

REGIONAL AND CORPORATE SERVICES COMMITTEE

OPEN MEETING AGENDA

Tuesday, June 12, 2018

9:00 am

FVRD Boardroom, 45950 Cheam Avenue, Chilliwack, BC

Pages

1. CALL TO ORDER

2. APPROVAL OF AGENDA, ADDENDA AND LATE ITEMS

MOTION FOR CONSIDERATION

THAT the Agenda, Addenda and Late Items for the Regional and Corporate Services Committee Open Meeting of June 12, 2018 be approved;

AND THAT all delegations, reports, correspondence and other information set to the Agenda be received for information.

3. DELEGATIONS AND PRESENTATIONS

3.1 **2018 Flood Water Mosquito Control Update**

Presentation by Dirk Lewis, Morrow BioScience Ltd. and Staff

3.2 **Clean Air Day 2018**

Presentation by Staff

3.3 **2018 Freshet - Parks**

Presentation by Staff

4. MINUTES/MATTERS ARISING

4.1 **Minutes of the Regional and Corporate Services Committee Open Meeting - May 8, 2018**

5 - 10

MOTION FOR CONSIDERATION

THAT the Minutes of the Regional and Corporate Services Committee Open Meeting of May 8, 2018 be adopted.

5. CORPORATE ADMINISTRATION

5.1 FCM Special Advocacy Fund

11 - 16

- Corporate report dated June 12, 2018 from Paul Gipps, CAO
- FCM Special Advocacy Fund Brochure
- FCM Special Advocacy Fund - Briefing Notes

MOTION FOR CONSIDERATION

THAT the Regional and Corporate Services Committee provide staff with direction on the FCM Special Advocacy Fund.

5.2 FVRD Electoral Area Commercial Gravel Operations Service Area Establishment Bylaw No. 1409, 2018

17 - 20

- Corporate report dated June 12, 2018 from Jaime Schween, Manager of Corporate Administration
- Draft Bylaw No. 1409, 2018

MOTION FOR CONSIDERATION

THAT the Fraser Valley Regional District Board consider giving three readings to the bylaw cited as *Fraser Valley Regional District Electoral Area Commercial Gravel Operations Service Area Establishment Bylaw No. 1409, 2018*".

6. FINANCE

No Items.

7. REGIONAL PROGRAMS AND SERVICES

7.1 ENVIRONMENTAL SERVICES

7.1.1 Climate Action Revenue Incentive Program – 2017 Greenhouse Gas Emissions Report and Corporate Fuel Consumption Tracking Policy

21 - 50

- Corporate report dated June 12, 2018 from Micha Gutmanis, Environmental Services Coordinator
- 2017 CARIP Report
- Fuel Consumption Tracking Policy
- Fuel Consumption Tracking Policy - Schedule 1

MOTION FOR CONSIDERATION

THAT the Fraser Valley Regional District Board receive the Fraser Valley Regional District's Climate Action Revenue Incentive (CARIP) Public Report for 2017;

AND THAT the Fraser Valley Regional District Board adopt the *Corporate Fuel Consumption Tracking Policy* for the purpose of monitoring and reporting fuel usage by third party service providers as a progressive step toward meeting its obligations under the Climate Action Charter.

7.2 REGIONAL PARKS

No Items.

7.3 STRATEGIC PLANNING AND INITIATIVES

7.3.1 Mobility Pricing Independent Commission: Metro Vancouver Mobility Pricing Report 51 - 113

- Corporate report dated June 12, 2018 from Alison Stewart, Manager of Strategic Planning
- Metro Vancouver Mobility Pricing Study - May 2018

MOTION FOR CONSIDERATION

THAT the Fraser Valley Regional District Board communicate to the provincial government, TransLink Board and Mayor's Council that any discussion of the imposition of mobility charges on FVRD residents and businesses must include meaningful consultation with affected local governments, not just those within Metro Vancouver.

7.3.2 Local Government Statutes – Housing Needs Reports Amendment Act, 2018 and Residential Rental Tenure Zoning Amendment Act, 2018 114 - 133

FOR INFORMATION ONLY

- Corporate report dated June 12, 2018 from Johannes Bendle, Planner I
- LG Statutes (Housing Needs Report Amendment Act, 2018
- LG Statutes (Residential Rental Tenure Zoning Amendment Act, 2018

7.4 OUTDOOR RECREATION PLANNING

7.4.1 Annual Operating Schedule for Provincial Parks within the Fraser Valley Regional District 134 - 135

- Corporate report dated June 12, 2018 from David Urban, Manager of Outdoor Recreation Planning

MOTION FOR CONSIDERATION

THAT the Fraser Valley Regional District Board write a letter to BC Parks seeking clarification on the operating periods for the Provincial Parks within the region experiencing high visitation and request that, at a minimum, both Alexandra Bridge Provincial Park and Bridal Falls Provincial Park extend their operating periods.

- 8. **ADDENDA ITEMS/LATE ITEMS**
- 9. **REPORTS BY STAFF**
- 10. **REPORTS BY DIRECTORS**
- 11. **PUBLIC QUESTION PERIOD FOR ITEMS RELEVANT TO AGENDA**
- 12. **ADJOURNMENT**

MOTION FOR CONSIDERATION

THAT the Regional and Corporate Services Committee Open Meeting of June 12, 2018 be adjourned.

FRASER VALLEY REGIONAL DISTRICT REGIONAL AND CORPORATE SERVICES COMMITTEE OPEN MEETING MINUTES

Tuesday, May 8, 2018
9:00 a.m.
FVRD Boardroom, 45950 Cheam Avenue, Chilliwack, BC

Members Present:

Director Jason Lum, City of Chilliwack, Chair
Director Pam Alexis, District of Mission
Director Ray Boucher, Electoral Area F
Director Henry Braun, City of Abbotsford
Director Bill Dickey, Electoral Area D
Director Leo Facio, Village of Harrison Hot Springs
Director Alec Niemi, Electoral Area C
Director Terry Raymond, Electoral Area A
Director Patricia Ross, City of Abbotsford
Director John Van Laerhoven, District of Kent

Regrets:

Director Sharon Gaetz, City of Chilliwack
Director Wilfried Vicktor, District of Hope

Staff Present:

Paul Gipps, Chief Administrative Officer
Mike Veenbaas, Director of Financial Services
Barclay Pitkethly, Director of Regional Programs
Stacey Barker, Deputy Director of Regional Programs
Jennifer Kinneman, Manager of Corporate Affairs
Jaime Schween, Manager of Corporate Administration
Alison Stewart, Manager of Strategic Planning
Christina Vugteveen, Manager of Parks
David Urban, Manager of Outdoor Recreation Planning
Kristy Hodson, Manager of Financial Operations
Jamie Benton, Environmental Services Coordinator
Johannes Bendle, Planner I
Hafsa Salihue, Environmental Services Technician
Katrina Duke, Engineering & Community Services Technologist
Maggie Mazurkewich, Communications Assistant
Matthew Fang, Network Analyst I
Amanda Molloy, Executive Assistant to CAO and Board
Chris Lee, Recording Secretary

1. CALL TO ORDER

Chair Lum called the meeting to order at 9:00 a.m.

2. APPROVAL OF AGENDA, ADDENDA AND LATE ITEMS

Moved By FACIO
Seconded By BOUCHER

THAT the Agenda, Addenda and Late Items for the Regional and Corporate Services Committee Open Meeting of May 8, 2018 be approved;

AND THAT all delegations, reports, correspondence and other information set to the Agenda be received for information.

CARRIED

3. MINUTES/MATTERS ARISING

3.1 Minutes of the Regional and Corporate Services Committee Open Meeting - April 10, 2018

Moved By RAYMOND
Seconded By ROSS

THAT the Minutes of the Regional and Corporate Services Committee Open Meeting of April 10, 2018 be adopted.

CARRIED

4. CORPORATE ADMINISTRATION

4.1 UBCM Resolutions

Paul Gipps, CAO reported that at the Regional District Chair/CAO Forum held in Victoria in March, 2018 an issue regarding a recent interpretation of the *Freedom of Information and Protection of Privacy Act*. With this interpretation, a person attending a Board Meeting or a Public Hearing must sign a form to allow their name to be made public. The public should also be allowed to present to the Board at a meeting without being videotaped. Mr. Gipps noted that this interpretation will have a significant impact to the FVRD.

Staff is requesting the Committee's support to have staff draft a resolution to UBCM with respect to this interpretation for their consideration. The draft resolution will be presented at the May Board meeting for consideration.

5. FINANCE

No Items.

6. REGIONAL PROGRAMS AND SERVICES

6.1 ENVIRONMENTAL SERVICES

6.1.1 FVRD Regional Solid Waste Management Service Area Establishment Bylaw No. 1478, 2018

Moved By ROSS
Seconded By BOUCHER

THAT the Fraser Valley Regional District Board consider giving three readings to the bylaw cited as *Fraser Valley Regional District Regional Solid Waste Management Service Area Establishment Bylaw No. 1478, 2018*.

CARRIED

6.1.2 Successful FCM Green Municipal Fund Application – Advanced Recycling

Mr. Gipps reported that the FVRD has been successful in the application to the Federation of Canadian Municipalities Green Municipal Fund for up to \$133,200 for the Feasibility Analysis and Impact Assessment toward the mixed waste materials recovery capacity as identified in the region's Solid Waste Management Plan. Staff was commended on the work done on this application.

6.2 REGIONAL PARKS

No Items

6.3 STRATEGIC PLANNING AND INITIATIVES

6.3.1 City of Abbotsford Referral for the Official Community Plan Addition of UDistrict Neighbourhood Plan

The report dated May 8, 2018 from the Planner regarding an amendment to the City of Abbotsford's Official Community Plan to incorporate the UDistrict Neighbourhood Plan was provided for information. It was noted that this is one of four Neighbourhood Plans and is an enormous undertaking for Council and staff.

6.4 OUTDOOR RECREATION AND PLANNING

6.4.1 Replacement Tenure for Licence of Occupation No. 240679 – Fraser River Foreshore adjacent to Island 22 Regional Park

Moved By FACIO
Seconded By NIEMI

THAT the Fraser Valley Regional District Board endorse the replacement tenure for Licence of Occupation No. 240679 over unsurveyed foreshore or land covered by water being part of the bed of the Fraser River, Group 2, New Westminster District, for institutional purposes adjacent to Island 22 Regional Park.

CARRIED

6.4.2 Replacement Tenure for Licence of Occupation No. 240991 – Bridal Falls Crown Land

Moved By DICKY
Seconded By RAYMOND

THAT the Fraser Valley Regional District Board endorse the replacement tenure for Licence of Occupation No. 240991 over that part of Legal Subdivision 4, Section 5, except: part subdivided by Plan 47320, together with that part of Lot 2, Section 6, Township 3, Range 28, West of the Sixth Meridian, NWD, Plan LMP 2553, for regional park purposes on Crown land in the Bridal Falls area.

CARRIED

It was noted that the Bridal Falls Provincial Park is a popular destination, even in the off season, and it was proposed that the opening of the Park be extended for the benefit of the public.

DICKY/NIEMI

THAT a letter under the Chair's signature be sent to the Ministry of Environment requesting the opening of the Bridal Falls Provincial Park be extended in view of the park being greatly utilized by the public.

It was also proposed that the Alexandra Bridge Provincial Park also be included in the proposed motion as the Park is utilized all year round. Discussion ensued and the following amended motion was put forward:

Moved by DICKY
Seconded by ALEXIS

THAT staff be directed to carry out further research on provincial parks in the region on their usage by the public to determine which parks would benefit from an extended opening;

AND THAT staff report back to the Board.

CARRIED

7. ADDENDA ITEMS/LATE ITEMS

No items.

8. ITEMS FOR INFORMATION AND CORRESPONDENCE

8.1 The article '*A Trail Runs Through It - Exploring the Fraser River's Canyon to Coast Trail*' by Diane Selkirk (published in the Spring 2018 Vol 60 Issue 1 edition of the British Columbia Magazine) was received for information.

9. REPORTS BY STAFF

Mr. Gipps introduced Hafsa Salihue, Environmental Services Technician to the Committee.

10. REPORTS BY DIRECTORS

Director Niemi raised a question regarding recycling programs for Hemlock Valley.

11. PUBLIC QUESTION PERIOD FOR ITEMS RELEVANT TO AGENDA

None.

12. RESOLUTION TO CLOSE MEETING

Moved By FACIO
Seconded By DICKY

THAT the meeting be closed to the public, except for Senior Staff and the Executive Assistant, for the purpose of receiving and adopting Closed Meeting Minutes convened in accordance with Section 90 of the *Community Charter* and to consider matters pursuant to:

- Section 90(1)(f) of the *Community Charter* - law enforcement, if the Committee considers that disclosure could reasonably be expected to harm the conduct of an investigation under or enforcement of an enactment;
- Section 90(1)(i) of the *Community Charter* - the receipt of advice that is subject to solicitor-client privilege, including communications necessary for that purpose; and
- Section 90(1)(k) of the *Community Charter* - negotiations and related discussions respecting the proposed provision of a regional district service that are at their preliminary stages and that, in the view of the Committee, could reasonably be expected to harm the interests of the regional district if they were held in public.

CARRIED

The Open Meeting recessed at 9:20 a.m.

13. RECONVENE OPEN MEETING

The Open Meeting reconvened at 9:55 a.m.

14. RISE AND REPORT OUT OF CLOSED MEETING

None

15. ADJOURNMENT

Moved By ROSS
Seconded By BOUCHER

THAT the Regional and Corporate Services Committee Open Meeting of May 8, 2018 be adjourned.

CARRIED

The Regional and Corporate Services Committee Open Meeting adjourned at 9:56 a.m.

MINUTES CERTIFIED CORRECT:

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Director Jason Lum, Chair

To: Regional and Corporate Services Committee

Date: 2018-06-12

From: Paul Gipps, Chief Administrative Officer

File No. 0230-24

Subject: FCM Special Advocacy Fund

RECOMMENDATION

THAT the Regional and Corporate Services Committee provide staff with direction on the FCM Special Advocacy Fund.

BACKGROUND

The Federation of Canadian Municipalities is asking Local Governments to consider providing a voluntary contribution to a Special Advocacy Fund to support FCM's goal of reaching out to each Federal Party in an intensive, multi-faceted strategy that integrates polling, detailed platform development, sustained outreach and an innovative communications and media plan. The intent of the communication plan is to keep municipal priorities front and center heading into Election 2019. Please see attached information.

COST

\$16,300.00

CONCLUSION

FCM is asking the FVRD to contribute an additional \$16,300.00 per year, in addition to our \$45,233.57 annual membership fee; The FVRD covers all of the municipal fees and electoral area fees for FCM.

