undertaking borrowing on the Corporation’s behalf.
- (c) **“Charter”** has the meaning given to such term in Recital D of the above preamble.
- (d) **“Lender”** means the Municipal Finance Authority of British Columbia, from which Metro Vancouver may borrow funds in order to provide financing for the Corporation.
- (e) **“Loan”** means a loan agreement and any related instruments (including promissory notes) entered into between Metro Vancouver and the Lender, pursuant to which Metro Vancouver will borrow funds from the Lender on behalf of the Corporation in connection with a Borrowing Request; **“Term”** has the meaning given in Section 3.1.

**1.2 In the interpretation of this Agreement:**

- (a) words importing the singular include the plural and vice versa, and words importing persons include individuals and entities;
- (b) the words “include” and “including” are to be construed as meaning “including, without limitation”;
- (c) schedules referenced in and attached to this Agreement form part of this Agreement; and
- (d) the division of this Agreement into sections and the insertion of headings are for convenience of reference only and will not affect the construction or interpretation of the Agreement.

## **2. BORROWING COSTS**

2.1 In connection with each Borrowing Request made by the Corporation, the Corporation will:

- (a) reimburse Metro Vancouver for all Borrowing Costs incurred by Metro Vancouver in connection with such Borrowing Request, in accordance with the terms of this Agreement; and

2.2 For clarity, with respect to the Borrowing Costs relating to each Loan:

- (a) the Corporation will pay to Metro Vancouver the amount of all interest payments due under the Loan, at the rate and in accordance with the payment schedule set out in the terms of the Loan;
- (b) the Corporation will pay to Metro Vancouver the principal amount of the Loan in accordance with the maturity date and payment schedule set out in the terms of the Loan;
- (c) the Corporation may prepay all or any portion of the principal amount owing under the Loan at any time without notice, bonus or penalty; and
- (d) all advances by Metro Vancouver to the Corporation under the Loan, and all repayments of principal and interest thereof by the Corporation, will be recorded in an electronic record maintained by Metro Vancouver, which such electronic record will (absent manifest error) constitute conclusive evidence of the principal and interest owing by the Corporation to Metro Vancouver under the Loan from time to time.

2.3 For all other Borrowing Costs, Metro Vancouver will advise the Corporation of the amounts owing and the required payment date.

2.4 Payments for the Borrowing Costs may be provided by the Corporation to Metro Vancouver by way of financial entries recorded in Metro Vancouver's corporate finance system, or by any other payment method mutually agreed upon by the Parties.

## **3. TERM AND TERMINATION**

3.1 The term of this Agreement will commence on the Effective Date and continue indefinitely until terminated by either Party in accordance with this Agreement (the "**Term**").

3.2 Without prejudice to its other rights and remedies at law, either Party may terminate this Agreement:

- (a) for any reason, upon providing the other Party with 30 days' prior written notice; or
- (b) if the other Party commits a breach of any of the terms of this Agreement which is irreparable, or which breach (if repairable) is not remedied by the other Party within 10 days after the service of written notice by the non-breaching Party requiring the remedy.

3.3 Upon termination of this Agreement:

- (a) Metro Vancouver will cease to provide any further financing with respect to any Borrowing Request;
  - (b) the Parties will determine whether any outstanding Loan should be terminated, to the extent possible under the terms of such Loan; and
  - (c) the Corporation must reimburse Metro Vancouver for all Borrowing Costs incurred or committed to prior to the termination date, including all amounts required in connection with any outstanding Loan entered into prior to the termination date.
- 3.4 Notwithstanding any term of the Agreement to the contrary, the provisions hereof requiring performance or fulfilment after the expiry or termination of this Agreement will survive such termination.

#### **4. GENERAL PROVISIONS**

- 4.1 *Entire Agreement.* This Agreement contains the entire agreement and understanding of the Parties with respect to the matters contemplated herein, and supersedes all prior and contemporaneous agreements between the Parties with respect to such matters.
- 4.2 *Notices.* All notices under this Agreement will be in writing, and will be given to and received by the addressee on the day when it is delivered, by hand, courier, email, or registered mail, at the addresses of the Parties on the first page, or to such other address as may be otherwise designated by a Party.
- 4.3 *Further Assurances.* Each Party will from time to time execute and deliver all such further documents and instruments and do all acts and things as the other Party may reasonably require to give effect to this Agreement.
- 4.4 *Waiver.* The waiver by a Party of any failure on the part of the other Party to perform in accordance with any of the terms of this Agreement is not to be construed as a waiver of any future or continuing failure, whether similar or dissimilar.
- 4.5 *Third Party Rights.* Nothing in this Agreement will be construed to give any rights or benefits to anyone other than the Parties.
- 4.6 *Governing Law and Jurisdiction.* This Agreement is governed by and will be construed in accordance with the laws of the Province of British Columbia and the laws of Canada applicable therein, and the Parties attorn to the exclusive jurisdiction of the courts of British Columbia.
- 4.7 *Counterparts and Electronic Delivery.* This Agreement may be executed electronically and in counterparts, and an executed signature page may be delivered by a Party by electronic transmission.

**IN WITNESS WHEREOF** the Parties have executed this Agreement as of the Effective Date.

**METRO VANCOUVER REGIONAL DISTRICT**

by its authorized signatories

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Jerry W. Dobrovolny, P.Eng, MBA  
Chief Administrative Officer

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Harji Varn  
Chief Financial Officer

**METRO VANCOUVER HOUSING CORPORATION**

by its authorized signatories

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Jerry W. Dobrovolny, P.Eng, MBA  
Commissioner

---

Harji Varn  
Chief Financial Officer

**METRO VANCOUVER REGIONAL DISTRICT  
BYLAW NO. 1381, 2024**

**A bylaw to authorize the borrowing of up to seventy million dollars (\$70,000,000) for  
the purpose of lending to the Metro Vancouver Housing Corporation**

**WHEREAS:**

- A. Pursuant to the powers granted under 179 (1) of the *Community Charter of British Columbia* (the “Act”), Metro Vancouver Regional District (“MVRD”), through an adopted loan authorization bylaw, may lend to any person or public authority, under agreement, for the purpose of providing financing to the public authority, subject to certain conditions;
- B. Pursuant to the Act, a public authority includes a corporation that is created or owned by a regional district;
- C. The MVRD is authorized by Supplementary Letters Patent issued on January 18, 1971 to provide the function of Division IV – Public Housing and under Supplementary Letters Patent issued on April 30, 1974, and to cause to be incorporated one or more corporations for this purpose and to invest in, expend on and lend to one or more such corporations such moneys as it deemed necessary;
- D. The MVRD caused to be incorporated the Metro Vancouver Housing Corporation (“MVHC”) for the purpose of providing public housing;
- E. The MVRD wishes to borrow a sum of not exceeding seventy million dollars (\$70,000,000) for the purpose of lending such monies under an agreement to the MVHC for the purpose of funding capital projects;
- F. The maximum term for which a debenture may be issued to secure the debt created by this bylaw is for a term not to exceed number of 30 years; and
- G. Participating area approval is required under section 407(3)(b) of the *Local Government Act* and has been obtained by way of alternative approval process.

**NOW THEREFORE** the Board of the Metro Vancouver Regional District enacts as follows:

- 1. **Citation**  
The official citation of this bylaw is “Metro Vancouver Regional District Loan Authorization Bylaw No. 1381, 2024”.
- 2. The MVRD is authorized to borrow, from time to time and as required, a sum up to but not exceeding at any one time the aggregate principal amount of seventy million dollars (\$70,000,000) in lawful money of Canada, for the purpose of lending such monies to the MVHC for capital projects, upon such terms and conditions specified under agreement dated March 22, 2024.

3. The maximum term for which debentures may be issued to secure the debt created by this bylaw is 30 years.

Read a first, second and third time this \_\_\_\_\_ day of \_\_\_\_\_, \_\_\_\_\_.

Approved by the Inspector of Municipalities this \_\_\_\_\_ day of \_\_\_\_\_, \_\_\_\_\_.

Approved by the Electors this \_\_\_\_\_ day of \_\_\_\_\_, \_\_\_\_\_.

Adopted this \_\_\_\_\_ day of \_\_\_\_\_, \_\_\_\_\_.