COMMENTS BY:

Mike Veenbaas, Director of Financial Services

The Regional Administration financial plan does not have the ability to absorb a \$16,300 increase without a tax requisition increase. As the requisition for 2018 has been set, should the Board decide to contribute funds, it would be recommended to be funded from the prior year surplus account. Moving forward into 2019 would require an increase to the annual tax requisition.



Dear Members

Your FCM Board of Directors is taking steps to propel local governments to new heights through Federal Election 2019, and the crucial months following. This needs to be our biggest effort ever. That's why, in March, your Board approved a Special Advocacy Fund to help make that happen.

As you know, FCM has a long track-record of delivering gains for municipalities, like the permanent Gas Tax Fund. Starting with Election 2015, we've shaped game-changing investments in local priorities like never before, and we've achieved new levels of influence for local governments. Now more than ever, all federal parties understand that local solutions tackle national challenges.

Our Election 2015 breakthrough has created new opportunities, and new expectations. To seize this moment — and to build on our historic gains — we need the right tools. We can't risk seeing federal parties move on from local priorities. Election 2019 is our vital opportunity to make municipal progress “the new normal,” and to keep our priorities front-and-centre for years to come.

As the order of government closest to daily life, Canadians count on us to build more vibrant and livable communities. This is our moment. Together, we can continue to deliver.

JENNY GERBASI
FCM President



To learn more about
FCM's Special Advocacy Fund, visit
fcm.ca/advocacyfund



Seizing Our Moment, Securing Our Future

FCM's Special Advocacy Fund



FCM delivers for municipalities

Starting with our Election 2015 breakthrough, FCM's hard work and influence has significantly shaped historic gains for local governments, including:

- ▶ The **Investing in Canada infrastructure plan** — a 12-year, \$180 billion federal investment in local infrastructure, from public transit to wastewater system upgrades.
- ▶ Canada's first-ever **national housing strategy**, including key commitments to repair and build affordable housing across the country.
- ▶ A strengthened **seat at the table**, including through unprecedented engagement with federal, provincial and territorial ministers, as well as with opposition leaders and the Prime Minister.
- ▶ A **predictable federal allocation model** for transit expansions that put municipalities in the driver's seat.
- ▶ A \$2 billion **rural and northern infrastructure fund** — the biggest investment of its kind in a generation.
- ▶ Better access to **high-speed broadband** through the federal Connect to Innovate program and the CRTC decision to mandate universal broadband access.
- ▶ New **capacity-building programs** on asset management and climate change — led by FCM — as well as a new \$125 million capital investment in FCM's Green Municipal Fund.

Now we need to take the next step

▶ What is the **Special Advocacy Fund**?

The last federal election was a turning point that propelled municipal priorities onto the national agenda like never before. The next election is a vital opportunity to build on those gains. To ensure we have the right tools to seize this moment, FCM's Board of Directors has approved a 2-year Special Advocacy Fund. This fund is supported by FCM members using a fee structure similar to how membership fees are determined.

▶ What will the fund be used for?

The Special Advocacy Fund will drive FCM's largest and most ambitious campaign ever, reaching out to every federal party. It means an intensive, multi-faceted strategy that integrates polling, detailed platform development, sustained outreach, and an innovative communications and media plan. It means an extended campaign that keeps municipal priorities front-and-centre heading into Election 2019, as well as in the crucial first months of a new government.

▶ Is the fund **mandatory**?

The Special Advocacy Fund is voluntary, and not tied to FCM membership. However, it's a vital opportunity for municipalities to take our historic progress to new heights and to continue to deliver for Canadians the same way we always have — together.



"Our choice in the next federal election is simple: either we continue to move forward as local governments, or we fall back. If we get this right, we'll see federal parties competing to support municipal priorities. We'll see a federal government that understands why full partnership with municipalities is the only way forward. Election 2019 is our opportunity to make that happen. We can't leave anything to chance."

Don Iveson
Mayor, Edmonton, AB



"FCM has proven that it can deliver for communities of all sizes. We saw this in the last election, when our work put local issues on the federal map. We've seen it since then through the unprecedented federal investments that FCM has helped secure. Now we need to take this advocacy to the next level, to build our local priorities into the heart of the next government's mandate."

Ray Orb
Reeve, Rural Municipality of Cupar No. 218, SK

To learn more about
FCM's Special Advocacy Fund, visit
fcm.ca/advocacyfund

BRIEFING PACKAGE:

FCM Special Advocacy Fund

Context

In March 2018, FCM's Board of Directors approved a recommendation to seek member contributions for a special fund to support FCM's work toward the 2019 federal election. Contributions are voluntary, and not a condition of membership. However, we are seeking high uptake, to secure \$1.5 million over two years. And this is not an open-ended call: members are being asked to contribute set amounts aligned with their current annual fees within a sliding scale.

Timing is critical. While we will promote the fund into Fall 2018, the environmental factors of municipal budget cycles, upcoming municipal elections, and FCM's conference compel us to secure strong uptake by June—and to mail invoices on May 14.

With short time frames in Ontario, British Columbia and New Brunswick, and as part of our overall marketing and outreach strategy, the FCM Executive has agreed to reach out directly to their peers in select communities to promote and sensitize more members to the fund and the timing of the fund.

Objectives

- Ensure a clear understanding of the Fund (e.g. what it's for, and that it's voluntary), and how it will set up FCM and our members for success in Election 2019 and beyond.
- Encourage support for the fund and ensure timely response to invoicing for the fund.
- Promote the value of FCM to our members, leveraging this outreach to strengthen engagement with a cross-section of our membership.
- Set the stage for future conversation with our members about addressing the emerging gap between FCM membership fees and member needs and expectations.

Overview

The fund will allow for an ambitious campaign that better leverages today's multifaceted digital and social media landscape, increases our opportunities for actions and activities such as national polling, political engagement and member engagement that will be needed to match our ambitious election goals of greater municipal autonomy and entrenching the federal/municipal partnership with the next federal government.

Outreach

You have been asked to reach out to the Fraser Valley Regional District. Member fees for the District this year were \$43,079.59. The Special Advocacy Fund contribution would be \$16,300 per year for two years.

Please let us know if there are other members you are able to reach out to and we will provide further details about the fund for those members.

Key messages

We have developed key messages to guide contact with members—through both direct engagement and communications products. These messages form a persuasive sequence that connects FCM's achievements with the urgency of the Election 2019 opportunity we are inviting members to seize.

“FCM has delivered unprecedented gains for municipalities.”

- We drove and shaped new tools — like the \$180-billion federal infrastructure plan and Canada's first-ever National Housing Strategy to life.
- From economic growth to climate change, Canada now looks to FCM members to deliver local solutions to some of our biggest national challenges
- Together, we've achieved unprecedented influence among decision-makers—from policymakers to cabinet ministers, from opposition leaders to the Prime Minister.

“We built these gains through strategic hard work starting at Election 2015.”

- We have a hard-working, talented team in Ottawa (policy, government relations, outreach, communications).
- FCM is working strategically to influence federal investment and policy, and to shift how this country understands the role of local government.
- FCM's Election 2015 strategy was a turning point. We supplied the winning storyline for that election—about building Canada from the ground up—and we've never let up.

“Election 2019 is a vital opportunity, and we need to seize it.”

- We need an ambitious Election 2019 campaign to build on our recent gains—gains that got started with our Election 2015 campaign.
- The only way to secure our gains is to achieve new gains.
We're reaching for new tools that will empower municipalities for years to come.
- This is our chance to make municipal empowerment the “new normal” in Canada—not a one-term project of one federal government.

“FCM's Board has approved a special 2-year Election 2019 campaign fund.”

- This fund will fuel a high-impact campaign to make the most of Election 2019. This needs to be our biggest campaign ever, engaging all federal parties.
- We need a multi-faceted campaign—with professional polling, platform development, intensive outreach, and extensive communications and media plans.
- We need an extended campaign to keep our priorities front-and-centre—building from now into the election, and the crucial first months of a new government.
- If we get this right, we'll see party platforms competing to support municipalities—*the governments closest to Canadian voters' daily lives.*

“We can move forward, or we can fall back. There's no standing still.”

- With an ambitious campaign, we can build on the historic gains we've made. Without one, we risk seeing federal parties move on from municipal priorities.
- Elections are black-and-white affairs. Federal parties will latch onto municipalities with clear new commitments—or they will move on to other priorities they can promote.
- Two consecutive election “wins” for municipalities makes our progress the “new normal.” That makes Election 2019 critical. We can't leave anything to chance.

To: Regional and Corporate Services Committee

Date: 2018-06-12

From: Jaime Schween, Manager of Corporate Administration

File No: 3920-20-1409

Subject: FVRD Electoral Area Commercial Gravel Operations Service Area Establishment Bylaw No. 1409, 2018

RECOMMENDATION

THAT the Fraser Valley Regional District Board consider giving three readings to the bylaw cited as *Fraser Valley Regional District Electoral Area Commercial Gravel Operations Service Area Establishment Bylaw No. 1409, 2018*.

STRATEGIC AREA(S) OF FOCUS

Provide Responsive & Effective Public Services

Foster a Strong & Diverse Economy

Support Environmental Stewardship

BACKGROUND

In September 2016, the FVRD Board adopted the FVRD Commercial Gravel Operations Bylaw No. 1181, 2014. Bylaw 1181, 2014 regulates commercial gravel operations within the Electoral Areas of the Regional District.

The proposed FVRD Electoral Area Commercial Gravel Operations Service Area Establishment Bylaw will replace the historic service area establishment bylaw to modernize and update the wording to better reflect the purpose of Bylaw No. 1181, 2014.

DISCUSSION

The FVRD currently operates a service area created for the purpose of controlling the deposit and removal of soil, rock, gravel, sand and other substances of which land is composed. With the adoption of Bylaw No. 1181, 2014 Staff are proposing that the FVRD Electoral Area Commercial Gravel Operations Service Area Establishment Bylaw be brought forward as a housekeeping measure to have the Service Area bylaw be more reflective of the wording in Bylaw No. 1181, and in anticipation of the collection of fees established in Bylaw No. 1181, 2014.

CONCLUSION

The FVRD Commercial Gravel Operations Bylaw No. 1181, 2014 was adopted by the Board in September 2016. As a housekeeping measure, the FVRD Electoral Area Commercial Gravel Operations Service Area Establishment Bylaw is being brought forward for the Board's consideration.

COMMENTS BY:

Margaret Thornton, Director of Planning & Development

Reviewed and supported.

Mike Veenbaas, Director of Financial Services

Reviewed and supported.

Paul Gipps, Chief Administrative Officer

Reviewed and supported

FRASER VALLEY REGIONAL DISTRICT

BYLAW NO. 1409, 2018

A bylaw to establish a service area for commercial gravel operations regulation

WHEREAS the Fraser Valley Regional District Board of Directors ("the Board") deems it desirable and necessary to establish the Electoral Area Commercial Gravel Operations Service Area;

AND WHEREAS consent on behalf of the electoral participating areas of the Fraser Valley Regional District has been obtained;

THEREFORE the Board enacts as follows:

1) CITATION

This bylaw may be cited as *Fraser Valley Regional District Electoral Area Commercial Gravel Operations Service Area Establishment Bylaw No. 1409, 2018*.

2) ENACTMENTS

- a) The Board hereby establishes the Electoral Area Commercial Gravel Operations Service Area for the purposes of:
 - i. regulating and prohibiting the removal and deposit of soil under section 327 of the Local Government Act ("the Act");
 - ii. regulating and prohibiting noise under section 324 of the Act;
 - iii. regulating and prohibiting dust and other nuisances under section 325 of the Act; and
 - iv. setting standards for and regulating screening and landscaping under section 527 of the Act;all in relation to aggregate operations, including aggregate removal and deposit, processing and other related activities.
- b) The participating areas for the service established by this bylaw shall be Electoral Areas A, B, C, D, E, F, G and H of the Fraser Valley Regional District.
- c) The boundaries of the service area established by this bylaw shall be the boundaries of all Electoral Areas of the Fraser Valley Regional District.
- d) The annual costs for the service established by this bylaw shall be recovered by one or more of the following:
 - i. The requisition of money to be collected by a property value tax;

- ii. The imposition of fees and other charges that may be fixed by separate bylaw for the purpose of recovering these costs; and/or
 - iii. Revenues received by way of agreement, enterprise, gift, grant or otherwise.
- e) The maximum amount that may be requisitioned annually for the entire service established by this bylaw shall be \$0.04 per \$1000 of net taxable value of land and improvements.

3) **REPEAL**

Fraser Valley Regional District Soil Deposit and Removal Extended Service Establishment Bylaw No. 0061, 1996 and any amendments thereto are hereby repealed and replaced with this bylaw.

4) **SEVERABILITY**

If a portion of this bylaw is found invalid by a court, it will be severed and the remainder of the bylaw will remain in effect.

5) **READINGS AND ADOPTION**

READ A FIRST TIME this _____ day of _____

READ A SECOND TIME this _____ day of _____

READ A THIRD TIME this _____ day of _____

APPROVED BY THE INSPECTOR
OF MUNICIPALITIES this _____ day of _____

ADOPTED this _____ day of _____

Chair/Vice-Chair

Corporate Officer/Deputy

6) **CERTIFICATION**

I hereby certify the foregoing to be a true and correct copy of *Fraser Valley Regional District Commercial Gravel Operations Service Area Establishment Bylaw No. 1409, 2018* as read a third time by the Fraser Valley Regional District Board on the _____ day of _____

Dated at Chilliwack, BC this _____ day of _____

Corporate Officer/Deputy

To: Regional and Corporate Services Committee

Date: 2018-06-12

From: Micha Gutmanis, Environmental Services Coordinator

File No: 9010-25-004

Subject: Climate Action Revenue Incentive Program – 2017 Greenhouse Gas Emissions Report

RECOMMENDATION

THAT the Fraser Valley Regional District Board receive the Fraser Valley Regional District's Climate Action Revenue Incentive (CARIP) Public Report for 2017;

AND THAT the Fraser Valley Regional District Board adopt the *Corporate Fuel Consumption Tracking Policy* for the purpose of monitoring and reporting fuel usage by third party service providers as a progressive step toward meeting its obligations under the Climate Action Charter.

STRATEGIC AREA(S) OF FOCUS

Support Environmental Stewardship
Support Healthy & Sustainable Community

PRIORITIES

Priority #2 Air & Water Quality
Priority #1 Waste Management

BACKGROUND

The BC Climate Action Charter is a provincial initiative introduced in September 2007 to encourage local governments to reduce energy and emissions from their operations. Participating local governments, including the Fraser Valley Regional District (FVRD), have voluntarily committed to achieving carbon neutral operations by 2012.

As a signatory to the Climate Action Charter, the FVRD is required to report annual results of a Green House Gas (GHG) Emissions Inventory and a Carbon Neutral Progress Survey to the Province as a part of the Climate Action Revenue Incentive Program (CARIP). Local governments completing the report are eligible to receive a refund of their carbon tax paid on direct fuel purchases. These results were submitted to the Province in May 2018 and are provided in the attached report.