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George V. Harvie, Chair

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Dorothy Shermer, Corporate Officer



**Metro Vancouver Regional District Loan Authorization Bylaw No. 1381, 2024**

**ELECTOR RESPONSE FORM**

By completing this elector response form I oppose the Metro Vancouver Regional District (“MVRD”) intention to adopt “Metro Vancouver Regional District Loan Authorization Bylaw No. 1381, 2024” which authorizes MVRD to borrow, up to seventy million dollars (\$70,000,000), for the purpose of lending such monies to the Metro Vancouver Housing Corporation to allow it to undertake required building envelope repairs and mechanical servicing upgrades to extend the lifecycle of several of its housing complexes, upon such terms and conditions specified under agreement dated March 22, 2024, unless a vote is held.

I, the undersigned, hereby certified that:

- I am a Canadian citizen;
- I am 18 years of age or older;
- I have resided in British Columbia for at least 6 months before the day I signed this form;
- I have resided in, or been the registered owner of real property, in the Metro Vancouver Regional District where the alternative approval process is being conducted, for at least 30 days; live, or own property in the area defined for the alternative approval process;
- I am not disqualified under the *Local Government Act*, or any other enactment from voting in an election or otherwise disqualified by law; and
- I have not signed or submitted another elector response form with respect to this Bylaw.

Address		
Full Name		
	Last Name (Surname)	First Name
Signature	Date	

- Choose one: ☐ I am a resident elector (see reserve for eligibility requirements)
- ☐ I am a non-resident property elector who lives in another community and owns property in the jurisdiction located at:

\_\_\_\_\_ (address)  
(see reverse for additional eligibility requirements)

**Metro Vancouver Regional District Loan Authorization Bylaw No. 1381, 2024,  
Elector Response Form** (Continued from page 1)

The deadline for submitting this elector response form to the Metro Vancouver Regional District is **4:00 pm on June 13, 2024**. Electronic copies will not be accepted. Mail to: Metro Vancouver, Attention: Corporate Officer, 4515 Central Blvd, Metrotower III, Burnaby, BC V5H 0C6. Or deliver in person to the Information Centre on the 29<sup>th</sup> floor of Metrotower III, 4515 Central Blvd, Burnaby

The Metro Vancouver Regional District Board may proceed with the adoption of *Metro Vancouver Regional District Loan Authorization Bylaw No. 1381, 2024* unless 170,908 electors sign and submit a completed copy of this Elector Response Form to the Metro Vancouver Regional District by the deadline.

A person must not sign more than one Elector Response Form in relation to this alternative approval process.

Additional information can be found on the attached information sheet about the subject of this alternative approval process as well as the elector qualifications.

**REGISTERED OWNER CONSENT TO A PERSON REGISTERING AS A NON-RESIDENT PROPERTY ELECTOR**

Complete the following section only if there is more than one registered owner for the property. Each registered owner must provide written consent to the person registering as a Non-Resident Property Elector. The person designated as the Non-Resident Property Elector must be one of the owners of the property, and must be one of the individuals granting consent.

**We, together with the person registering as a Non-Resident Property Elector, constitute the majority of registered owners of real property situated in the Metro Vancouver Regional District, and hereby give consent to:**

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*Surname, Given Name of Person Designated to be the Non-Resident Property Elector*

**to be registered as the Non-Resident Property Elector for the jointly-owned property described above.**

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*Registered Owner's Surname, Given Name*

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Signature

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*Registered Owner's Surname, Given Name*

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Signature

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*Registered Owner's Surname, Given Name*

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Signature

Add a page with additional signatures if required.

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To: GVS&DD, GVWD, and MVRD Board of Directors

From: Harji Varn, Chief Financial Officer  
Sonu Kailley, Acting Director, Financial Planning, Financial Services

Date: March 8, 2024 Meeting Date: March 22, 2024

Subject: **Greater Vancouver Sewerage and Drainage District Development Cost Charge Bylaw No. 371, 2023;**  
**Greater Vancouver Water District Development Cost Charge Amendment Bylaw No. 260, 2023; and**  
**Metro Vancouver Regional District Development Cost Charge Bylaw No. 1369, 2023**

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### **RECOMMENDATION**

That the GVS&DD Board adopt the *Greater Vancouver Sewerage and Drainage District Development Cost Charge Bylaw No. 371, 2023*.

That the GVWD Board adopt the *Greater Vancouver Water District Development Cost Charge Amendment Bylaw No. 260, 2023*.

That the MVRD Board adopt the *Metro Vancouver Regional District Development Cost Charge Bylaw No. 1369, 2023*.

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### **EXECUTIVE SUMMARY**

In April 2023, the Metro Vancouver Board endorsed moving toward a one-per-cent assist factor for water and liquid waste development cost charges (DCCs), and implementing a new parkland acquisition DCC and moving it to a 1% assist factor within the 2024-2028 Financial Plan, and directed staff to approach the 2024-2028 financial plan with targets of 12% for 2024, 11% for 2025, 5% for 2026, and 5% for 2027. Significant engagement with industry, member jurisdictions, First Nations and the public was undertaken in the Fall of 2023 in which feedback and comments were received and addressed.

On October 27, 2023, the Greater Vancouver Sewerage and Drainage District (GVS&DD), Greater Vancouver Water District Board (GVWD), and Metro Vancouver Regional District (MVRD) Board gave third reading to the following bylaws: *Greater Vancouver Sewerage and Drainage District Development Cost Charge Bylaw No. 371, 2023*, *Greater Vancouver Water District Development Cost Charge Amendment Bylaw No. 260, 2023* and *Metro Vancouver Regional District Development Cost Charge Bylaw No. 1369, 2023* and subsequently sent the three bylaws to the Inspector of Municipalities, which received Statutory Approval at the end of February 2024.

This is the final step to implementation of the DCC updates and it is recommended that the GVS&DD, GVWD, and MVRD Board adopt the *Greater Vancouver Sewerage and Drainage District Development Cost Charge Bylaw No. 371, 2023*; *Greater Vancouver Water District Development*

*Cost Charge Amendment Bylaw No. 260, 2023; and the Metro Vancouver Regional District Development Cost Charge Bylaw No. 1369, 2023, which will include an effective date of January 1, 2025 with a three year phase-in of the DCC rates to a 1% assist factor to January 1<sup>st</sup>, 2027.*

## **PURPOSE**

The purpose of this report is to adopt the *Greater Vancouver Sewerage and Drainage District Development Cost Charge Bylaw No. 371, 2023, Greater Vancouver Water District Development Cost Charge Amendment Bylaw No. 260, 2023, and Metro Vancouver Regional District Development Cost Charge Bylaw No. 1369, 2023*, which have received their certificate of Statutory Approval from the Inspector of Municipalities in late February 2024.

## **BACKGROUND**

In April 2023, the Metro Vancouver Board endorsed moving toward a one-per-cent assist factor for water and liquid waste development cost charges (DCCs), and implementing a new parkland acquisition DCC and moving it to a 1% assist factor within the 2024-2028 Financial Plan, and directed staff to approach the 2024-2028 financial plan with targets of 12% for 2024, 11% for 2025, 5% for 2026, and 5% for 2027. Furthermore, at the July 28 Board meeting, GVS&DD/GVWD/MVRD Board directed staff to consult with member jurisdictions, the Urban Development Institute and other parties on proposed updates to Development Cost Charges.

Significant engagement with industry, member jurisdictions, First Nations and the public was undertaken in the Fall of 2023 in which feedback and comments were received and addressed. To assess the possible financial impact of the proposed DCC rate increases, staff asked real estate consultancy firm Coriolis Consulting to complete a high level evaluation. Coriolis found the potential financial impacts of the DCCs similar to the impact from the latest 12-month change in financing rates, significantly less than the impact of the latest 12-month change in hard construction costs, and significantly less than the impact of the latest 12-month changes in residential unit prices and rents. These results were shared during stakeholder engagement.