DISCUSSION

In 2017, the greenhouse gas (GHG) emissions balance for the FVRD was 707.55 tonnes of carbon dioxide equivalent (tCO₂e). This is the equivalent of driving a car for 3.14 years non-stop, or the equivalent of 5.2 acres of forest being deforested.

The FVRD's use of electric fleet vehicles was able to offset its total balance of GHG emissions by 6.85 tCO₂e and upgrade the FVRD from a Level 2 (Measure GHG Emissions) to a Level 3 (Accelerating Progress on Charter Commitments) in the Green Communities Committee Climate Action Recognition Program. Figure 1 illustrates the approximate breakdown of the FVRD's emissions by source.

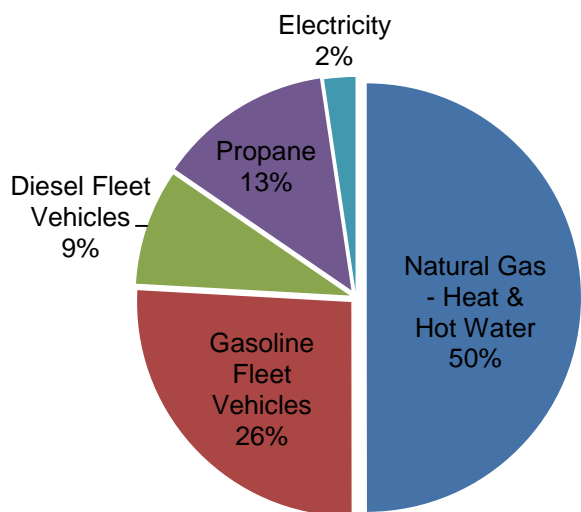


Figure 1: FVRD Corporate GHG Emission Sources - 2017

Natural gas consumption, used for space heating or cooling and hot water, accounts for 50% of corporate emissions, an increase of 10% from 2016. The next largest emission source is comprised of diesel and gas fuel for fleet vehicles (31% combined). Due to the switch to more fuel efficient fleet vehicles, emissions from gasoline dropped by 8% from 2016. Propane, mostly used in fire departments and the North Bend Pool is the third largest source of FVRD corporate emissions, and has remained relatively unchanged from last year. Although electricity usage has increased slightly, it remains unchanged at 2% of total emissions.

Results of the Carbon Neutral Progress Survey demonstrate a wide variety of exciting and innovative efforts being undertaken and proposed by the FVRD to reduce GHG emissions within the region. Nearly 100 specific initiatives, coming from a wide variety of departments were documented as part of this process. Some highlights of actions documented from 2017 include:

Community

- In 2016/17, BC Transit focused efforts on improving ridership by the implementation of marketing initiatives in collaboration with the FVRD. The ongoing success of the Fraser Valley Express (FVX) has become a benchmark for interregional service development. Between 2015/16 and 2016/17, ridership increased by 58% from 72,000 passenger trips to 114,000. The service to include Sundays and Statutory holidays was also completed.
- The FVRD implemented an air quality and climate change education program for elementary (grade 5) and secondary students (grade 10), which was designed to raise awareness of what causes degraded air quality and climate change, and what actions can be taken.

Corporate

- The *Freshet Flooding and Fraser Valley Agriculture: Evaluating Impacts and Options for Resilience Study* was completed. This study calculated losses for flood scenarios in which the information is being used to inform federal and provincial governments of the critical importance of increasing infrastructure funding or flood management in the region.
- Replaced a boiler with two efficient ones in the FVRD Chilliwack office. Domestic hot water tanks were taken out of the FVRD Chilliwack office and replaced with on-demand heating which significantly improves energy efficiency.
- Replaced two old inefficient vehicles with two new Chevrolet Bolt electric vehicles. With EVs now accounting for 50% of the FVRD's pooled electric fleet vehicles (14% of the entire fleet), the FVRD has saved close to 7 tonnes of CO₂ and \$6400 in fuel since their acquisition.

Numerous initiatives for 2018 either planned or underway, including:

Community

- In partnership with the FVRD, FoodMesh has launched a regional food recovery initiative that connects local farms, charities, and food industry partners to exchange surplus edible food via an online app/marketplace.
- The FVRD in 2018 will continue to assess impact capacity for mixed waste materials recovery process in the region to further divert more recyclable and compostable material from the garbage stream. This is a key component of the FVRD Solid Waste Management vision to bring the region closer to zero waste.
- The FVRD will invest \$10.5 million to improve the Nicomen Island Dike and upgrade the pumps. Designing is taking place in 2018. The upgrades will both protect the community from high water and will improve capacity for water movement. The pumping system upgrades will increase the functionality of the pumps to better cope with flooding.

Corporate

- The FVRD is participating in a High Voltage Utility Connected (HVUC) Level 2 Electric Vehicle Charging Demonstration in partnership with BC Hydro and Natural Resources Canada. The FVRD will have 8 new HVUC level 2 chargers installed in the region in 2018.

The FVRD tracks corporate fuel usage from regular operations; however, contractor fuel usage is currently unaccounted for. The FVRD does not have a policy in place to collect fuel usage from third party service providers contracted through the FVRD. The recommended fuel consumption tracking policy will allow the FVRD to be more accurate in the actual GHG emissions from operations, and will be consistent with the provincial reporting platform. Although the addition of contractor fuel usage will increase the FVRD's overall GHG emissions, it will not have an effect on the amount of carbon tax paid back towards the FVRD. A number of services are provided through external contractors and efforts to encourage contractors to improve energy performance and reduce GHG emissions will be an important strategy in order for the FVRD to become carbon neutral.

COST

The FVRD is eligible to receive back the amount paid in carbon tax each year from corporate operations; for 2017, this is equivalent to \$20,635.

CONCLUSION

The total amount of corporate emissions listed in this inventory represents an increase over 2016 inventory levels (increase of 70 tCO₂e). This is likely due to expanding the FVRD fleet vehicle pool for Engineering and Parks trucks; an expansion of Animal Control services and an additional building; the acquisition and operation of a new campground; the addition of back-up generators to various utility systems, and other expansions of services.

While certain new sources of emission have driven the carbon footprint higher, there have been reductions in other areas. The inventory conducted as part of this survey will serve as a useful and informative benchmark for measuring future years' emissions as the FVRD continues to work towards reducing its carbon footprint. With the action initiatives outlined in the Carbon Neutral Progress Survey the FVRD should see a reduction in energy consumption and operating costs in the future, demonstrating the FVRD's commitment to reducing their carbon footprint.

COMMENTS BY:

Barclay Pitkethly, Director of Regional Programs

Reviewed and supported

Mike Veenbaas, Director of Financial Services

Reviewed and supported.

Paul Gipps, Chief Administrative Officer

Reviewed and supported.

Climate Action Revenue Incentive (CARIP) Public Report for 2017

Local Government:

Fraser Valley Regional District



Report Submitted by:

Name: Micha Gutmanis

Role: Environmental Services Coordinator

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Date: June 1, 2017

The Fraser Valley Regional District (FVRD) has completed the 2017 Climate Action Revenue Incentive Program (CARIP) Public Report as required by the Province of BC. The CARIP report summarizes actions taken in 2017 and proposed for 2018 to reduce corporate and community-wide energy consumption and greenhouse gas emissions (GHG) and reports on progress towards achieving carbon neutrality.

2017 BROAD PLANNING ACTIONS

Broad Planning Actions

Broad Planning refers to high level planning that sets the stage for GHG emissions reductions, including plans such as Official Community Plans, Integrated Community Sustainability Plans, Climate Action Plans or Community Energy Emissions Plans. Land use planning that focuses on Smart Growth principles (compact, complete, connected, centred) plays an especially important role in energy and GHG reduction.

Community-Wide Actions Taken in 2017	
	The FVRD has a draft of the new Regional Growth Strategy (RGS).
	The FVRD is currently working on updating the region's Air Quality Management Plan, and have delivered multiple presentations to the Board to gain direction and support.
	The FVRD Board adopted good neighbour practices for land development for electoral areas, which discourages burning and promotes chipping and grinding.
	Stakeholder engagement was done for the Hemlock community plan amendment to strengthen the village plan, including transportation, environmental performance of buildings and greenspace.
	In 2017, the <i>Freshet Flooding and Fraser Valley Agriculture: Evaluating Impacts and Options for Resilience Study</i> was completed. This study calculated losses for two flood scenarios, one with the present climate conditions and one applying a future climate scenario (year 2100). A major flood event, (similar to 1894) would cause over \$800 million in damage to agricultural crops, buildings and equipment. The economic impacts to FVRD communities would be \$1.1 billion. This information is being used to inform federal and provincial governments of the critical importance of increasing infrastructure funding or flood management in the region.
Community-Wide Actions Proposed for 2018	
	Continued development of the new FVRD Air Quality Management Plan.
	The FVRD will complete the drafting phase of the Hemlock community plan amendment.

Corporate Actions Taken in 2017	
	N/A
Corporate Actions Proposed for 2018	
	Climate Change Action Policy, Statements of insurance will need to be provided by engineers. Engineers must include climate change in assessment for potential hazard changes, slope stability is expected to change, river flow, and intensity of rainfall. This was written in 2017 and now in operation.
	The FVRD will start to track and incorporate contractor fuel data for CARIP reporting.

Broad Planning		
What is (are) your current GHG reduction target(s)?	As outlined in the FVRD's draft Regional Growth Strategy, the FVRD aims for the following GHG reduction targets: reduction in GHG emissions of 20% by 2020 and 50% by 2020 relative to 2007 levels.	
Are you familiar with your community's community energy and emissions inventory (e.g. CEEI or another inventory)?		Yes
What plans, policies or guidelines govern the implementation of climate mitigation in your community? <ul style="list-style-type: none"> • Community Energy and Emissions (CEE) Plan • Community- Wide Climate Action Plan • Integrated Community Sustainability Plan • Official Community Plan (OCP) • Regional Growth Strategy (RGS) • Do not have a plan • Other: 		No Yes Yes Yes Yes
Does your local government have a corporate GHG reduction plan?		Yes

2017 BUILDING AND LIGHTING ACTIONS

Building and Lighting Actions

Low-carbon buildings use the minimum amount of energy needed to provide comfort and safety for their inhabitants and tap into renewable energy sources for heating, cooling and power. These buildings can save money, especially when calculated over the long term. This category also includes reductions realized from energy efficient street lights and lights in parks or other public spaces.

Community-Wide Actions Taken in 2017	
	Continued distribution of the FVRD brochure on 'Improving Home Energy Efficiency: A Guide for Rural Homeowners in the Fraser Valley', both online and at the front counter.
	Baker Trails Wastewater Treatment Plant & Dogwood Valley Water Treatment: Changed all lighting to LED and went to automated light switches so that they're only used when needed.
Community-Wide Actions Proposed for 2018	
	All new street lighting installed and old replacements will be with new, energy efficient LED streetlights rather than high-pressure sodium. The LED lights will reduce streetlight energy use, they are longer lasting, and will reduce light pollution.

Corporate Actions Taken in 2017	
	Digitized all infrastructure maps for the engineering department that will be available and accessible online, reducing the need for staff in the field to return to office to reference hard copy maps.
	An energy Audit of the FVRD Animal Control building in Chilliwack was done to produce a detailed report identifying a direction for improvements. Many of these improvements were carried out, such as the 'Lights Off' program. This program promoted only turning on lights that are necessary, and reduced light usage by about two thirds. In addition to this program, they also made more efforts to keep doors closed.
Corporate Actions Proposed for 2018	
	Virtualize infrastructure by replacing aging storage devices with new more power efficient ones, as well as consolidating and replacing aging servers to reduce overall power consumption.
	IT server room currently gets too hot so will be cooled & excess heat will go towards heat pumps.

Building and Lighting	
The Province has committed to taking incremental steps to increase energy-efficiency requirements in the BC Building Code to make buildings net-zero energy ready by 2032. The BC Energy Step Code--a part of the BC Building Code--supports that effort	
Is your local government aware of the BC Energy Step Code?	Yes
Is your local government implementing the BC Energy Step Code?	No

2017 ENERGY GENERATION ACTIONS

Energy Generation Actions

A transition to renewable or low-emission energy sources for heating, cooling and power supports large, long-term GHG emissions reductions. Renewable energy including waste heat recovery (e.g. from biogas and biomass), geo-exchange, micro hydroelectric, solar thermal and solar photovoltaic, heat pumps, tidal, wave, and wind energy can be implemented at different scales, e.g. in individual homes, or integrated across neighbourhoods through district energy or co-generation systems.

Community-Wide Actions Taken in 2017	
	Switched from diesel to natural gas generation at the Baker Trails Wastewater Treatment Plant.
Community-Wide Actions Proposed for 2018	

Corporate Actions Taken in 2017	
	Completed assessment of the FVRD Chilliwack office HVAC System, and moved forward with the recommendation of boiler replacement. The boiler for heating was replaced in 2017/2018 with two more efficient ones. The domestic hot water tanks were taken out of the FVRD Chilliwack office and replaced with on-demand heating which significantly improves energy efficiency.
	FVRD staff looked into feasibility of purchasing and installing solar panels at the main office in order to have the entire Boardroom go 'off the grid'. Had an engineer determine that the FVRD head office roof is capable of supporting Solar Panels.
Corporate Actions Proposed for 2018	
	FVRD staff will be looking into funding opportunities to install the Boardroom solar panels.

Energy Generation	
Is your local government developing, or constructing:	
<ul style="list-style-type: none"> A district energy system A renewable energy system 	No No
Is your local government operating:	
<ul style="list-style-type: none"> A district energy system A renewable energy system 	No No
Is your local government connected to a district energy system that is operated by another energy provider?	No
Are you aware of the Integrated Resource Recovery guidance page on the BC Climate Action Toolkit ?	Yes
Are you familiar with the 2017 " List of Funding Opportunities for Clean Energy Projects Led by First Nations and Local Governments "?	Yes

2017 GREENSPACE/NATURAL RESOURCE PROTECTION ACTIONS

Greenspace Actions

Greenspace/Natural Resource Protection refers to the creation of parks and greenways, boulevards, community forests, urban agriculture, riparian areas, gardens, recreation/school sites, and other green spaces, such as remediated brownfield/contaminated sites as well as the protection of wetlands, waterways and other naturally occurring features.