At the October 27, 2023 Board Meeting, the GVS&DD, GVWD and MVRD Board gave a third reading to *Greater Vancouver Sewerage and Drainage District Development Cost Charge Bylaw No. 371, 2023* (Attachment 1); *Greater Vancouver Water District Development Cost Charge Amendment Bylaw No. 260, 2023* (Attachment 2); and the *Metro Vancouver Regional District Development Cost Charge Bylaw No. 1369, 2023*, (Attachment 3). The bylaws were subsequently forwarded to the Inspector of Municipalities for approval. The certificates of Statutory Approval (Attachment 4) were signed on February 22, 2024.

In order to reduce impact of the rate change and enhance member administrative ease, the bylaws have an effective date of January 1, 2025. To further reduce the impact of the rate change, there is a three-year rate phase-in period beginning January 1, 2025 to January 1, 2027 over which the assist factor, the percentage existing rate payers contribute to the costs of growth infrastructure, is reduced to 1%. Furthermore, as per the *Local Government Act*, there will be 12-month instream protection from the increases from the date of the bylaw adoption, which will be from March 22, 2024 until March 22, 2025.

In addition, the Board directed staff to annually review the regional DCC bylaws, including economic impact analysis, and ensure the waiver provisions are supporting rental housing and incentivizing affordable housing in the region. The results of the annual analysis will be reported to the Board in the Fall as part of the budget process. This ongoing analysis will help aid future decision making regarding the DCC programs.

## **ALTERNATIVES**

1. That the GVS&DD Board adopt the *Greater Vancouver Sewerage and Drainage District Development Cost Charge Bylaw No. 371, 2023*.

That the GVWD Board adopt the *Greater Vancouver Water District Development Cost Charge Amendment Bylaw No. 260, 2023*.

That the MVRD Board adopt the *Metro Vancouver Regional District Development Cost Charge Bylaw No. 1369, 2023*.

2. That the GVS&DD Board receive for information the report dated March 8, 2024, titled “Greater Vancouver Sewerage and Drainage District Development Cost Charge Bylaw No. 371, 2023; Greater Vancouver Water District Development Cost Charge Amendment Bylaw No. 260, 2023; and the Metro Vancouver Regional District Development Cost Charge Bylaw No. 1369, 2023” and provide alternate direction.

That the GVWD Board receive for information the report dated March 8, 2024, titled “Greater Vancouver Sewerage and Drainage District Development Cost Charge Bylaw No. 371, 2023; Greater Vancouver Water District Development Cost Charge Amendment Bylaw No. 260, 2023; and the Metro Vancouver Regional District Development Cost Charge Bylaw No. 1369, 2023” and provide alternate direction.

That the MVRD Board receive for information the report dated March 8, 2024, titled “Greater Vancouver Sewerage and Drainage District Development Cost Charge Bylaw No. 371, 2023; Greater Vancouver Water District Development Cost Charge Amendment Bylaw No. 260, 2023; and the Metro Vancouver Regional District Development Cost Charge Bylaw No. 1369, 2023” and provide alternate direction.

## **FINANCIAL IMPLICATIONS**

If the GVS&DD, GVWD, and MVRD Board endorses Alternative 1, the DCC program will generate the necessary funding which will be allocated to the completion of sewer and water growth infrastructure and parkland acquisition necessary to meet the needs of our growing region and reach the financial plan targets directed from the Board in April 2023.

If the DCCs are not approved any shortfall in funding for growth related capital infrastructure will be covered by existing waters sales, liquid waste levies or MVRD tax requisitions. Furthermore, the Financial Plan Task Force recommendations that were endorsed by the Board in April 2023, will not

be met with respect to the household impact targets as well as the direction to move liquid waste and water DCCs with interest to a 1% assist factor as well as introducing a parkland acquisition DCC and moving that to 1% over the 2024-2028 Financial Plan. Without DCCs, and no projects deferred or reduced in scope, and funding instead covered by existing ratepayers, the average long-term annual household impact would be significantly higher and in the double digit range.

## CONCLUSION

The following bylaws have received their certificate of Statutory Approval from the Inspector of Municipalities in late February 2024: *Greater Vancouver Sewerage and Drainage District Development Cost Charge Bylaw No. 371, 2023*; *Greater Vancouver Water District Development Cost Charge Amendment Bylaw No. 260, 2023*; and the *Metro Vancouver Regional District Development Cost Charge Bylaw No. 1369, 2023*.

Final adoption by the GVS&DD, GVWD, and MVRD Board is required to approve the bylaws and implement the new rates with an effective date of January 1, 2025. Staff recommend Alternative 1.

## ATTACHMENTS

1. *Greater Vancouver Sewerage and Drainage District Development Cost Charge Bylaw No. 371, 2023*
2. *Greater Vancouver Water District Development Cost Charge Amendment Bylaw No. 260, 2023*
3. *Metro Vancouver Regional District Development Cost Charge Bylaw No. 1369, 2023*
4. Inspector of Municipalities Statutory Approvals dated February 22, 2024

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**GREATER VANCOUVER SEWERAGE AND DRAINAGE DISTRICT**  
**BYLAW NO. 371, 2023**  
**A Bylaw to Impose Development Cost Charges**

**WHEREAS:**

- A. Pursuant to the *Greater Vancouver Sewerage and Drainage District Act*, the Greater Vancouver Sewerage and Drainage District (“the GVS&DD”) may, by bylaw, impose development cost charges on every person who obtains approval of a subdivision or a building permit authorizing the construction, alteration or extension of a building or structure from a Member Municipality;
- B. Development cost charges provide funds to assist the GVS&DD in paying capital costs, including interest costs directly related to those activities that are approved by the inspector of municipalities to be included as capital costs, incurred to provide, construct, alter or expand sewerage facilities to service development within the area of the GVS&DD, excluding the portion of capital costs charged by the GVS&DD to Member Municipalities under section 54 of the Act;
- C. Pursuant to the Act, development cost charges are not payable in certain circumstance and the GVS&DD may waive or reduce development cost charges for eligible developments;
- D. Member Municipalities collect the development cost charges imposed under this Bylaw and remit them to the GVS&DD;
- E. The GVS&DD and a Member Municipality may enter into an agreement under section 58.3 of the Act under which all, some or some portion of the development cost charges under this Bylaw that would otherwise apply are not required to be collected and remitted by the Member Municipality and the Member Municipality agrees to pay to the GVS&DD an amount equal to the development cost charges that the Member Municipality would have collected under this Bylaw but for such an agreement; and
- F. In setting development cost charges under this Bylaw, the GVS&DD has considered:
  - a. future land use patterns and development and the phasing of works and services; and
  - b. how development designed to result in a low environmental impact may affect the capital costs of infrastructure referred to in section 58.2(2) of the Act.

**NOW THEREFORE** the Board of the Greater Vancouver Sewerage and Drainage District enacts as follows:

## **1.0 Citation**

1.1 The official citation for this Bylaw is “Greater Vancouver Sewerage and Drainage District Development Cost Charge Bylaw No. 371, 2023”.

1.2 This Bylaw may be cited as the “GVS&DD Development Cost Charge Bylaw”.

## **2.0 Repeal of Bylaw**

2.1 “Greater Vancouver Sewerage and Drainage District Development Cost Charge Bylaw No. 254, 2010” as amended is hereby repealed.