Community-Wide Actions Taken in 2017	
	The promotion and development of ' <i>Experience the Fraser</i> ': a contiguous trail system for non-motorized use running along the Fraser River from Hope to the Salish Sea has been continued throughout 2017 and will continue into 2018. In 2017, The FVRD developed of 18 km of new trails along the Chilliwack dyke as part of <i>Experience the Fraser</i> .
	The FVRD acquired 6.2 acres of property to open a regional park called 'Hillkeep Regional Park'. This park provides unique opportunities for experiencing connection to self, neighbours and nature. This natural reserve instils interactive recreational and cultural learning experiences which focus on the ecology, geology, and history of the Fraser Valley.
	In 2017, Lakeside Trail, a 2km recreational trail along south side of Cultus Lake was constructed from Lindell Avenue to Maple Bay Campground. Promotes community connectivity.
	Continued partnership with the Fraser Valley Watersheds Coalition, that led to the planting of 21,839 trees and shrubs within the region in 2017 and enhancement of over 16,000 square meters of streamside habitat.
	FVRD adopted 'Plan Cultus' - a park plan for Cultus Lake that focusses on the importance of the environment and the lake, includes policies around the maintenance of the surrounding forest (sequestration), and includes a plan for future transit development options.
Community-Wide Actions Proposed for 2018	
	The FVRD will acquire park land from Metro Vancouver. The park land includes: Glen Valley Regional Park, Matsqui Trail Regional Park, and the western flank of Sumas Mountain Regional Park.
	Via funding from the BC Rural Dividend Fund, AdvantageHOPE, the FVRD, and the Ministry of Transportation and Infrastructure, we will oversee the completion of the design work for the <i>Experience the Fraser</i> Canyon to Coast Trail on the Bill Hartley Fraser-Hope Bridge (No.01034) and the trail along Hope's waterfront from Water Avenue to Tom Berry Road.
	In 2018, the Lakeside Trail will be extended from Lindell Avenue to the Frost Creek Bridge to promote community connectivity.
	8.5 km of new <i>Experience the Fraser</i> Canyon to Coast Trail in Mission will be built by connecting the Mission's Municipal Forest through Rolley Lake Provincial Park to BC Hydro's Hayward Lake Recreation Area.
	At Fraser Pacific Enterprises in Mission, 1km of trail will be developed and native planting will be carried out.
	Elbow Creek Trail, located on Crown land in Morris Valley adjacent to Eagle Point Community Park has been identified as a new community park. A new bridge, trail updates, and new signage will be developed.
	Tent pads and outhouses are being planned for 2018 at the top of Elk Mountain (and potentially Mt Cheam) to address environmental damage and enhance user experience in the backcountry. The new outhouses will have a urine diversion system (reducing 70% of the volume collected) which will

	significantly reduce the number of helicopter trips to empty the outhouse, thereby reducing fuel emissions.
	In early 2018, the Electoral Area D will be consulted to help guide the Popkum street tree program for the 450 trees in this community.
	At Thompson Regional Park, a natural play space playground comprised of natural elements such as logs, and sand, as opposed to traditional metal and plastic equipment is being planned to encourage children to play in a different way which is more nature based and reflective of the surrounding environment.

Corporate Actions Taken in 2017	
	Planted a Bigleaf Maple in each of the 10 FVRD regional parks to commemorate the FVRD's 50th Anniversary.
	Continued the 4th floor garden for fresh and local veggies and herbs for staff.
	The FVRD acquired a new campground along the Vedder River and includes connection to several nature trails.
	The FVRD acquired 5 MoTI properties around Hatzic Lake and Lake Errock to be used as new parks greenspace.
Corporate Actions Proposed for 2018	
	Through the Federal Gas Tax Fund a regional approach will be undertaken to quantify key outdoor recreational tourism sectors to fully grasp what they mean to the local economy. This information will help to prioritize capital expenditures, inform marketing decisions, and showcase the region as a premier tourism destination.
	The FVRD will acquire 4 acres of property slated for development in Popkum (NE of CLW on the Fraser River to be kept as park space)

Greenspace	
Does your local government have urban forest policies, plans or programs?	Yes
Does your local government have policies, plans or programs to support local food production?	Yes

2017 SOLID WASTE ACTIONS

Solid Waste Actions

Reducing, reusing, recycling, recovering and managing the disposal of the residual solid waste minimizes environmental impacts and supports sustainable environmental management, greenhouse gas reductions, and improved air and water quality.

Community-Wide Actions Taken in 2017	
	Upgrades to Sylvester Road and Morris Valley Transfer stations were done in 2017 to add the capacity to take organic materials.
	Implementation of the FVRD Solid Waste Management Plan which includes source separation increased recycling, promoting reuse, and reducing operation-related GHG emissions. The consultation phase to determine how to implement new regional requirements to divert organics and recycling concluded in 2017.
Community-Wide Actions Proposed for 2018	
	Updates in Sunshine Valley and Hemlock Valley Transfer stations and the Chaumox Road Landfill will be done in 2018 to add the capacity to take organic materials. Upgrade to the Hemlock Valley Transfer Station will include a manned station which will reduce the frequency of pickups required. Therefore, they will not have to haul empty bins anymore.
	The FVRD in 2018 will report on a feasibility and impact assessment analysis for an advanced recycling centre or mixed waste materials recovery process in the region to further divert more recyclable and compostable material from the garbage stream.
	The Boston Bar Landfill has planning underway to officially close it by having it capped and monitored for leachate generation.
	In partnership with the FVRD, FoodMesh has launched a regional food recovery initiative that connects local farms, charities, and food industry partners to exchange surplus edible food via an online app/marketplace. The aim is to work with 50 local FVRD businesses and charities to join the network with a shared goal of "redirecting" \$400,000 of edible food through the website. It will help organizations recover costs and increase margins by matching overstock food with businesses and charities, reducing food waste, providing meals and reducing GHG emissions in the process.
	The FVRD will be developing a communication engagement campaign for organics diversion.

Corporate Actions Taken in 2017	
	The planning department has switched folio files (10-12k of paper) from paper to be stored in the cloud. Moving forward, everything will be electronic, including the building permit files (to be switched in 2018).
	Switched to permanent dog tags rather than annual tags to reduce the amount made and wasted.
	With partial funding from the Fraser Basin Council, the FVRD hired a consultant to put together a study and business case which looks at alternatives to open burning of wood waste (such as chipping and composting) from rural and agricultural properties so that it isn't openly burned.
Corporate Actions Proposed for 2018	
	The FVRD will be purchasing a worm composting bin to compost food scraps on site and use the soil for the FVRD's 4 th floor garden. The soil made will then be used in the 4 th floor garden.

Solid Waste	
Does your local government have construction and demolition waste reduction policies, plans or programs?	No
Does your local government have organics reduction/diversion policies, plans or programs?	Yes

2017 TRANSPORTATION ACTIONS

Transportation Actions

Transportation actions that increase transportation system efficiency, emphasize the movement of people and goods, and give priority to more efficient modes, e.g. walking, cycling, ridesharing, and public transit, can contribute to reductions in greenhouse gas emissions and more livable communities.

Community -Wide Actions Taken in 2017	
	In 2016/17, BC Transit focused efforts on improving ridership by the implementation of marketing initiatives in collaboration with the FVRD. The ongoing success of the Fraser Valley Express (FVX) has become a benchmark for interregional service development. Between 2015/16 and 2016/17, ridership increased by 58% from 72,000 passenger trips to 114,000. The service to include Sundays and Statutory holidays was completed.
	On September 5 th , 2017 BC Transit, the FVRD and the District of Hope launched a transit service, Route #22, between Hope and Agassiz where riders can transfer to the Route #11 for travel into Chilliwack. Seabird Island Band is participating in the service and discussions are ongoing with other interested First Nations along the route.
	The FVRD installed bike racks at multiple regional parks to encourage active transportation.
Community-Wide Actions Proposed for 2018	
	Planned service expansions in 2018 include increased service on the FVX on weekends and holidays. Service on route #22 (Hope), and route #11 (Agassiz-Harrison) is being monitored and further expansion will be considered as demand for transit increases. Planning will also begin on a new route connecting the communities on the north side of the Fraser River between Agassiz and Mission.
	A feasibility study will be conducted in the North Fraser Valley between Mission and Maple Ridge with regards to providing transit service. The timing of this study will be dependent on BC Transit's 2018 work plan and their capacity for undertaking additional planning initiatives.
	The FVRD will promote Bike to Work Week. The FVRD also plans a 'Bike to Work with the Mayor' within Bike to Work Week.
	Rehabilitation of the Island 22 Regional Park boat launch is underway. A new entrance and exit will be built for enhanced traffic flow, reduced idling, and better positioning of amenities.
	FVRD will explore additional partnerships with other First Nations communities along Lougheed Highway on the north side of the Fraser River.

Corporate Actions Taken in 2017

	Installation of new supervisory control & data acquisition (SCADA) systems at North Bend Sewer, Cultus Lake and the Parkview Water System to allow for remote monitoring and less frequent in-person visiting (reduced road emissions). Controls can now be done through the computer rather than in-person.
	Replaced 2 older inefficient vehicles with 2 new Chevrolet Bolt electric vehicles. The FVRD replaces older, less fuel-efficient vehicles with newer, more fuel-efficient vehicles where possible. With EVs now accounting for 50% of their pooled electric fleet vehicles (14% of the entire fleet), the FVRD has saved close to 7 tonnes of CO2 and \$6400 in fuel since their acquisition.
	Distribution of fire-fighting and training equipment in bulk rather than individually to reduce trips.
	The FVRD now brings instructors in to individual fire halls rather than sending all of the firefighters out for training to reduce number of vehicles on the road.
	Replacement of a 1986 fire truck with a 2016 model which has significantly increased fuel efficiency delivered in 2017.
Corporate Actions Proposed for 2018	
	Office wide commuter challenger to promote carpooling and greener community.
	Plan to replace an older animal control vehicle with newer, more fuel efficient model.
	The FVRD participated in a program where FleetKarma devices were installed in fleet vehicles from 2016-2017 and will move forward with recommendations from the report to replace older inefficient vehicles with new more efficient ones.
	FVRD staff is encouraged to use electric fleet vehicles when possible when driving to meetings. Administration staff are also encouraged to choose EVs over gasoline vehicles for errands.
	The FVRD is participating in a High Voltage Utility Connected (HVUC) Level 2 Electric Vehicle Charging Demonstration in partnership with BC Hydro and Natural Resources Canada. The FVRD will have 8 new HVUC level 2 chargers installed in the region in 2018.

Transportation	
Does your local government have policies, plans or programs to support:	
• Walking	Yes
• Cycling	Yes
• Transit Use	Yes
• Electric Vehicle Use	Yes
• Other (please specify)	
Does your local government have a transportation demand management (TDM) strategy (e.g. to reduce single-vehicle occupancy trips, increase travel options, provide incentives to encourage individuals to modify travel behavior)?	No
Does your local government integrate its transportation and land use planning?	Yes

2017 WATER AND WASTEWATER ACTIONS

Water and Wastewater Actions

Managing and reducing water consumption and wastewater is an important aspect of developing a sustainable built environment that supports healthy communities, protects ecological integrity, and reduces greenhouse gas emissions.

Community-Wide Actions Taken in 2017	
	Installed the Lake Errock water main, no pumps required. The install will eliminate single resident backyard booster pumps.
	Improvements to Dogwood Valley Water System reservoir system occurred in 2017 and will eliminate 24/7 operation of booster pumps.
	Water conservation and groundwater protection brochures were distributed to residents with new water meter systems in 2017 and will continue in 2018.
	The Boston Bar water system upgrade will reduce water usage by 1/3. It included the design and construction of 140m of 200mm watermain, installation of 1 fire hydrant, and a 50mm service connection to the Boston Bar Firehall.
	The FVRD installed a new sewage treatment system at Baker Trail Estates. The new system will decrease the amount of required maintenance and will operate more efficiently. It also reduces hydro consumption. Installed in 2017 and finished early 2018. Switched from 'soft starts' to 'variable frequency drive' pumps at which will increase energy efficiency by reducing power when not needed.
Community-Wide Actions Proposed for 2018	
	Currently building three sewage treatment plants; Baker Trails was done in 2017. The Aquadel and Minter Gardens sewage treatment plants are being installed by developers to service their new developments and are being built to a Class A standard under the municipal waste water regulation.
	The FVRD has an ongoing partnership with the Fraser Valley Watersheds Coalition for the promotion and engagement of local watershed stewards.
	Continuation of Sewer Gap study, including where there are needs for upgrades, monitoring systems, and improved operation efficiencies. Implementation of the recommendations of the study ongoing to 2020. This is being implemented every time a development application is made. It requires the highest level of sewage treatments which reduce nitrogen and phosphorous.

Corporate Actions Taken in 2017	
	Water conservation and groundwater protection brochures were distributed to residents with new water meter systems in 2017 and will continue in 2018.
Corporate Actions Proposed for 2018	
	The FVRD will continue to Perform Water Audits of systems with newly installed water meters (almost all FVRD systems except are now metered) to determine accuracy of meters and to find potential system leakages.

Water Conservation	
Does your local government have water conservation policies, plans or programs?	Yes

2017 CLIMATE CHANGE ADAPTATION ACTIONS

This section of the CARIP survey is designed to collect information related to the types of climate impacts local governments are experiencing and how they are being addressed.

Please identify the THREE climate impacts that are most relevant to your Local Government.	
<ul style="list-style-type: none"> Warmer winter temperatures reducing snowpack Changes to temperature and precipitation causing seasonal drought Heatwaves impacting population health <u>Increased temperatures increasing wildfire activity</u> <u>Increased temperatures affecting air quality</u> Changing temperatures influencing species migration and ecosystem shifts <u>Extreme weather events contributing to urban and overland flooding</u> Sea level rise and storms causing coastal flooding and/or erosion 	 ✓ ✓ ✓
Other:	

In 2017 has your local government addressed the impacts of a changing climate using any of the following?	
Risk and Vulnerability Assessments	✓
Risk Reduction Strategies	✓
Emergency response planning	✓
Asset management	✓
Natural/Eco asset management strategies	✓
Infrastructure upgrades (e.g. storm water system upgrades)	✓
Beach Nourishment projects	✓
Economic diversification initiatives	✓
Strategic and financial planning	✓
Cross-department working groups	✓
OCP policy changes	✓
Changes to zoning and other bylaws and regulations	✗
Incentives for property owner (e.g. reducing storm water run-off)	✗
Public education and awareness	✓
Research	✓
Mapping	✓
Partnerships	✓
Other:	

Climate Change Adaptation Actions Taken in 2017	
Please elaborate on key actions and/or partnerships your local government has engaged in to prepare for, and adapt to a changing climate. Add links to key documents and information where appropriate.	
	Developed a climate action initiative, for a freshet flood project. FVRD staff currently sits on a committee that oversees the project. They are looking at helping agriculture adapt to climate change and flooding.
Climate Change Adaptation Actions Proposed for 2018	
	Climate Change Action Policy, Statements of insurance will need to be provided by engineers on a lot. Engineers must include climate change in assessment for potential hazard changes, slope stability is expected to change, river flow, and intensity of rainfall. This was written in 2017 and now in operation.
	The FVRD will invest \$10.5 million to improve the Nicomen Island Dyke and upgrade the pumps. Designing is taking place in 2018. The upgrades will both protect the community from high water and will improve capacity for water movement. The pumping system upgrades will increase the functionality of the pumps to better cope with flooding.
For more information please contact:	

The following are key resources that may be helpful to your local government in identifying climate impacts, as well as, strategies, actions and funding to deal with them. For those resources that you have used, please indicate whether they were useful in advancing your work in climate change adaptation?	
Indicators of Climate Change for British Columbia, 2016 Plan2Adapt Climate Projections for Metro Vancouver Climate Projections for the Capital Region Climate Projections for the Cowichan Valley Regional District Province of BC's BC Adapts Video Series Preparing for Climate Change: An Implementation Guide for Local Governments The Public Infrastructure and Engineering Vulnerability Committee's (PIEVC) protocol Sea Level Rise Primer BC Regional Adaptation Collaborative Webinars www.ReTooling.ca Water Balance Model The Water Conservation Calculator Funding: National Disaster Mitigation Program (NDMP) Community Emergency Preparedness Fund (CEPF) Municipalities for Climate Innovation Program (MCIP) Climate Adaptation Partner Grants (FCM) Infrastructure Planning Grants (MAH) Federal Gas Tax Fund	Useful Haven't Used Useful Not Useful Haven't Used Haven't Used Useful Haven't Used /Useful/Not Useful Useful Useful Haven't Used /Useful/Not Useful Useful Useful Haven't Used /Useful/Not Useful Haven't Used /Useful/Not Useful Haven't Used /Useful/Not Useful Useful Useful Useful
Other: Climate Projections for Fraser Valley Regional District	Useful

2017 OTHER CLIMATE ACTIONS

Other Climate Actions

This section provides local governments the opportunity to report other climate actions that are not captured in the categories above.