## **3.0 Definitions**

3.1 In this Bylaw:

**“Apartment Dwelling Unit”** means a Dwelling Unit in a building or structure that consists or may consist of two or more storeys and contains or may contain four or more Dwelling Units, whereby the building or structure has a principal exterior entrance used in common for access to the Dwelling Units. Apartment Dwelling Unit does not include Dwelling Units that are Townhouse Dwelling Units;

**“Building Permit”** means any permit required by a Member Municipality that authorizes the construction, alteration or extension of a building or structure;

**“Combination Development”** means any Development that comprises two or more of the following uses:

- (a) Apartment Dwelling Unit;
- (b) Residential Lot Development Unit;
- (c) Townhouse Dwelling Unit; and
- (d) Non-Residential Use;

**“Community Charter”** means the *Community Charter*, SBC 2003, c. 26;

**“Development”** means:

- (a) a Subdivision; or
- (b) the construction, alteration or extension of a building or structure for which a Building Permit is obtained;

**“Dwelling Unit”** means one or more rooms comprising a self-contained unit that is used or intended to be used for living and sleeping purposes and for which are provided cooking facilities, or the facilities for installation of cooking facilities, and one or more bathrooms having a sink or wash-basin, a water closet, and a shower or bath;

**“Floor Area”** means:

- (a) the floor area of the building or structure (measured from the outside edge of all exterior walls of the building or structure), less the number of square feet of the floor area of the building or structure that is used or is intended to be used for the parking of motor vehicles and the storage of bicycles; or
- (b) in the case of an alteration or extension of less than the entire building or structure, the portion of the building or structure to which the Building Permit applies (measured from the outside edge of any exterior walls in such portion of the building or structure), less the number of square feet of the floor area of the building or structure that is used or is intended to be used for the parking of motor vehicles and the storage of bicycles;

**“Fraser Sewerage Area”** means the area established from time to time by the GVS&DD under the Act as the Fraser Sewerage Area;

**“GVS&DD”** means the Greater Vancouver Sewerage and Drainage District;

**“Greater Vancouver Sewerage and Drainage District Act”** or **“Act”** means the *Greater Vancouver Sewerage and Drainage District Act*, SBC 1956, c. 59;

**“Land Title Act”** means the *Land Title Act*, RSBC 1996, c.250;

**“Laneway House”** has the definition ascribed to such term in the bylaws of the Member Municipality where the laneway house is located, or, in the absence of such a definition, means a detached building or structure containing one Dwelling Unit and constructed in the yard of a site on which is situate a Single Family Residential Dwelling;

**“Local Government Act”** means the *Local Government Act*, RSBC 2015, c. 1;

**“Lulu Island West Sewerage Area”** means the area established from time to time by the GVS&DD under the Act as the Lulu Island West Sewerage Area;

**“Member Municipality”** means a municipality that is a member of the GVS&DD;

**“Minister”** means the member of the Executive Council appointed under the *Constitution Act* charged by order of the Lieutenant Governor in Council with the administration of the *Local Government Act*;

**“Municipal Charges”** means development cost charges imposed by a Member Municipality under either the *Local Government Act*, *Community Charter* or the *Vancouver Charter*;

**“Non-Residential Use”** means any building or structure or any portion of any building or structure that is not Apartment Dwelling Unit, Residential Lot Development Unit or Townhouse Dwelling Unit but for greater certainty, does not include any portion of any Residential Use building or structure that is not part of a Dwelling Unit and is used or is intended to be used solely for the purpose of gaining access to and from Dwelling Units, solely for the maintenance of the building or structure or solely by the occupants of the Dwelling Units in the building or structure;

**“North Shore Sewerage Area”** means the area established from time to time by the GVS&DD under the Act as the North Shore Sewerage Area;

**“Parcel”** means any lot, block or other area in which land is held or into which it is legally subdivided and for greater certainty, without limiting the foregoing, including a strata lot under the *Strata Property Act*;

**“Rate Schedules”** means the schedules of development cost charge rates for each Sewerage Area that are attached as Schedules A, B, C and D to this Bylaw;

**“Rent”** means money paid or agreed to be paid, or value or a right given or agreed to be given, by or on behalf of a tenant to a landlord in return for the right to rent a Dwelling Unit, for the use of common areas and for services or facilities and includes any and all strata fees, regardless of whether such fees are paid directly to the landlord, but does not include any of the following:

- (a) a security deposit;
- (b) a pet damage deposit;
- (c) a fee prescribed under section 97 (2) (k) of the *Residential Tenancy Act*;

**“Residential Lot Development Unit”** means a Dwelling Unit on a lot (not including an Apartment Dwelling Unit or a Townhouse Dwelling Unit) but, if the Dwelling Unit is a Single Family Residential Dwelling, also includes:

- (a) the construction, alteration or extension of a building or structure for up to one Secondary Suite in the Single Family Residential Dwelling,
- (b) the construction, alteration or extension of up to one Laneway House, or
- (c) both.

**“Residential Tenancy Act”** means the *Residential Tenancy Act*, SBC 2002, c. 78;

**“Residential Use”** means Apartment Dwelling Unit, Residential Lot Development Unit and Townhouse Dwelling Unit;

**“Secondary Suite”** has the definition ascribed to such term in the bylaws of the Member Municipality where the secondary suite is located, or, in the absence of such a definition, means the smaller Dwelling Unit contained within a Single Family Residential Dwelling;

**“Sewerage Area”** means any of the GVS&DD’s four sewerage areas, being the Vancouver Sewerage Area, the North Shore Sewerage Area, the Lulu Island West Sewerage Area and the Fraser Sewerage Area;

**“Sewage Facility”** means any work, service or plant of the GVS&DD for conveying, disposing of or treating sewage or waste water;

**“Single Family Residential Dwelling”** means a detached building or structure that contains one principal Dwelling Unit and may contain one smaller Dwelling Unit;

**“Strata Property Act”** means the *Strata Property Act*, SBC 1998, c. 43;

**“Subdivision”** includes a division of land into two or more Parcels, whether by plan, apt descriptive words or otherwise under the *Land Title Act* or the *Strata Property Act*, the consolidation of two or more Parcels of land, and phased strata plans;

**“Townhouse Dwelling Unit”** means a Dwelling Unit in a building or structure that contains or may contain four or more Dwelling Units, whereby each Dwelling Unit has a direct exterior entrance;

**“Vancouver Charter”** means the *Vancouver Charter*, SBC 1953, c. 55;

**“Vancouver Sewerage Area”** means the area established from time to time by the GVS&DD under the Act as the Vancouver Sewerage Area;

#### **4.0 Development Cost Charges**

**4.1 Application of Development Cost Charges.** Subject to section 4.2, every person who obtains:

- (a) approval of a Subdivision from a Member Municipality; or
- (b) a Building Permit from a Member Municipality;

must pay the applicable development cost charges set out in this Bylaw to that Member Municipality on behalf of the GVS&DD prior to the approval of the Subdivision or the issuance of the Building Permit.

4.2 **Exemptions from Development Cost Charges.** Development cost charges are not payable under this Bylaw if:

- (a) the Development is not and will not be capable of being serviced by a Sewerage Facility of the GVS&DD or by a Sewerage Facility of a Member Municipality that is connected to a Sewerage Facility of the GVS&DD;
- (b) the Development will not impose new capital cost burdens on the GVS&DD;
- (c) a development cost charge has previously been paid for the same Development unless, as a result of further Development, new capital cost burdens will be imposed on the GVS&DD;
- (d) the Building Permit authorizes the construction, alteration or extension of a building or structure or part of a building or structure that is, or will be, after the construction, alteration or extension, exempt from taxation under subsection 220(1)(h) of the *Community Charter*;
- (e) the value of the work authorized by the Building Permit does not exceed \$50,000 or such other amount which the Minister may prescribe by regulation; or
- (f) the Building Permit authorizes the construction, alteration or extension of self-contained Dwelling Units in a building in which:
  - (i) each Dwelling Unit is no larger in area than 29 square metres [312.153 square feet]; and
  - (ii) each Dwelling Unit is to be put to no use other than Residential Use in those Dwelling Units.

4.3 **Calculation of Development Cost Charges.** Development cost charges imposed under this Bylaw will be calculated in accordance with the rates set out in the Rate Schedules. The rates set out in the Rate Schedules may be different in relation to one or more of the following:

- (a) different Sewerage Areas;
- (b) different classes of Sewerage Facilities;
- (c) different areas within a Sewerage Area;
- (d) different uses;
- (e) different capital costs as they relate to different classes of Development; or
- (f) different sizes or different numbers of lots or units in a Development.

- 4.4 **Combination Development.** Without restricting the generality of section 4.3, the development cost charges for a Combination Development will be calculated separately for the portion of the Combination Development attributable to each of Apartment Dwelling Unit, Residential Lot Development Unit, Townhouse Dwelling Unit and Non-Residential Use and will be the sum of the development cost charges for each such use, calculated according to the Rate Schedules.
- 4.5 **Payment, Collection and Remittance of Development Cost Charges.** Development cost charges imposed under this Bylaw must be paid to the Member Municipality of the GVS&DD approving the Subdivision or issuing the Building Permit, as the case may be, as follows:
- (a) at the same time as any Municipal Charges as may be levied on the Development under a bylaw of the Member Municipality are payable to the Member Municipality; or
  - (b) if no Municipal Charges will be levied on the Development under a bylaw of the Member Municipality, as follows:
    - (i) where an application is made only for Subdivision, prior to the issuance of the approval of the Subdivision by the Member Municipality; or
    - (ii) where an application is made only for a Building Permit or for both Subdivision and for a Building Permit, prior to the issuance of the Building Permit by the Member Municipality.
- 4.6 **Payment of Development Cost Charges by Instalments.** The development cost charges imposed under this Bylaw may not be paid by instalments unless a regulation under either subsection 58.2(6) of the Act or subsection 559(5) of the *Local Government Act* applies to the Development and authorizes the payment of development cost charges in instalments.
- 5.0 **Collection and Remittance of Development Cost Charges**
- 5.1 **Collection of Development Cost Charges by Member Municipalities.** Subject to section 6.1, each Member Municipality must:
- (a) collect the development cost charges imposed on a Development under this Bylaw; and
  - (b) not issue approval of a Subdivision or issue a Building Permit for any Development unless the development cost charges imposed under this Bylaw have been paid in accordance with section 4.0.
- 5.2 **Separate Account.** Subject to section 6.1, each Member Municipality must establish and maintain a separate account for the development cost charge monies collected under this Bylaw and deposit and hold these monies in that separate account, in trust for the GVS&DD, until the monies are remitted to the GVS&DD under section 5.3.

- 5.3 **Remittance of Development Cost Charges by Municipalities.** Each Member Municipality, within 30 days after June 30 and December 31 of each year, must remit to the GVS&DD the total amount of development cost charges collected by the Member Municipality under this Bylaw during the six-month period previous to such date, or an amount equal to such development cost charges if the Member Municipality did not collect development cost charges under this Bylaw, together with the statement referred to in section 5.4.
- 5.4 **Statements.** Each Member Municipality must provide statements to the GVS&DD, in respect of each Sewerage Area within the Member Municipality, pursuant to section 5.3, for every six-month period comprising January 1 to June 30 and July 1 to December 31, setting out:
- (a) the number and type of use of all Dwelling Units and Residential Lot Development Units on which development cost charges were levied by it under this Bylaw;
  - (b) the aggregate floor area of all Non-Residential Use buildings or structures on which development cost charges were levied by it under this Bylaw (calculated in accordance with the Rate Schedules);
  - (c) the legal description and civic address of each Parcel on which development cost charges were levied by it under this Bylaw, whether such development cost charges were levied in respect of a Subdivision or a Building Permit;
  - (d) the date and amount of each payment of development cost charges levied by it under this Bylaw and where section 4.6 applies to permit development cost charges levied under this Bylaw to be paid by instalments, the amount of instalment payments remaining to be paid to it and the dates for payment of such remaining instalments;
  - (e) the total amount of all development cost charges levied by it under this Bylaw and the total amount of all remaining instalment payments;
  - (f) the number, legal description, civic address and type of use of all Parcels in respect of which Subdivisions were approved where no development cost charges were levied by it under this Bylaw; and
  - (g) the number and type of use of all Dwelling Units and Residential Lot Development Units and the aggregate floor area of all Non-Residential Use buildings or structures (calculated in accordance with the Rate Schedules) in respect of which Building Permits were required where no development cost charges were levied by it under this Bylaw.
- 5.5 **Records.** Each Member Municipality shall retain, for a period of four years, sufficient records to support the statements and payments referred to in sections 5.3 and 5.4.

5.6 **Inspection and Review of Municipal Records.** The GVS&DD may, at any time, subject to first giving reasonable notice to any Member Municipality, inspect any and all records of the Member Municipality relating to the information required under section 5.4, the calculation, collection and remittance by the Member Municipality of development cost charges levied under this Bylaw, and the calculation and remittance by the Member Municipality of any payments required under section 6.0. Each Member Municipality shall permit any employee or agent of the GVS&DD to inspect the records referred to above and to make and take away copies of those records.

## **6.0 Replacement of Development Cost Charges**

6.1 **Municipal Agreements.** Despite any other provision of this Bylaw, the GVS&DD may enter into an agreement or agreements with any Member Municipality under which:

- (a) all, some or some portion of the development cost charges under this Bylaw that would otherwise apply are not required to be collected and remitted by the Member Municipality; and
- (b) the Member Municipality agrees to pay to the GVS&DD an amount equal to the development cost charges that the Member Municipality would have collected under this Bylaw but for such an agreement, in the manner and at the times set out in the agreement, or otherwise in the same manner and at the same times that development cost charges would otherwise have been payable.

6.2 **Failure to Remit Development Cost Charges.** If a Member Municipality fails, for any reason, other than under an agreement under section 6.1, to collect any development cost charges payable under this Bylaw or to remit to the GVS&DD any development cost charges collected by it, the Member Municipality must pay to the GVS&DD on demand an amount equal to the development cost charges that the Member Municipality should have collected or remitted under this Bylaw.

## **7.0 Interpretation**

7.1 **Severability.** If a portion of this Bylaw is held to be invalid it shall be severed and the remainder of the Bylaw shall remain in effect.

7.2 **Schedules.** The following Schedules are attached to and form part of this bylaw:

- Schedule “A”, Fraser Sewerage Area – Development Cost Charge Rates;
- Schedule “B”, Lulu Island West Sewerage Area – Development Cost Charge Rates;
- Schedule “C”, North Shore Sewerage Area – Development Cost Charge Rates; and
- Schedule “D”, Vancouver Sewerage Area – Development Cost Charge Rates.

## **8.0 Effective Date**

8.1 This bylaw will come into effect on January 1, 2025.

Read a first, second, and third time this 27 day of October, 2023.

Approved by the Inspector of Municipalities this 22 day of February, 2024.

Adopted this \_\_\_\_\_ day of \_\_\_\_\_, \_\_\_\_\_.

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George V. Harvie, Chair

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Dorothy Shermer, Corporate Officer

## Schedule A

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### FRASER SEWERAGE AREA – DEVELOPMENT COST CHARGE RATES

**As of January 1, 2025 to December 31, 2025**

<b>Description</b>	<b>Rate</b>
1. Residential Lot Development Unit	\$11,443 per Residential Lot Development Unit
2. Townhouse Dwelling Unit	\$10,015 per Dwelling Unit
3. Apartment Dwelling Unit	\$7,302 per Dwelling Unit
4. Non-Residential Use	\$5.41 multiplied by the number of square feet of Floor Area

**As of January 1, 2026 to December 31, 2026**

<b>Description</b>	<b>Rate</b>
1. Residential Lot Development Unit	\$12,311 per Residential Lot Development Unit
2. Townhouse Dwelling Unit	\$10,775 per Dwelling Unit
3. Apartment Dwelling Unit	\$7,855 per Dwelling Unit
4. Non-Residential Use	\$5.82 multiplied by the number of square feet of Floor Area

**As of January 1, 2027**

<b>Description</b>	<b>Rate</b>
1. Residential Lot Development Unit	\$13,613 per Residential Lot Development Unit
2. Townhouse Dwelling Unit	\$11,914 per Dwelling Unit
3. Apartment Dwelling Unit	\$8,686 per Dwelling Unit
4. Non-Residential Use	\$6.43 multiplied by the number of square feet of Floor Area

## Schedule B

### LULU ISLAND WEST SEWERAGE AREA – DEVELOPMENT COST CHARGE RATES

#### As of January 1, 2025 to December 31, 2025

Description	Rate
1. Residential Lot Development Unit	\$5,683 per Residential Lot Development Unit
2. Townhouse Dwelling Unit	\$4,927 per Dwelling Unit
3. Apartment Dwelling Unit	\$3,516 per Dwelling Unit
4. Non-Residential Use	\$2.55 multiplied by the number of square feet of Floor Area

#### As of January 1, 2026 to December 31, 2026

Description	Rate
1. Residential Lot Development Unit	\$6,152 per Residential Lot Development Unit
2. Townhouse Dwelling Unit	\$5,333 per Dwelling Unit
3. Apartment Dwelling Unit	\$3,806 per Dwelling Unit
4. Non-Residential Use	\$2.76 multiplied by the number of square feet of Floor Area