Community-Wide Actions Taken in 2017	
	The FVRD implemented an air quality and climate change education program for elementary (grade 5) and secondary students (grade 10), which was designed to raise awareness of what causes degraded air quality and climate change, and what actions can be taken. This program was successful in its first year running, and will be continued into the 2018/2019 school year.
	Develop public signage in Hillkeep Regional Park to communicate causes of degraded visual air quality and actions to improve it (co-benefit of reducing emissions of air contaminants is typically a reduction in GHG emissions).
Community-Wide Actions Proposed for 2018	
	Updating the Wood Stove Exchange (WSE) brochures in effort to increase uptake of the program. The WSE program gives rebates to those who switch out their old uncertified wood burning appliance for an EPA/CSA certified cleaner appliance to reduce PM _{2.5} emissions.
	Develop public signage in Mill Lake Park to communicate causes of degraded air quality and actions to improve it.
	The FVRD will continue to host a community garden supported by the summer program for the Hope Rec Centre where children are able to grow local food.
	One of the recommendations of the previously completed Open Burning Practices and Policy Options study was to use a tailored atmospheric dispersion model to identify sensitive areas in the FVRD potentially impacted by the smoke and air pollution from open burning. This modeling study is aimed at estimating particulate matter emissions from representative land clearing burns using an atmospheric dispersion model (CALPUFF) and their direct effect on nearby communities and residents. The study is expected to be completed in the summer of 2018.

Corporate Actions Taken in 2017	
	Firefighters donate all old equipment and gear to Firefighters without Borders
	The FVRD's engineering department digitized all infrastructure maps that will be available and accessible online, reducing the need for staff in the field to return to office to reference hard copy maps. This results in fewer emissions from driving.
Corporate Actions Proposed for 2018	
	Launched a new intranet program called 'Jostle' which allows staff to access everything through the cloud to prevent unnecessary trips to the office for hardcopies of forms.
	Explore the feasibility of using drone technology for mosquito control to reduce usage of helicopters and fuel.

Other	
Are you familiar with the Community Lifecycle Infrastructure Costing Tool (CLIC) ?	Yes
Have you used CLIC?	No

INNOVATION AND PEER-TO-PEER LEARNING

Innovation

This section provides the opportunity to showcase an innovative Corporate and/or Community-Wide GHG reduction and/or climate change adaptation activity that your local government has undertaken and that has had, or has the potential to have, a significant impact. You are welcome to repeat an action that has already been listed. Projects included here may be featured as success stories on the B.C. Climate Action Toolkit and/or shared with other local governments to inspire further climate action. Please add links to additional information where possible.

Communities that have conducted innovative initiatives may want to consider raising their profile through applications to [CEA's Climate and Energy Action Awards](#), [UBCM Climate and Energy Action Award](#), [FCM Sustainable Communities Awards](#) or through submissions to [FCM's National Measures Report](#).

Community-Wide Action

In partnership with the FVRD, FoodMesh has launched a regional food recovery initiative that connects local farms, charities, and food industry partners to exchange surplus edible food via an online app/marketplace. The aim is to work with 50 local FVRD businesses and charities to join the network with a shared goal of "redirecting" \$400,000 of edible food through the website. It will help organizations recover costs and increase margins by matching overstock food with businesses and charities, reducing food waste, providing meals and reducing GHG emissions in the process.

One of the objectives of the Fraser Valley Regional District's air quality portfolio is to increase public education and awareness of air quality topics in the region. Their public education outreach effort was largely enhanced through the launch of our well-received school program called "Love Our Air" in 2017. Within the last few years, the BC Ministry of Education has set new education standards for students in grades K-12. The FVRD saw this curriculum change as an opportunity to increase air quality education in classrooms while teachers searched for a way to align their lessons with the new curriculum. The lessons within the new Love Our Air teacher resource introduces students to issues regarding air quality in the region. The lessons are designed for grades 5 and 10 Science classrooms and linked to the BC Curriculum. The main objectives of teaching Air Quality in grades 5 and 10 are to develop students' personal and social awareness of their roles and responsibilities with respect to the environment, and their ability to make decisions about ways to reduce pollution through their everyday actions. The lessons include hands-on activities while teaching students the relevance of air quality in their own lives, in their community and in the wider world. Students learn to identify types of air pollutants, their sources and impacts, as well as possible actions and solutions that they can take as individuals, or with their community.

On September 5th, 2017 BC Transit, the FVRD and the District of Hope launched a transit service, route #22, between Hope and Agassiz where riders can transfer to the Route #11 for travel into Chilliwack. Seabird Island Band is participating in the new service and moving forwards, FVRD will explore additional partnerships with other First Nations communities along Lougheed Highway on the north side of the Fraser River.

In partnership with the BC Agriculture & Food Climate Action Initiative (CAI), the FVRD developed the *Fraser Valley Regional Adaptation Strategies* to identify ways to enhance agriculture's ability to adapt to climate change. One of the key actions identified was to explore the economic impact of a major Fraser River freshet flood on the region's agricultural economy. In 2017, the *Freshet Flooding and Fraser Valley*

Agriculture: Evaluating Impacts and Options for Resilience Study was completed. This study calculated losses for three flood scenarios, two with the present climate conditions and one applying a future climate scenario (year 2100). A major long-duration flood event, (similar to 1894) would cause over \$800 million in damage to agricultural crops, buildings and equipment. The broader economic impacts to FVRD communities would be \$1.1 billion. This information is being used to inform federal and provincial governments of the critical importance of increasing infrastructure funding for flood management in the region.

FVRD continues to work with CAI on the implementation of the FV Climate Adaptation Strategies as they relate to the regional district.

Corporate Action

The FVRD removed their domestic hot water tanks within their corporate head office and replaced them with on-demand heating. Switching to tank-less hot water will significantly improve energy efficiency.

The FVRD replaced 2 older inefficient Ford Escapes with 2 new Chevrolet Bolt electric vehicles. The FVRD tries to replace older, less fuel-efficient vehicles with newer, more fuel-efficient vehicles where possible. With EVs now accounting for 50% of their pooled electric fleet vehicles (14% of the entire fleet), the FVRD has saved close to 7 tonnes of CO2 and \$6400 in fuel since their acquisition.

The FVRD is participating in a High Voltage Utility Connected (HVUC) Level 2 Electric Vehicle Charging Demonstration in partnership with BC Hydro and Natural Resources Canada. The FVRD will have 8 new HVUC level 2 chargers installed in the region in 2018. In this project, the transformer would be integrated into the charger, which will eliminate the need for the designated transformer reducing space requirements in the meter room, reduce the number of conduits and wiring, improve the EV charger system's performance and reliability, while also reducing costs. A smart utility meter will be integrated into the charger to allow for individual metering and billing, as well as remote monitoring. This project aims to reduce barriers to EV uptake by Canadians living in MURBs, as well as aid EV charger installations in commercial and municipal buildings.

Programs, Partnerships and Funding Opportunities

Local governments often rely on programs, partnerships and funding opportunities to achieve their climate action goals. Please share the names of programs and organizations that have supported your local government's climate actions by listing each entry in the box below.

Mitigation

Programs and Funding

Every year, the Fraser Valley Regional District carries out a Wood Stove Exchange Program which is funded through the Province of BC. This year, the rebate for a wood stove exchange has increased from \$250 to \$400, if it is being replaced with a cleaner burning fuel such as natural gas, pellets, or a heat pump.

With partial funding from the Fraser Basin Council's Clean Air Research Fund, the FVRD hired a consultant to put together a study and business case which looks at alternatives to open burning of wood waste (such as chipping and composting) from rural and agricultural properties. Open burning is a large contributor to particulate matter, and is detrimental for our health. The results of this study will help the FVRD plan and implement alternative options for residents to dispose of their wood waste so that it isn't openly burned.

With funding from the Green Municipal Fund (\$133,200) the FVRD in 2018 will report on a feasibility and impact assessment analysis for an advanced recycling centre or mixed waste materials recovery process in the region to further divert more recyclable and compostable material from the garbage stream. This is a key component of the FVRD Solid Waste Management vision to bring the region closer to zero waste.

Adaptation

Programs and Funding

Via funding from the BC Rural Dividend Fund, AdvantageHOPE, the Fraser Valley Regional District, and the Ministry of Transportation and Infrastructure, we will oversee the completion of the design work for the *Experience the Fraser* Canyon to Coast Trail on the Bill Hartley Fraser-Hope Bridge (No.01034) and the trail along Hope's waterfront from Water Avenue to Tom Berry Road.

On March 21, 2017 the Provincial Government announced a \$10.5-million investment in dike and pump upgrades to the Fraser Valley Regional District's Nicomen Island diking system, as part of the Province's major investment in emergency preparedness and public safety. The 35-kilometre system of dikes at Nicomen Island, located on the Fraser River northeast of Abbotsford, is in many areas, too steep or too low and could pose a hazard in a major flooding event. The Fraser Valley Regional District will use \$6 million of this funding to widen the dikes to increase stability, and in turn protect agricultural lands and a First Nation community. The remaining \$4.5 million will be allocated to the existing pumping system infrastructure which supports these dikes. The pumping system upgrades will increase the functionality of the pumps to better cope with flooding, and will allow all pumps in the system to function concurrently.

2017 CARBON NEUTRAL REPORTING

Local governments are required to report on their progress in achieving their carbon neutral goal under the Climate Action Charter. Working with B.C. local governments, the joint Provincial-UBCM Green Communities Committee (GCC) has established a common approach to determining carbon neutrality for the purposes of the Climate Action Charter, including a Carbon Neutral Framework and supporting guidance for local governments on how to become carbon neutral.

Prior to completing this portion of the survey, please ensure that you are familiar with guidance available on the B.C. Climate Action Toolkit website, especially the [Becoming Carbon Neutral: A Guide for Local Governments in British Columbia](#).

Please note: As a result of the BC Recycling Regulation, local governments are no longer required to account for greenhouse gas (GHG) emissions from vehicles, equipment and machinery required for the collection, transportation and diversion of packaging and printed paper, in their annual Climate Action Revenue Incentive Program (CARIP) reports.

Reporting Emissions

Did you measure your local government's corporate GHG emissions in 2017?	Yes
If your local government measured 2017 corporate GHG emissions, please report the number of corporate GHG emissions (in tonnes of carbon dioxide equivalent) from services delivered <u>directly</u> by your local government:	714.4
If your local government measured 2017 corporate GHG emissions, please report the number of corporate GHG emissions (in tonnes of carbon dioxide equivalent) from <u>contracted</u> services:	N/A
TOTAL A: CORPORATE GHG EMISSIONS FOR 2017	714.4 tCO₂e

Reporting Reductions and Offsets

To be carbon neutral, a local government must balance their TOTAL corporate GHG emissions generated in 2017 by one or a combination of the following actions:

- undertake GCC-supported Option 1 Project(s)
- undertake GCC-supported Option 2 Project(s)
- purchase carbon offsets from a credible offset provider

If applicable, please report the 2017 GHG emissions reductions (in tonnes of carbon dioxide equivalent (tCO₂e)) being claimed from Option 1 GHG Reduction Projects:

OPTION 1 PROJECTS	REDUCTIONS
Energy Efficient Retrofits	
Solar Thermal	

Household Organic Waste Composting	
Low Emission Vehicles	6.85
Avoided Forest Conversion	
TOTAL B: REDUCTIONS FROM OPTION 1 PROJECTS FOR 2017	tCO2e

If applicable, please report the names and 2017 GHG emissions reductions (in tonnes of carbon dioxide equivalent (tCO2e)) being claimed from Option 2 GHG Reduction Projects:

OPTION 2 PROJECT NAME	REDUCTIONS
TOTAL C: REDUCTIONS FROM OPTION 2 PROJECTS FOR 2017	tCO2e

If applicable, please report the name of the offset provider, type of project and number of offsets purchased (in tonnes of carbon dioxide equivalent (tCO2e)) from an offset provider for the 2017 reporting year:

(NOTE: DO NOT INCLUDE ANY FUNDS THAT MAY BE SET ASIDE IN A CLIMATE ACTION RESERVE FUND)

OFFSET PROVIDER NAME	OFFSETS
TOTAL D: OFFSETS PURCHASED FOR 2017	tCO2e

TOTAL REDUCTIONS AND OFFSETS FOR 2017 (Total B+C+D) = 6.85 tCO2e

Corporate GHG Emissions Balance for 2017

Your local government's Corporate GHG Emissions Balance is the difference between total corporate GHG emissions (direct + contracted emissions) and the GHG emissions reduced through GCC Option 1 and Option 2 projects and/or the purchase of offsets.

CORPORATE GHG EMISSIONS BALANCE FOR 2017 = (A – (B+C+D)) = 707.55 tCO₂e

**If your Corporate GHG Emissions Balance is negative or zero,
your local government is carbon neutral.
CONGRATULATIONS!**

If applicable, please record any emissions reductions you will be carrying over for future years and the source of the emissions reductions, including the year they were earned (E.g., Organics diversion, 2016 100 tCO₂e).

SOURCE OF CARRY OVER EMISSION REDUCTIONS (and year earned)	REDUCTIONS
N/A	
BALANCE OF REDUCTIONS ELIGIBLE FOR CARRY OVER TO NEXT YEAR	0 tCO₂e

Carbon Neutral Reporting	
Does your local government have a climate reserve fund or something similar?	Yes

GCC CLIMATE ACTION RECOGNITION PROGRAM

The joint Provincial-UBCM Green Communities Committee (GCC) is pleased to be continuing the Climate Action Recognition Program again this year. This multi-level program provides the GCC with an opportunity to review and publicly recognize the progress and achievements of each Climate Action Charter (Charter) signatory.

Recognition is provided on an annual basis to local governments who demonstrate progress on their Charter commitments, according to the following:

Level 1 – Demonstrating Progress on Charter Commitments: for local governments who demonstrate progress on fulfilling one or more of their Charter commitments

Level 2 – Measuring GHG Emissions: for local governments that achieve level 1, and who have measured their Corporate GHG Emissions for the reporting year and demonstrate that they are familiar with their community's energy and emissions inventory (i.e. CEEI)

Level 3 – Accelerating Progress on Charter Commitments: for those local governments who have achieved level 1 and 2 and have demonstrated undertaking significant action (corporately or community wide) to reduce GHG emissions in the reporting year (i.e: through undertaking a GHG reduction project, purchasing offsets, establishing a reserve fund).

Level 4 - Achievement of Carbon Neutrality: for local governments who achieve carbon neutrality in the reporting year.

For purposes of Level 3 recognition, if applicable, please identify any new or ongoing corporate or community wide GHG reduction projects (other than an Option 1 or Option 2 project) undertaken by your local government that reflects a significant investment of time or financial resources and is intended to result in significant GHG reductions:

PROJECT NAME:

Based on your local government's 2017 CARIP Climate Action/Carbon Neutral Progress Survey, please check the GCC Climate Action Recognition Program level that best applies:

<input type="checkbox"/>	Level 1 – Demonstrating Progress on Charter Commitments	
<input type="checkbox"/>	Level 2 – Measuring GHG Emissions	
<input type="checkbox"/>	Level 3 – Accelerating Progress on Charter Commitments	✓
<input type="checkbox"/>	Level 4 - Achievement of Carbon Neutrality	
<input type="checkbox"/>	Not Sure	



FRASER VALLEY REGIONAL DISTRICT POLICIES AND PROCEDURES

POLICY: FUEL CONSUMPTION TRACKING

Date Issued:

Date Amended:

1 PURPOSE

The *Fraser Valley Regional District [FVRD] Fuel Consumption Tracking Policy* outlines guidelines and criteria for the collection of fuel usage data by Third Party Service Providers who are responsible for providing a service to, or on behalf of the FVRD. The collection of fuel usage data by the FVRD is an important part of assessing the FVRD's overall environmental performance in relation to improving air quality, reducing Green House Gas [GHG] emissions, and mitigating the impacts of climate change. This policy is consistent with the FVRD's obligation to monitor and report GHG emissions per the *Climate Action Charter*.

2 SCOPE

This policy applies to the delivery of all services provided by Third Party Providers exceeding \$25,000 to the FVRD. This includes all services provided under a service agreement, or other contractual arrangement where no formal agreement may be required under the terms of the *FVRD Purchasing and Procurement Policy*.

In the context of this Policy, *Third Party Services Provider* means any person, contractor, sub-contractor to a Third Party Service Provider, consultant, non-profit society, organization, or business entity who provides a service to the FVRD valued at more than \$25,000.

3 POLICY

All Third Party Service Providers providing services to the FVRD valued at over \$25,000.00, which involve the use of fuel of any type whatsoever, must report the following to the FVRD over the course of providing the service to the FVRD:

- vehicle[s] or types of equipment/machinery used;
- fuel types used for each and every vehicle and type of equipment/machinery used; and
- the amount of fuel used for each and every vehicle or type of equipment/machinery used.

FUEL CONSUMPTION TRACKING POLICY

4 PROCEDURE

- 4.1 All procurement documentation issued in accordance with the *FVRD Purchasing and Procurement Policy* will include a requirement that all Third Party Service Providers must submit a report to the FVRD regarding fuel consumption data where the value of the services exceeds \$25,000.
- 4.2 All procurement documentation issued in accordance with the *FVRD Purchasing and Procurement Policy* will include the *FVRD Fuel Consumption Tracking Policy* as an attachment thereto.
- 4.3 Third Party Service Providers must submit a "Fuel Consumption Data Report", attached hereto as Schedule 1, annually on January 30th(for the previous year); or at the completion of the services provided if the services are completed within a calendar year. The report shall include fuel consumption data relating to the amount of all fuel used and consumed while delivering services to the FVRD, including, but not limited to, fuel for travel to and from meetings and work sites and fuel for all vehicles, equipment and machinery used to deliver and complete the services.
- 4.4 As set out on Schedule 1, the following information must be provided by the Third Party Service Provider in relation to the services delivered to the FVRD in each vehicle/equipment/machinery classification and in each fuel type, up to the dates specified above:
 - a. Vehicle/Equipment/Machinery Description:
 - Make-model-year
 - b. Number and classification of vehicles used to deliver services to the FVRD, from the following classes:
 - Light Duty Vehicle
 - 2-4 door passenger cars, and station wagons
 - Light Duty Truck
 - SUV's, mini vans, full sized vans, Pick-up trucks with a gross vehicle weight rating under 3856kg
 - Heavy Duty Truck
 - Road vehicles with a gross vehicle weight rating over 3856Kg
 - Off Road or Equipment
 - Vehicles and equipment not licensed for road use: snowmobiles, ATV's, lawnmowers and trimmers, tractors, generators, construction equipment
 - Aviation
 - Other (please specify)
 - c. Type of Fuel Consumed:
 - Diesel
 - Gasoline
 - Natural gas
 - Propane
 - Ethanol blend
 - Biodiesel blend
 - Aviation fuel
 - Other (Please Specify)

FUEL CONSUMPTION TRACKING POLICY

- d. Unit of Measure, as applicable:
 - Litres
 - Kg
 - Kilometres
 - Hours
- e. Quantity of Fuel consumed:
 - Litres or Kg of fuel consumed
 - Number of kilometers driven
 - Number of hours of run time

5 COLLECTION OF FUEL CONSUMPTION DATA REPORTS

The Contract Administrator responsible for administering contract services in excess of \$25,000 is responsible for ensuring that Third Party Service Providers submit Fuel Consumption Data Reports in accordance with this policy.

Schedule 1

FUEL CONSUMPTION DATA REPORT

Reporting Start Date: _____ Reporting End Date: _____

Name of Third Party Service Provider: _____

Description of services provided to the FVRD: _____

For FVRD Staff - Filing Location: [L:/Procurement and Purchasing/Fuel Consumption Data Reports](#)

Vehicle/Equipment/Machinery Description Make-Model-Year	Classification Type and Number Used to deliver Services Light Duty Vehicle Light Duty Truck Heavy Duty Truck Off Road Vehicle Equipment Machinery Aviation Other [specify]	Fuel Type Consumed Diesel Gasoline Natural Gas Propane Ethanol blend Biodiesel blend Aviation Other [specify]	Unit of Measure L-Kg-Km-Hrs	Quantity of Fuel Consumed

Vehicle/Equipment/Machinery Description Make-Model-Year	Classification Type and Number Used to deliver Services Light Duty Vehicle Light Duty Truck Heavy Duty Truck Off Road Vehicle Equipment Machinery Aviation Other [specify]	Fuel Type Consumed Diesel Gasoline Natural Gas Propane Ethanol blend Biodiesel blend Aviation Other [specify]	Unit of Measure L-Kg-Km-Hrs	Quantity of Fuel Consumed

To: Regional and Corporate Services Committee
From: Alison Stewart, Manager of Strategic Planning

Date: 2018-06-12
File No: 8330-02-02

Subject: Mobility Pricing Independent Commission: Metro Vancouver Mobility Pricing Report

RECOMMENDATION

THAT the Fraser Valley Regional District Board communicate to the provincial government, Translink Board and Mayor's Council that any discussion of the imposition of mobility charges on FVRD residents and businesses must include meaningful consultation with affected local governments, not just those within Metro Vancouver.

STRATEGIC AREA(S) OF FOCUS

Foster a Strong & Diverse Economy
Support Healthy & Sustainable Community
Provide Responsive & Effective Public Services

BACKGROUND

On May 26, 2016 the Metro Vancouver Mayors' Council on Regional Transportation submitted to the province a draft funding strategy to advance the "10-year Metro Vancouver Transit and Transportation Plan". The Mayors' Council proposed several funding options for provincial and regional contributions towards the Plan's costs. Among the options proposed is the "the introduction of regional mobility pricing by 2021 to support the expansion and improvement of road and bridge infrastructure". In order to determine what mobility pricing will look like in Metro Vancouver, the TransLink Board and Mayor's Council struck an independent commission to explore the issue.

The Mobility Pricing Independent Commission undertook research and public engagement on the subject starting in October 2017. The final report was presented to a joint meeting of the Mayors' Council and TransLink Board on May 24, 2018 accompanied by a staff report.

Both the Mayors' Council and TransLink Board adopted the following resolutions:

1. Receive the Mobility Pricing Independent Commission's final report entitled "Metro Vancouver Mobility Pricing Study: Findings and Recommendations of the Mobility Pricing Independent Commission for an Effective, Fair and Affordable Mobility Pricing Policy", dated May 2018.

2. Confirm that the Mobility Pricing Independent Commission has satisfied its mandate and key requirements, as outlined in its terms of reference dated June 30, 2017.
3. Direct staff, in consultation with the Mayors' Council, TransLink Board of Directors, and sub-committees, to undertake additional work, research and engagement to further explore key issues and questions related to mobility pricing in connection with other regional transportation challenges as outlined in this report, before any decisions can be made on whether to consider mobility pricing further.
4. Direct staff to forward a copy of the Mobility Pricing Independent Commission's final report to the Metro Vancouver Board of Directors, the Provincial Government, and Federal Government, for information.

DISCUSSION

The Metro Vancouver Mobility Pricing Independent Commission's work has been discussed in earlier reports to the FVRRD Board. Mobility pricing is identified in the Metro Vancouver Mayors' Council's "10 Year Metro Vancouver Transportation Plan" as a means of funding transportation improvements in Metro Vancouver. In order to determine what mobility pricing will look like in Metro Vancouver, the TransLink Board and Mayor's Council struck an independent commission to explore the issue. The Mobility Pricing Independent Commission (Commission) has been undertaking research and public engagement since October 2017 and submitted its final report on May 24th 2018.

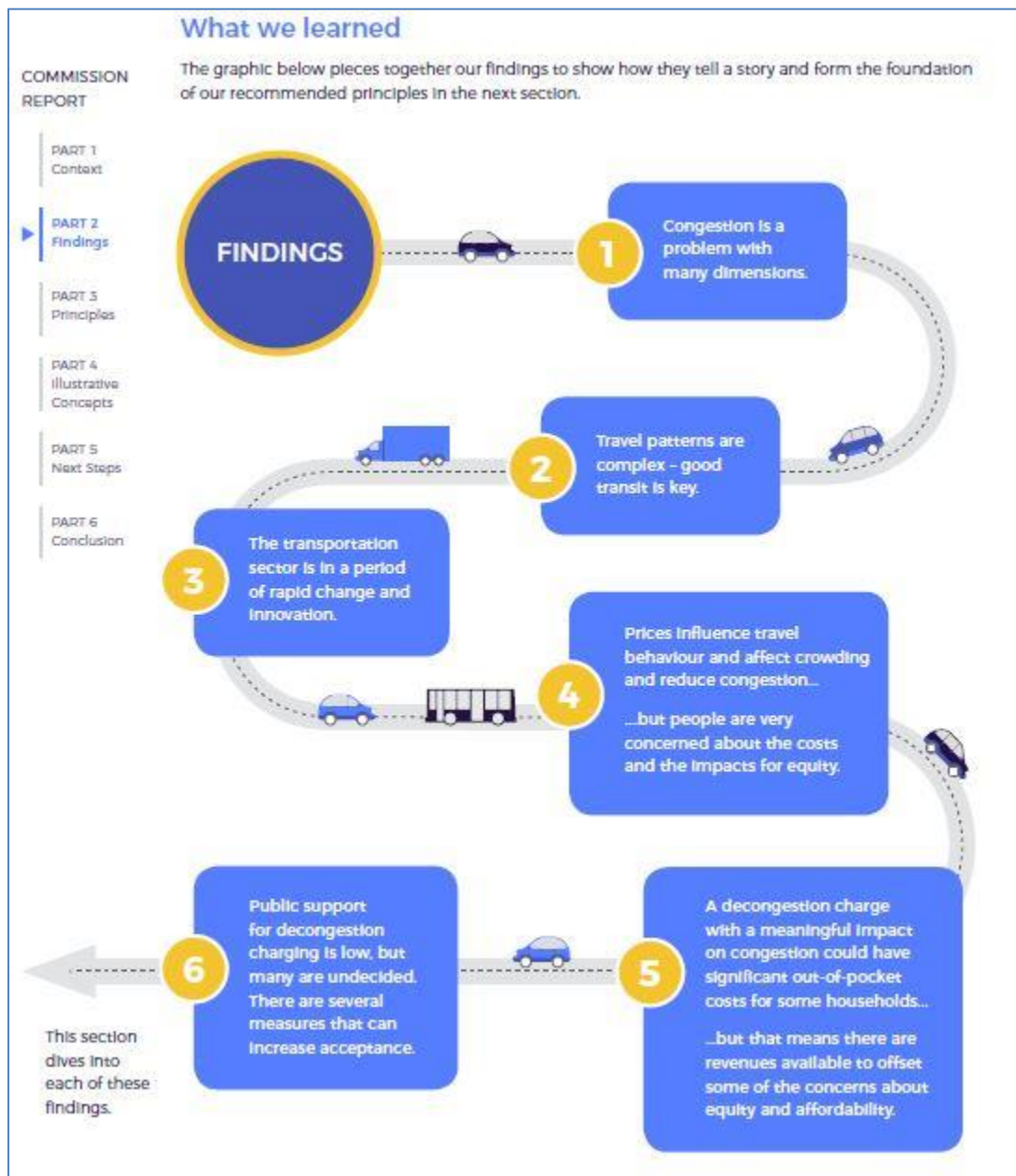
The FVRD offered Commission representatives an opportunity to provide an overview of their work to the Board. Unfortunately, the Commission was not able to accommodate the request given tight timelines of the consultation process within Metro Vancouver.

Traffic congestion impacts our quality of life, health, safety and the regional economy – something the FVRD also experiences. The Commission was tasked to investigate a more coordinated way of paying for mobility through mobility pricing. The final report expands on the justification and rationale for considering mobility pricing and provides a set of recommendations based on analysis of policy and lessons learned from other jurisdictions, multiple rounds of modelling and evaluation and two rounds of education and engagement with the public, stakeholders and government officials.