#### As of January 1, 2027

Description	Rate
1. Residential Lot Development Unit	\$6,855 per Residential Lot Development Unit
2. Townhouse Dwelling Unit	\$5,943 per Dwelling Unit
3. Apartment Dwelling Unit	\$4,241 per Dwelling Unit
4. Non-Residential Use	\$3.08 multiplied by the number of square feet of Floor Area

## Schedule C

### NORTH SHORE SEWERAGE AREA – DEVELOPMENT COST CHARGE RATES

**As of January 1, 2025 to December 31, 2025**

Description	Rate
1. Residential Lot Development Unit	\$9,760 per Residential Lot Development Unit
2. Townhouse Dwelling Unit	\$8,996 per Dwelling Unit
3. Apartment Dwelling Unit	\$6,005 per Dwelling Unit
4. Non-Residential Use	\$5.00 multiplied by the number of square feet of Floor Area

**As of January 1, 2026 to December 31, 2026**

Description	Rate
1. Residential Lot Development Unit	\$10,478 per Residential Lot Development Unit
2. Townhouse Dwelling Unit	\$9,658 per Dwelling Unit
3. Apartment Dwelling Unit	\$6,448 per Dwelling Unit
4. Non-Residential Use	\$5.37 multiplied by the number of square feet of Floor Area

**As of January 1, 2027**

Description	Rate
1. Residential Lot Development Unit	\$11,557 per Residential Lot Development Unit
2. Townhouse Dwelling Unit	\$10,652 per Dwelling Unit
3. Apartment Dwelling Unit	\$7,111 per Dwelling Unit
4. Non-Residential Use	\$5.92 multiplied by the number of square feet of Floor Area

## Schedule D

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### VANCOUVER SEWERAGE AREA – DEVELOPMENT COST CHARGE RATES

**As of January 1, 2025 to December 31, 2025**

<b>Description</b>	<b>Rate</b>
1. Residential Lot Development Unit	\$10,498 per Residential Lot Development Unit
2. Townhouse Dwelling Unit	\$9,593 per Dwelling Unit
3. Apartment Dwelling Unit	\$6,298 per Dwelling Unit
4. Non-Residential Use	\$5.30 multiplied by the number of square feet of Floor Area

**As of January 1, 2026 to December 31, 2026**

<b>Description</b>	<b>Rate</b>
1. Residential Lot Development Unit	\$11,290 per Residential Lot Development Unit
2. Townhouse Dwelling Unit	\$10,316 per Dwelling Unit
3. Apartment Dwelling Unit	\$6,772 per Dwelling Unit
4. Non-Residential Use	\$5.70 multiplied by the number of square feet of Floor Area

**As of January 1, 2027**

<b>Description</b>	<b>Rate</b>
1. Residential Lot Development Unit	\$12,476 per Residential Lot Development Unit
2. Townhouse Dwelling Unit	\$11,400 per Dwelling Unit
3. Apartment Dwelling Unit	\$7,484 per Dwelling Unit
4. Non-Residential Use	\$6.30 multiplied by the number of square feet of Floor Area

**GREATER VANCOUVER WATER DISTRICT  
BYLAW NO. 260, 2023  
A Bylaw to Amend “Greater Vancouver Water District  
Development Cost Charge Bylaw No. 257, 2022”**

**WHEREAS:**

- A. The Board of Directors of the Greater Vancouver Water District has adopted “Greater Vancouver Water District Development Cost Charge Bylaw No. 257, 2022”, a bylaw imposing development cost charges on every person who obtains approval of a subdivision or a building permit authorizing the construction, alternation or extension of a building or structure from a Member Municipality; and
- B. The Board of Directors of the Greater Vancouver Water District wishes to amend “Greater Vancouver Water District Development Cost Charge Bylaw No. 257, 2022”;

**NOW THEREFORE** the Board of the Greater Vancouver Water District enacts as follows:

**Citation**

1. The official citation of this bylaw is “Greater Vancouver Water District Development Cost Charge Amendment Bylaw No. 260, 2023”.

**Effective Date**

2. This bylaw will come into effect on January 1, 2025.

**Schedule**

3. The following Schedule is attached to and forms part of the bylaw:
  - Schedule “A”, GVWD Development Cost Charge Rates

**Amendment of Bylaw**

4. The “Greater Vancouver Water District Development Cost Charge Bylaw No. 257, 2022” (the “Bylaw”) is hereby amended as follows:
  - (a) The definition “**Non-Residential Use**” in section 3 of the Bylaw is amended by deleting the word “Unity” and replacing it with the word “Unit”;
  - (b) Section 5.4(a) of the Bylaw is deleted and replaced with the following:
    - (a) the number and type of use of all Dwelling Units and Residential Lot Development Units on which development cost charges were levied by it under this Bylaw;
    - (c) Schedule “A” of the Bylaw is deleted and replaced with the Schedule “A” attached to and forming part of this bylaw.

Read a first, second, and third time this 27 day of October, 2023.

Approved by the Inspector of Municipalities this 22 day of February, 2024.

Adopted this \_\_\_\_\_ day of \_\_\_\_\_, \_\_\_\_\_.

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George V. Harvie, Chair

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Dorothy Shermer, Corporate Officer

## Schedule A

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### GVWD DEVELOPMENT COST CHARGE RATES

**As of January 1, 2025 to December 31, 2025**

<u>Description</u>	<u>Rate</u>
1. Residential Lot Development Unit	\$10,952 per Residential Lot Development Unit
2. Townhouse Dwelling Unit	\$9,839 per Dwelling Unit
3. Apartment Dwelling Unit	\$6,791 per Dwelling Unit
4. Non-Residential Use	\$5.30 multiplied by the number of square feet of Floor Area

**As of January 1, 2026 to December 31, 2026**

<u>Description</u>	<u>Rate</u>
1. Residential Lot Development Unit	\$16,926 per Residential Lot Development Unit
2. Townhouse Dwelling Unit	\$15,206 per Dwelling Unit
3. Apartment Dwelling Unit	\$10,495 per Dwelling Unit
4. Non-Residential Use	\$8.19 multiplied by the number of square feet of Floor Area

**As of January 1, 2027**

<u>Description</u>	<u>Rate</u>
1. Residential Lot Development Unit	\$19,714 per Residential Lot Development Unit
2. Townhouse Dwelling Unit	\$17,710 per Dwelling Unit
3. Apartment Dwelling Unit	\$12,223 per Dwelling Unit
4. Non-Residential Use	\$9.54 multiplied by the number of square feet of Floor Area

**METRO VANCOUVER REGIONAL DISTRICT  
BYLAW NO. 1369, 2023  
A Bylaw to Impose Development Cost Charges for the Provision of Regional Park Land**

**WHEREAS:**

- A. Pursuant to the *Local Government Act* (“the Act”), the Metro Vancouver Regional District (“the MVRD”), may, by bylaw, impose development cost charges on every person who obtains approval of a subdivision or a building permit authorizing the construction, alteration or extension of a building or structure from a Member Municipality;
- B. Development cost charges provide funds to assist the MVRD in paying the capital costs of providing regional park land, to service, directly or indirectly, the development for which the charge is being imposed;
- C. Pursuant to the Act, development cost charges are not payable in certain circumstances and the MVRD may waive or reduce development cost charges for eligible developments;
- D. Member Municipalities collect the development cost charges imposed under this Bylaw and remit them to the MVRD;
- E. In setting development cost charges under this Bylaw, the MVRD has considered:
  - (a) future land use patterns and development;
  - (b) the phasing of works and services;
  - (c) the provision of park land described in an official community plan;
  - (d) how development designed to result in a low environmental impact may affect the capital costs of infrastructure referred to in sections 559(2) and (3) of the Act;
  - (e) whether the charges are excessive in relation to the capital cost of prevailing standards of service in the municipality or regional district;
  - (f) whether the charges will, in the municipality or regional district,
    - (i) deter development,
    - (ii) discourage the construction of reasonably priced housing or the provision of reasonably priced serviced land, or
    - (iii) discourage development designed to result in a low environmental impact.