Part 1 of the report provides context to the problem. Metro Vancouver is growing, with an additional one million more residents and half a million new jobs. According to the Commission, traffic congestion is a growing threat to the region's quality of life and economy, "the region needs more transit and better roads – and fairer ways to pay for them."

Mobility pricing, framed in the report as "decongestion charging", is seen as a tool to manage demand for road space. The charge is set at a level to encourage enough people to change their travel habits to reduce congestion in key areas. People become motivated to use another route, carpooling or using

other transportation modes such as transit, bicycling or walking. The process used by the Commission to reach their conclusion is discussed in more detail in the report.



Findings and Principles for Mobility Pricing

Parts 2 and 3 cover the Commission's findings and principles for a mobility pricing policy. As shown in a bit more detail above, the Commission found that:

- Congestion has many dimensions;
- the transportation sector is experiencing rapid change and innovation;
- prices can influence travel behavior;
- people are very concerned about the costs and impacts for equity;
- a decongestion charge with meaningful impact could have significant out-of-pocket costs for some households;
- Metro Vancouver has revenues available to offset some equity concerns; and
- public support for decongestion charging is low but that several measures may be taken to increase acceptance.

Although there is mention in the report as to the need to consider impacts on First Nations communities, there is apparently no discussion about potential impacts on other affected local governments, including the Fraser Valley Regional District.

The Commission has proposed a set of Principles to guide the design of mobility pricing policy:

Congestion

Traffic congestion is a real and growing concern in Metro Vancouver. There are many measures that need to be taken to counter the threat of growing congestion, and a coordinated mobility pricing policy that includes a decongestion charge should be an integral part of any such strategy. But it is unclear who holds overall responsibility for coordinating action on reducing congestion.

Principle A - A decongestion charge should deliver a meaningful and region-wide impact on traffic congestion. This must be guided by appropriate congestion reduction targets for Metro Vancouver.

Principle B - Everyone who uses the transportation system should pay something for it. It should cost more if using the road causes congestion. It is important to find the right balance between paying for use and paying for congestion.

Principle C - A decongestion charge should be coordinated with all the other ways we pay for mobility in Metro Vancouver – including new and emerging mobility services – to achieve regional mobility goals.

Fairness

Fairness needs to be considered across many different dimensions. Consideration of fairness should apply to everyone, irrespective of how they choose to travel.

Principle A - Differences in mobility pricing charges across users must be consistent and explainable.

Principle B - The design of a decongestion charge should seek alignment of charges with access to transit. This can be supported by targeted transit improvements.

Principle C - A mobility pricing system should be designed in a way that seeks to promote equity. Any revenues from a decongestion charge above those needed for agreed transportation investments should be used to address concerns about the affordability of mobility for people on lower incomes

Support Investment

Fairness needs to be considered across many different dimensions. Consideration of fairness should apply to everyone, irrespective of how they choose to travel.

Principle A - The entity that collects and manages revenues from a decongestion charge must ensure accountable, effective, and transparent use of those revenues.

Principle B - Raising revenues should not be the primary purpose of a mobility pricing policy.

Other Considerations

Principle A - A decongestion charge must deliver positive total economic benefits for the region.

Principle B - The design of a mobility pricing policy should support provincial and regional environmental and land use objectives, as well as considering implications for health and road safety.

Principle C - A mobility pricing system needs to be stable and predictable but can and should evolve over time to more effectively address congestion.

Principle D - A mobility pricing system must recognize and respect an individual's interests and rights to privacy and use of personal information.

Principle E - There will need to be further communication and engagement around a mobility pricing policy, with dedicated resources and programming for inclusive outreach to Metro Vancouver's diverse residents.

Illustrative Concepts

The Commission has set upon two approaches, the first being regional congestion point charges at key regionally important screen lines and the second being a distance based charge with two or more zones with varying charges throughout Metro Vancouver.

Congestion point charges

The regional congestion point charge, as discussed on page 36 of the report, would vary by location and time of day. Higher charges would be applied in areas of higher congestion. The illustration shows potential locations of charge points, one of which appears to be located on Highway 1 between the FVRD and Metro Vancouver.

The charge rates are set at “50% and 75% of the marginal social cost of congestion at a given location and time”. Needless to say, this complexity makes it very difficult to understand what the potential costs could be for Fraser Valley residents should such a charge be implemented. The estimated cost to households paying into the system is in the range of \$5.00 to \$8.00 per day and \$1,800 to \$2,700 per year. In this example the \$0.17 fuel tax would stay in place.

The report notes that “further work will be required to find optimal locations for all charge points.”

Multi-zone distance-based charges

As with the congestion point charges, the multi-zone distance-based charge rates are set at “50% and 75% of the marginal social cost of congestion at a given location and time.” The illustrative example is based on eight different zones across Metro Vancouver. In this approach, the \$0.17 fuel tax would be eliminated. The estimated median weekday cost per household would be in the \$3.00 to \$5.00 per day and \$1,000 and \$1,700 per year.

The modelling results (page 43) shows a decrease of congestion along Highway 1 between 232nd and 264th in Langley. This clearly represents an expectation that FVRD residents and businesses would be subject to the charges.

FVRD Perspective

According to TransLink’s 2011 Trip Diary survey, only 10% of all trips taken by FVRD residents go into Metro Vancouver and the majority of those trips end in Langley (Township or City) or Surrey. There is also a reverse flow of Metro Vancouver residents entering the FVRD for a variety of purposes. Of the total number of trips in and out of the FVRD every day, approximately 34% of these trips are by Metro Vancouver residents.

There is no doubt that congestion is a concern for Fraser Valley residents. The stretch of Highway 1 between 232nd and 264th Streets in Langley is a well-known congestion point that needs to be addressed, but it is a provincial highway and TransLink provides no transit services along this route. Rather, the FVRD has taken the initiative to provide transit along this corridor by way of Route #66 –

FVX with no funding from municipalities outside of the FVRD. While decongestion charges may well reduce congestion in this location, it is unclear why charges collected at this location should benefit transit development in Metro Vancouver. If charges were to be collected in this location, one could argue that such charges should be applied to specific transportation improvements in this location and/or locations in the FVRD, including improved transit options.

Another concern from a point charge option would be drivers avoiding charges by choosing alternative routes including the already congested Fraser Highway and rural roads through the Agricultural Land Reserve.

The FVRD is not mentioned in the Commission's report, however the Commission's modelling clearly assumes the application of such charges on Fraser Valley residents. While the Principles set out in the report may well serve Metro Vancouver residents, a number of the Principles will not be met in the FVRD. For example, from a fairness perspective, one of the suggested offsets is the elimination of the \$0.17 fuel tax. Since the FVRD does not have a fuel tax to eliminate, the tax burden on FVRD residents will be higher than on Metro Vancouver residents. Fundamentally, the Principles set out in the report are Metro Vancouver-centric, and what may benefit Metro Vancouver would impose higher economic and social costs in the Fraser Valley.

Since the FVRD's interests were not addressed in the Commission's report, it is still unclear as to the impact of mobility pricing in this Region. As noted previously, such charges could place increased demands for enhanced transit services in the FVRD, which raises the question about the fairness of Fraser Valley residents funding TransLink when this region is facing its own transit and transportation investment challenges. While increasing transit mode share is a goal for the region's various transit services, the ability for the Region and local governments to fund increased demand as a result of externalities, such as mobility pricing in Metro Vancouver, remains a concern.

COST

No cost at this time

CONCLUSION

Mobility pricing in Metro Vancouver will have impacts in the Fraser Valley Regional District. Any further discussion on the imposition of such charges on FVRD residents requires much more meaningful consultation and discussion between the FVRD, Metro Vancouver RD, TransLink and the province (Ministry of Transportation and Infrastructure and Ministry of Municipal Affairs and Housing).

COMMENTS BY:

Barclay Pitkethly, Director of Regional Programs: Reviewed and supported

Mike Veenbaas, Director of Financial Services: No further financial comments.

Paul Gipps, Chief Administrative Officer: Reviewed and supported



METRO VANCOUVER MOBILITY PRICING STUDY

FINDINGS AND RECOMMENDATIONS FOR AN EFFECTIVE,
FARSIGHTED, AND FAIR MOBILITY PRICING POLICY

Prepared by: the Mobility Pricing Independent Commission

M A Y 2 0 1 8



May 2018

LETTER FROM THE CHAIR

I am pleased to present the results of the work carried out by the Mobility Pricing Independent Commission over the past ten months.

The Mayors' Council and TransLink Board asked the Commission to study how (not if) a mobility pricing system could be implemented in Metro Vancouver that would:

- manage congestion
- promote fairness, and
- support investment.

The growth of our region represents an opportunity and a challenge. It is happening at a time when many sectors, including transportation, are undergoing rapid change and innovation. Efficient, affordable and sustainable mobility will be key to ensuring good outcomes for the people of Metro Vancouver. Mobility pricing offers a way to ensure this happens in a way that is farsighted, fair and flexible.

Our comprehensive investigation has found that a coordinated mobility pricing policy, that includes a decongestion charge, has the potential to address the threat of growing gridlock in a way that produces substantial benefits for quality of life and the region's economy. We have heard many concerns about fairness in relation to affordability, equity, access to transit options, privacy and the need for accountable and transparent governance. But we have found that there are ways to address these concerns through the way a mobility pricing policy is designed and implemented.

It is easy to characterize a decongestion charge as a "money grab" or "just another tax." The paradox is that the less you charge, the more it would be just that. The charge needs to be set at a level sufficient to unlock the considerable benefits of reduced congestion and more efficient mobility. That will also raise sufficient revenue to both invest in more affordable transportation options, reduce other costs of driving and offset costs for people on low incomes, just as we do for many other priced goods like housing and power.

Indeed, if you are only looking for a way to raise revenues for investment then a mobility pricing system that includes a decongestion charge is not the best solution. But if you are willing to take on the complex discussions it will require, then a decongestion charge could be transformative as part of a strategy to support efficient, affordable, and sustainable mobility in Metro Vancouver.

Continued...

To guide you in those difficult discussions we offer a series of principles which we believe should be followed in developing a policy for mobility pricing, along with recommended next steps.

Finally, I would like to acknowledge the hard work and commitment of my Vice-chair, Joy MacPhail, and the other members of the Commission in tackling this difficult subject in a spirit of curiosity, openness, cooperation and a healthy skepticism. My thanks also to the team of staff and consultants who supported our work.

It's time to continue this conversation so our region and its residents can continue to thrive.

Yours faithfully,

Allan Seckel

With support from all members of the Mobility Pricing Independent Commission:

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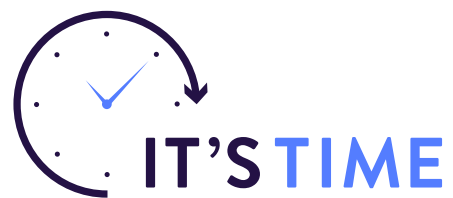
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EXECUTIVE SUMMARY

Efficient, affordable transportation is crucial to Metro Vancouver's future.

Metro Vancouver is growing, bringing more opportunities to the people who live here – and to those who are coming here. That growth brings challenges, but the impacts of a falling population or a stalling economy would be a far bigger threat to everyone's quality of life.

One of the things we need to do to ensure everyone can benefit from the opportunities of growth is to provide an efficient, affordable, and sustainable transportation system for people and goods to get around.

Traffic congestion is getting in the way of that. It impacts our quality of life, health, safety, and regional economy. Building our way out of our traffic woes is increasingly expensive and doesn't support our region's goal to reduce greenhouse gas emissions. And the ways we currently pay for mobility could be better integrated and structured to help us meet our region's vision for livability and sustainability.

Innovations in mobility through electrification, automation and vehicle sharing are bringing new possibilities, but will also require new forms of coordination to achieve mobility goals. The mobility sector is going to change, and the way public authorities manage mobility to ensure equitable, sustainable outcomes will need to change along with it.

The Mobility Pricing Independent Commission was set up by the Metro Vancouver Mayors' Council on Regional Transportation and the TransLink Board of Directors to investigate how a more coordinated way of paying for mobility – *mobility pricing* – could help to address these challenges. The Commission was specifically asked to look at how paying for road use – *decongestion charging* – could play a role in such a strategy.



This report summarizes the findings and recommendations for how a comprehensive mobility pricing policy, that includes a decongestion charge, could support our region's growth.

How different forms of transportation and mobility are priced sends a signal which can have an impact on people's behaviour in the long term (where we choose to work and live) and short term (what time we make a trip or by what mode). Getting those signals right can lead to positive outcomes for everyone. Getting them wrong will cause multiple problems.

These recommendations on how to get the mobility pricing signals right stem from an intensive eight-month research and public engagement project called *It's Time*, launched in October 2017 by the Mobility Pricing Independent Commission. In this period, we established baseline research, analyzed policy and lessons learned from other jurisdictions, conducted multiple rounds of modelling and evaluation, completed two rounds of education and engagement with public, stakeholders, and government officials, and explored pathways to implementation.



We have found different and effective ways for a decongestion charge to make an impact in Metro Vancouver, as part of a coordinated mobility pricing policy.

Our research has shown that a decongestion charge has worked to reduce congestion in cities around the world and we looked at how it could work in our region. From our analysis, we have identified two illustrative concepts that, if implemented as part of a coordinated package, could reduce our region's congestion and support transportation investment in a fair way:



Regional congestion point charges that would cost the average paying household \$5-8 per day could reduce congestion by 20-25% and raise \$1-1.5 billion net per year



Multi-zone distance-based charges that would cost the average paying household \$3-5 per day could reduce congestion by 20-25% and raise \$1-1.6 billion net per year

These numbers are based on preliminary analysis and more work will be needed to refine concepts, costs, and benefits.

We have heard residents' and stakeholders' top concerns and have put together principles to address them.

From our research of experiences in other cities, we know public support is low before implementing a decongestion charge. Throughout our engagement, we heard from over 17,350 residents and over 300 stakeholders and government officials. Their top concerns were about affordability, availability and accessibility of transportation options, equity, and the accountable management of revenues.



These concerns are understandable and they can be addressed. We know from our analysis that it is possible to design a decongestion charge aligned with transit access and which respects privacy. A design is also possible that does not disadvantage those travelling longer distances, people with disabilities, seniors, or people with lower incomes.

We propose a set of principles to guide the design of a mobility pricing policy, covering:



Congestion, including the need to deliver meaningful reductions in congestion, ensure everyone pays a fair share, and that all the ways we pay for mobility are coordinated to deliver on regional goals



Fairness, meaning that differences in the way we pay for mobility should be consistent and explainable, that a mobility pricing policy should support equity, and that a decongestion charge should be aligned with access to transit

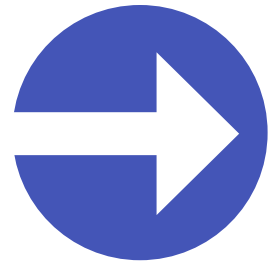


Supporting investment while at the same time ensuring accountability in the way revenues are used and affirming that revenue should not be the primary aim of mobility pricing



Other matters, such as the need to deliver positive economic benefits, protect individual privacy, provide stability, and support regional growth targets. We also confirm the need for continued public dialogue

We cannot leave our region at a stand-still. This is a visionary opportunity for us to move forward.