**NOW THEREFORE** the Board of the Metro Vancouver Regional District enacts as follows:

**1. Citation**

- 1.1 The official citation of this bylaw is “Metro Vancouver Regional District Development Cost Charge Bylaw No. 1369, 2023”. This bylaw may be cited as the “MVRD Development Cost Charge Bylaw”.

## 2. Schedule

2.1 The following Schedule is attached to and forms part of the bylaw:

- Schedule “A”, MVRD Development Cost Charge Rates for Provision of Regional Park Land

## 3. Definitions

3.1 In this Bylaw:

**“Apartment Dwelling Unit”** means a Dwelling Unit in a building or structure that consists or may consist of two or more storeys and contains or may contain four or more Dwelling Units, whereby the building or structure has a principal exterior entrance used in common for access to the Dwelling Units. Apartment Dwelling Unit does not include Dwelling Units that are Townhouse Dwelling Units;

**“Building Permit”** means any permit required by a Member Municipality that authorizes the construction, alteration or extension of a building or structure;

**“Combination Development”** means any Development that comprises two or more of the following uses:

- (a) Apartment Dwelling Unit;
- (b) Residential Lot Development Unit;
- (c) Townhouse Dwelling Unit; and
- (d) Non-Residential Use;

**“Community Charter”** means the *Community Charter*, SBC 2003, c. 26;

**“Development”** means:

- (a) a Subdivision; or
- (b) the construction, alteration or extension of a building or structure for which a Building Permit is obtained;

**“Dwelling Unit”** means one or more rooms comprising a self-contained unit that is used or intended to be used for living and sleeping purposes and for which are provided cooking facilities, or the facilities for installation of cooking facilities, and one or more bathrooms having a sink or wash-basin, a water closet, and a shower or bath;

**“Floor Area”** means:

- (a) the floor area of the building or structure (measured from the outside edge of all exterior walls of the building or structure), less the number of square feet of the floor area of the building or structure that is used or is intended to be used for the parking of motor vehicles and the storage of bicycles; or
- (b) in the case of an alteration or extension of less than the entire building or structure, the portion of the building or structure to which the Building Permit applies (measured from the outside edge of any exterior walls in such portion of the building or structure), less the number of square feet of the floor area of the building or structure that is used or is intended to be used for the parking of motor vehicles and the storage of bicycles;

**“Metro Vancouver Regional District” or “MVRD”** means the Metro Vancouver Regional District, a regional district pursuant to the *Local Government Act*, RSBC 2015, c. 1;

**“Land Title Act”** means the *Land Title Act*, RSBC 1996, c.250;

**“Laneway House”** has the definition ascribed to such term in the bylaws of the Member Municipality where the laneway house is located, or, in the absence of such a definition, means a detached building or structure containing one Dwelling Unit and constructed in the yard of a site on which is situate a Single Family Residential Dwelling;

**“Local Government Act”** means the *Local Government Act*, RSBC 1996, c. 323;

**“Member Municipality”** means a municipality that is a member of the MVRD;

**“Minister”** means the member of the Executive Council appointed under the *Constitution Act* charged by order of the Lieutenant Governor in Council with the administration of the *Local Government Act*;

**“Municipal Charges”** means development cost charges imposed by a Member Municipality under either the *Local Government Act*, *Community Charter* or the *Vancouver Charter*;

**“Non-Residential Use”** means any building or structure or any portion of any building or structure that is not Apartment Dwelling Unit, Residential Lot Development Unit or Townhouse Dwelling Unit but for greater certainty, does not include any portion of any Residential Use building or structure that is not part of a Dwelling Unit and is used or is intended to be used solely for the purpose of gaining access to and from Dwelling Units, solely for the maintenance of the building or structure or solely by the occupants of the Dwelling Units in the building or structure;

**“Parcel”** means any lot, block or other area in which land is held or into which it is legally subdivided and for greater certainty, without limiting the foregoing, including a strata lot under the *Strata Property Act*;

**“Rate Schedule”** means the schedule of development cost charge rates that is attached as Schedule A to this Bylaw;

**“Regional Park”** has the definition ascribed to such term in the Metro Vancouver Regional District Regional Parks Regulation Bylaw No. 1177, 2012 as amended (or replaced) from time to time;

**“Rent”** means money paid or agreed to be paid, or value or a right given or agreed to be given, by or on behalf of a tenant to a landlord in return for the right to rent a Dwelling Unit, for the use of common areas and for services or facilities and includes any and all strata fees, regardless of whether such fees are paid directly to the landlord, but does not include any of the following:

- (a) a security deposit;
- (b) a pet damage deposit;
- (c) a fee prescribed under section 97 (2) (k) of the *Residential Tenancy Act*;

**“Residential Lot Development Unit”** means a Dwelling Unit on a lot (not including an Apartment Dwelling Unit or a Townhouse Dwelling Unit) but, if the Dwelling Unit is a Single Family Residential Dwelling, also includes:

- (a) the construction, alteration or extension of a building or structure for up to one Secondary Suite in the Single Family Residential Dwelling,
- (b) the construction, alteration or extension of up to one Laneway House, or
- (c) both.

**“Residential Tenancy Act”** means the *Residential Tenancy Act*, SBC 2002, c. 78;

**“Residential Use”** means Apartment Dwelling Unit, Residential Lot Development Unit and Townhouse Dwelling Unit;

**“Secondary Suite”** has the definition ascribed to such term in the bylaws of the Member Municipality where the secondary suite is located, or, in the absence of such a definition, means the smaller Dwelling Unit contained within a Single Family Residential Dwelling;

**“Single Family Residential Dwelling”** means a detached building or structure that contains one principal Dwelling Unit and may contain one smaller Dwelling Unit;

**“Strata Property Act”** means the *Strata Property Act*, SBC 1998, c. 43;

**“Subdivision”** includes a division of land into two or more Parcels, whether by plan, apt descriptive words or otherwise under the *Land Title Act* or the *Strata Property Act*, the consolidation of two or more Parcels of land, and phased strata plans;

**“Townhouse Dwelling Unit”** means a Dwelling Unit in a building or structure that contains or may contain four or more Dwelling Units, whereby each Dwelling Unit has a direct exterior entrance;

**“Vancouver Charter”** means the *Vancouver Charter*, SBC 1953, c. 55;

#### **4.0 Development Cost Charges**

**4.1 Application of Development Cost Charges.** Subject to section 4.2, every person who obtains:

- (a) approval of a Subdivision from a Member Municipality; or
- (b) a Building Permit from a Member Municipality;

must pay the applicable development cost charges set out in this Bylaw to that Member Municipality on behalf of the MVRD prior to the approval of the Subdivision or the issuance of the Building Permit.

**4.2 Exemptions from Development Cost Charges.** Development cost charges are not payable under this Bylaw if:

- (a) the Development will not impose new capital cost burdens on the MVRD;
- (b) a development cost charge has previously been paid for the same Development unless, as a result of further Development, new capital cost burdens will be imposed on the MVRD;
- (c) the Building Permit authorizes the construction, alteration or extension of a building or structure or part of a building or structure that is, or will be, after the construction, alteration or extension, exempt from taxation under subsection 220(1)(h) of the *Community Charter*;
- (d) the value of the work authorized by the Building Permit does not exceed \$50,000 or such other amount which the Minister may prescribe by regulation; or
- (e) the Building Permit authorizes the construction, alteration or extension of self-contained Dwelling Units in a building in which:

- (i) each Dwelling Unit is no larger in area than 29 square metres [312.153 square feet]; and
- (ii) each Dwelling Unit is to be put to no use other than Residential Use in those Dwelling Units.

4.3 **Calculation of Development Cost Charges.** Development cost charges imposed under this Bylaw will be calculated in accordance with the rates set out in the Rate Schedule. The rates set out in the Rate Schedule may be different in relation to one or more of the following:

- (a) different zones or different defined or specified areas;
- (b) different uses;
- (c) different capital costs as they relate to different classes of Development; or
- (d) different sizes or different numbers of lots or units in a Development.

4.4 **Combination Development.** Without restricting the generality of section 4.3, the development cost charges for a Combination Development will be calculated separately for the portion of the Combination Development attributable to each of Apartment Dwelling Unit, Residential Lot Development Unit, Townhouse Dwelling Unit and Non-Residential Use and will be the sum of the development cost charges for each such use, calculated according to the Rate Schedule.

4.5 **Payment, Collection and Remittance of Development Cost Charges.** Development cost charges imposed under this Bylaw must be paid to the Member Municipality of the MVRD approving the Subdivision or issuing the Building Permit, as the case may be, as follows:

- (a) at the same time as any Municipal Charges as may be levied on the Development under a bylaw of the Member Municipality are payable to the Member Municipality; or
- (b) if no Municipal Charges will be levied on the Development under a bylaw of the Member Municipality, as follows:
  - (i) where an application is made only for Subdivision, prior to the issuance of the approval of the Subdivision by the Member Municipality; or
  - (ii) where an application is made only for a Building Permit or for both Subdivision and for a Building Permit, prior to the issuance of the Building Permit by the Member Municipality.

4.6 **Payment of Development Cost Charges by Instalments.** The development cost charges imposed under this Bylaw may not be paid by instalments unless a regulation under

subsection 559(5) of the *Local Government Act* applies to the Development and authorizes the payment of development cost charges in instalments.

## **5.0 Collection and Remittance of Development Cost Charges**

### **5.1 Collection of Development Cost Charges by Member Municipalities.** Each Member Municipality must:

- (a) collect the development cost charges imposed on a Development under this Bylaw; and
- (b) not issue approval of a Subdivision or issue a Building Permit for any Development unless the development cost charges imposed under this Bylaw have been paid in accordance with section 4.0.

### **5.2 Separate Account.** Each Member Municipality must establish and maintain a separate account for the development cost charge monies collected under this Bylaw and deposit and hold these monies in that separate account, in trust for the MVRD, until the monies are remitted to the MVRD under section 5.3

### **5.3 Remittance of Development Cost Charges by Municipalities.** Each Member Municipality, within 30 days after June 30 and December 31 of each year, must remit to the MVRD the total amount of development cost charges collected by the Member Municipality under this Bylaw during the six-month period previous to such date, or an amount equal to such development cost charges if the Member Municipality did not collect development cost charges under this Bylaw, together with the statement referred to in section 5.4.

### **5.4 Statements.** Each Member Municipality must provide statements to the MVRD, pursuant to section 5.3, for every six-month period comprising January 1 to June 30 and July 1 to December 31, setting out:

- (a) the number and type of use of all Dwelling Units and Residential Lot Development Units on which development cost charges were levied by it under this Bylaw;
- (b) the aggregate floor area of all Non-Residential Use buildings or structures on which development cost charges were levied by it under this Bylaw (calculated in accordance with the Rate Schedule);
- (c) the legal description and civic address of each Parcel on which development cost charges were levied by it under this Bylaw, whether such development cost charges were levied in respect of a Subdivision or a Building Permit;
- (d) the date and amount of each payment of development cost charges levied by it under this Bylaw and where section 4.6 applies to permit development cost charges levied under this Bylaw to be paid by instalments, the amount of instalment

payments remaining to be paid to it and the dates for payment of such remaining instalments;

- (e) the total amount of all development cost charges levied by it under this Bylaw and the total amount of all remaining instalment payments;
- (f) the number, legal description, civic address and type of use of all Parcels in respect of which Subdivisions were approved where no development cost charges were levied by it under this Bylaw; and
- (g) the number and type of use of all Dwelling Units and Residential Lot Development Units and the aggregate floor area of all Non-Residential Use buildings or structures (calculated in accordance with the Rate Schedule) in respect of which Building Permits were required where no development cost charges were levied by it under this Bylaw.

**5.5 Failure to Remit Development Cost Charges.** If a Member Municipality fails, for any reason, to collect any development cost charges payable under this Bylaw or to remit to the MVRD any development cost charges collected by it, the Member Municipality must pay to the MVRD on demand an amount equal to the development cost charges that the Member Municipality should have collected or remitted under this Bylaw.

## **6.0 Severability**

6.1 If a portion of this Bylaw is held to be invalid it shall be severed and the remainder of the Bylaw shall remain in effect.

## **7.0 Effective Date**

7.1 This bylaw will come into effect on January 1, 2025.

Read a first, second, and third time this 27 day of October, 2023.

Approved by the Inspector of Municipalities this 22 day of February, 2024.

Adopted this \_\_\_\_\_ day of \_\_\_\_\_, \_\_\_\_\_.

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George V. Harvie, Chair

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Dorothy Shermer, Corporate Officer

## Schedule A

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### MVRD DEVELOPMENT COST CHARGE RATES FOR PROVISION OF REGIONAL PARK LAND

**As of January 1, 2025 to December 31, 2025**

<u>Description</u>	<u>Rate</u>
1. Residential Lot Development Unit	\$491 per Residential Lot Development Unit
2. Townhouse Dwelling Unit	\$442 per Dwelling Unit
3. Apartment Dwelling Unit	\$303 per Dwelling Unit
4. Non-Residential Use	\$0.24 multiplied by the number of square feet of Floor Area

**As of January 1, 2026 to December 31, 2026**

<u>Description</u>	<u>Rate</u>
1. Residential Lot Development Unit	\$981 per Residential Lot Development Unit
2. Townhouse Dwelling Unit	\$884 per Dwelling Unit
3. Apartment Dwelling Unit	\$606 per Dwelling Unit
4. Non-Residential Use	\$0.48 multiplied by the number of square feet of Floor Area

**As of January 1, 2027**

<u>Description</u>	<u>Rate</u>
1. Residential Lot Development Unit	\$1,943 per Residential Lot Development Unit
2. Townhouse Dwelling Unit	\$1,751 per Dwelling Unit
3. Apartment Dwelling Unit	\$1,199 per Dwelling Unit
4. Non-Residential Use	\$0.94 multiplied by the number of square feet of Floor Area



# ***Statutory Approval***

***Under the provisions of sections*** 58.5

***of the*** An Act to Incorporate the Greater Vancouver Sewerage and  
Drainage District

***I hereby approve Bylaw No.*** 371

***of the*** Greater Vancouver Sewerage and Drainage District

***a copy of which is attached hereto.***

***Dated this*** 22 ***day***  
***of*** February , 2024

**Inspector of Municipalities**



# ***Statutory Approval***

***Under the provisions of sections*** 558 & 560

***of the*** Local Government Act

***I hereby approve Bylaw No.*** 260

***of the*** Greater Vancouver Water District

***a copy of which is attached hereto.***

***Dated this*** 22 ***day***  
***of*** February ***, 2024***

A handwritten signature in dark ink, appearing to read "J. Fagau", written over a horizontal dotted line.

**Inspector of Municipalities**



# ***Statutory Approval***

***Under the provisions of sections*** \_\_\_\_\_ **560**

***of the*** \_\_\_\_\_ **Local Government Act**

***I hereby approve Bylaw No.*** \_\_\_\_\_ **1369**

***of the*** \_\_\_\_\_ **Metro Vancouver Regional District**

***a copy of which is attached hereto.***

***Dated this***      **22**      ***day***  
***of***      **February**      ***, 2024***

\_\_\_\_\_  
**Inspector of Municipalities**

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## COMMITTEE INFORMATION ITEMS AND DELEGATION SUMMARIES

Metro Vancouver Regional District

Board Meeting Date – Friday, March 22, 2024

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This information item, listing recent information received by committee, is provided for the MVRD Board's information. Please access a complete PDF package [here](#).

### Regional Parks Committee – March 6, 2024

*Delegations:*

- C1 Dr. Cheryl Young, Fraser Health Authority  
Subject: Pilot Program to Permit Alcohol Consumption in Regional Parks  
Executive Summary
- C2 Dr. Michael Schwandt, Vancouver Coastal Health  
Subject: Pilot Program to Permit Alcohol Consumption in Regional Parks  
Executive Summary

### Regional Planning Committee – March 8, 2024

*Delegations:*

No delegations presented

*Information Items:*

- E7 Regional Food System Strategy Update – Scope of Work and Engagement (Phase 2)

### Mayors Committee – March 15, 2024

*Delegations:*

No delegations presented

*Information Items:*

- E2 Report on 2024 Invest Vancouver Management Board Meeting Schedule, Work Plan, and the Invest Vancouver 2024 Annual Plan