Changing the way people pay will be politically difficult, and the issues raised by a decongestion charge are many and complex. But the possibilities to support regional goals for quality of life, environment, and the economy are significant.

This report provides guidance on formulating an efficient, farsighted, and fair mobility pricing policy for Metro Vancouver. This will need to be developed and incorporated into regional policy.

This report can be considered the first phase of a feasibility study. It suggests principles that should be followed in formulating a mobility pricing policy and describes some high level decongestion charging concepts that show interesting results. More work will be needed to develop them into something that can be implemented. That is estimated to take around six to twelve months, and should include:

- Further iterations and development of the illustrative concepts
- A thorough assessment of affordability and equity impacts as well as impacts for business
- A first assessment of available technology for distance-based charging

Without visionary mobility pricing policy, our population and economy are projected to soon outgrow our transportation network.

Our region is at a critical juncture. It's time to move us forward.

ABOUT THIS REPORT

This report fulfills the Commission's mandate defined in the Terms of Reference to summarize its work and recommendations for the consideration of the Mayors' Council on Regional Transportation and the TransLink Board of Directors.

Part 1 describes why and how the project was undertaken, as well as describing how a comprehensive mobility pricing policy that includes a decongestion charge fits into the regional transportation policy.

Part 2 reviews the Commission's findings from research and engagement with the public and stakeholders. **Part 3** uses the findings to propose a set of principles to be followed in designing a mobility pricing policy. **Part 4** contains some illustrative concepts to show how a decongestion charge could be implemented in a way that meets the principles.

Part 5 contains recommendations for next steps.

The research, evaluation, communications, and engagement used to develop the findings and recommendations is contained in the appendices.

This report builds on work carried out in Phase 1 during fall 2017. The Phase 1 full and summary project update reports can be found on the *It's Time* website.

GLOSSARY

Term	Definition
Congestion point charge	A decongestion charge in which vehicles are charged for travelling past a given location or series of locations on the road network.
Decongestion charge	Decongestion charging is a tool used to combat congestion. It is a form of mobility pricing and refers to a range of fees that could be applied for the use of transportation services.
Distance-based charge	A decongestion charge in which vehicles are charged by distance travelled on all or parts of the road network.
Fuel Tax	A fee added to the purchase price of motor vehicle fuel. In Metro Vancouver, drivers pay \$0.17 fuel tax per litre to support the regional transportation system.
Mobility pricing	Mobility pricing refers to a range of fees that could be applied for the use of transportation services. Examples that we already pay include car insurance, bike sharing fees, parking fees, fuel taxes and transit fares.
User Cost principle	A concept in which users are charged in proportion to how much they contribute to congestion in busy locations during busy times of the day.
User Pay principle	A concept in which users pay in proportion to how much they use the road network. In this report, road use is measured in terms of kilometres travelled.

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Why we did this

PART 1. CONTEXT

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What's our opportunity?

Metro Vancouver is growing, bringing lots of new opportunities.

By 2040 there are expected to be around a million more residents and half a million new jobs. The regional growth strategy *Metro 2040*, and the Regional Transportation Strategy define the pivotal role of an efficient, affordable, and sustainable transportation system in giving everyone access to the opportunities growth will bring.

The strategy will see continued development of

1) diverse and dense
neighbourhoods

2) ... that are
walkable

3) ... connected by
high-frequency transit

4) ... and where demand
for car use is managed.



Density brings many advantages. Being closer makes it easier and faster to get together, increasing opportunities for trade and innovation and increases our quality of life. A region that is more spread out means longer trips to get together and more time spent in traffic.

But our rising population and its demand for goods and services will bring more vehicles and a need to manage traffic growth. This will keep denser urban areas as attractive places to live and work. The regional growth and transportation strategies include a plan to explore demand management strategies, such as road usage charging. This is why the Mayors' Council on Regional Transportation and the Board of TransLink established the Mobility Pricing Independent Commission ('the Commission').

Traffic congestion is a growing threat to those opportunities.

Imagine if those million new residents bring with them as many cars as Metro Vancouverites own today. There could be more than 600,000 new vehicles trying to find space on our already crowded streets. Congestion is already having an impact on our quality of life, our health and our safety, and our region's economy. Estimates of the economic cost of congestion to our region range from \$500 million to \$1.4 billion every year¹. That means the costs of congestion are one of many things contributing to our region's challenges with affordability.

Polling conducted in September 2017 shows what our residents think about congestion:



89%

are frustrated with
traffic delays caused
by high volumes.



80%

are frustrated with
the unpredictability
of travel times.



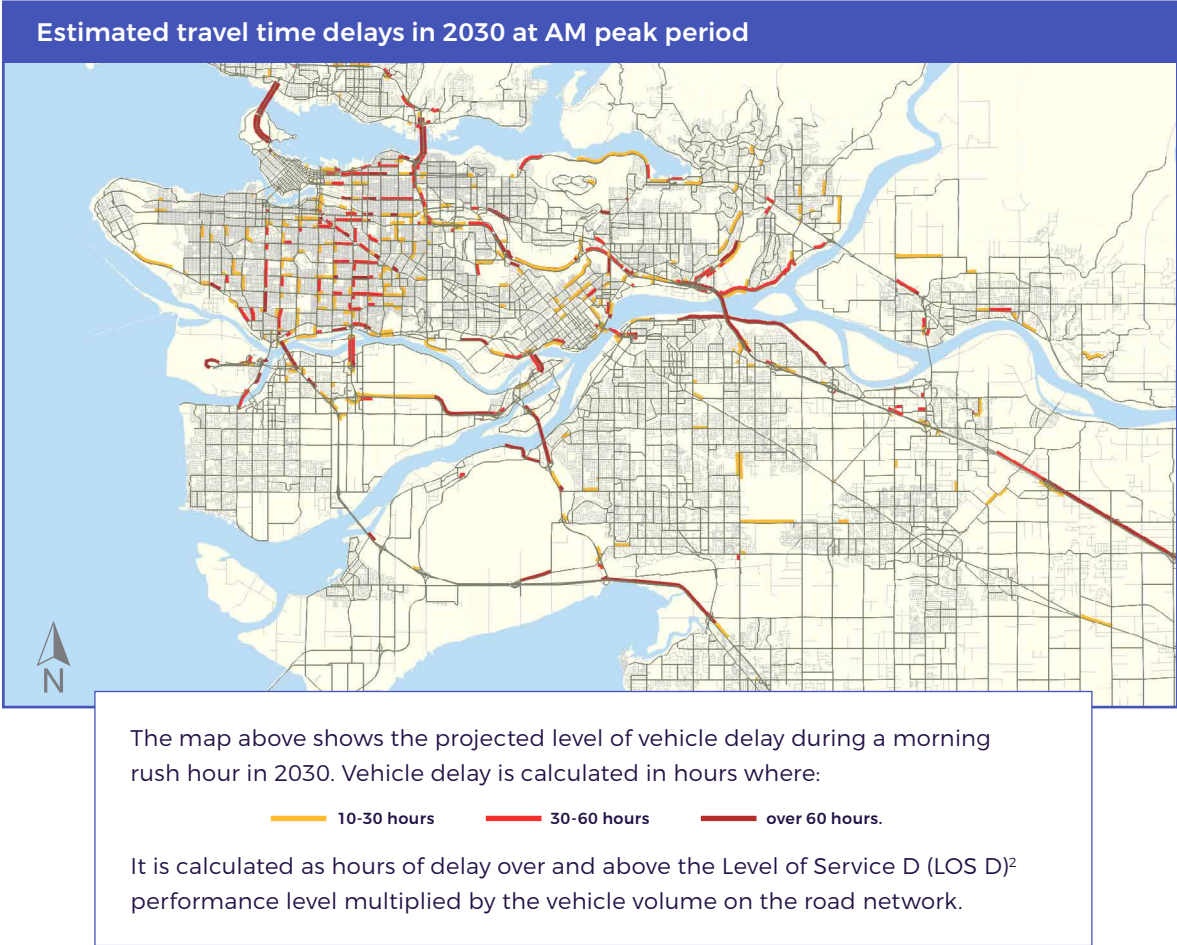
81%

say transportation
delays cause them
lost time every week.

¹ C.D. Howe Institute, 'Tackling Traffic: The Economic Cost of Congestion in Metro Vancouver.' 2015 and Canada's Ecofiscal Commission 2015

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Analysis shows that congestion will continue to rise, increasing by about 40% by 2030. We will spend more of the day stuck in traffic. Unless we do something, we will all be wasting nearly 15 million minutes every day stuck in traffic – that’s the equivalent of more than 28 years.



The region needs more transit and better roads – and fairer ways to pay for them

The Mayors’ 10-Year Vision, currently being implemented, will make a big contribution to expanding our transportation system and enabling affordable, efficient, and sustainable mobility as the population and employment grow.

Building new roads and transit can slow the rate of growth in traffic congestion, but they won’t fix the problem. As long as the population is growing and the economy is doing well, traffic growth will quickly fill up any new road or transit capacity. Soon, more will be needed and that will have significant costs.

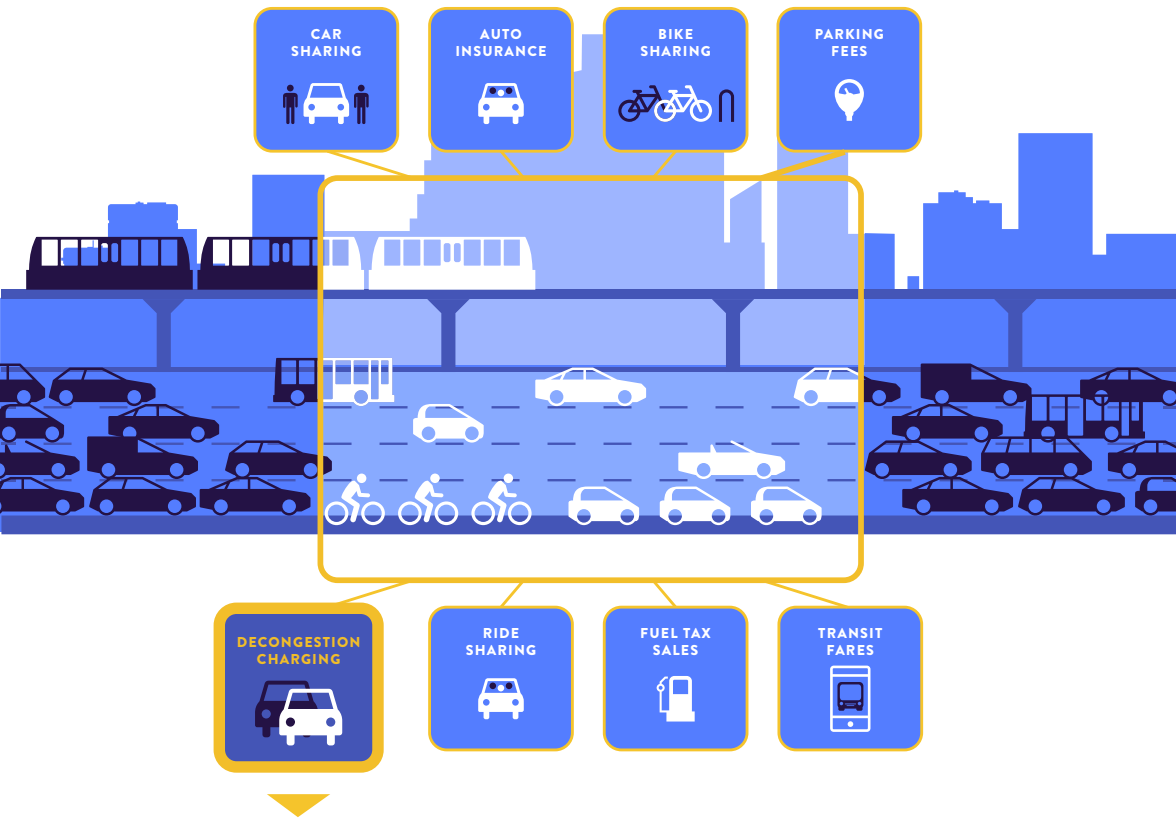
The region’s previous approach to paying for some new bridges using tolls caused diversion onto less suitable routes and was unfair – as recognized by the provincial government when they ended toll collection in September 2017. Another major source of funding, the fuel tax, will not be sustainable in the long term as vehicles become more fuel efficient and electric cars become more commonplace.

² Level of service (LOS) is a measure used to describe traffic flow. LOS D represents an efficient use of the road network in peak traffic, but is not the same as free-flow. See Appendix B2 for a more detailed description.

What is mobility pricing and how could it help?

In our region, we pay to get around in all kinds of ways: transit fares, parking charges and taxes, insurance, fuel taxes and costs for things like taxis, bike and car share. Prices are used for different reasons.

Mobility pricing means coordinating some of the ways we pay and paying differently to make it easier for everyone to get around. This is done by using price signals in a way that can manage congestion and encourage the use of different modes of transportation. If done in the right way, it can be fairer and can raise money for investment in the transportation system.



What is decongestion charging?

Decongestion charging, also referred to as road usage charging, is a mobility pricing tool that manages demand for road space.

Every road has a limit on its capacity. A road that can carry 1,500 cars per hour will work well when 1,400 cars are using it. But when that number climbs to 1,600, traffic will slow to a crawl for that period of time. The congestion doesn't only affect the 200 cars that just joined, it affects the 1,400 that were already there and no one goes anywhere. In severe congestion, as more vehicles are trying to move past a given point, fewer vehicles are actually getting through.

Decongestion charging addresses this by charging more to drive at busy times of the day or in heavily congested areas. The charge is set so that it motivates just the right number of people to change their travel habits, by using another route, carpooling, taking alternate modes of transportation (transit, walking, cycling or motorcycle), or simply avoiding travelling during peak periods.

The relationship between travel demand and travel time is non-linear, meaning that if a few people change their behaviour, and there are a few less cars on the road, there will be substantial improvements in travel times. Most people will continue to drive and will benefit from faster, more reliable journey times.

HOW EXACTLY DOES DECONGESTION CHARGING WORK IN THEORY?

Traffic congestion is a cost for us as individuals like our time, stress, what we pay for fuel, insurance, and vehicle wear and tear etc.

But when we drive on congested roads, we also impose a cost on everyone else (their time, stress and costs) and on the rest of society (like pollution, road crashes, noise, and road wear and tear).

A decongestion charge is based on the economic theory that if we charge the full cost of using the roads when they're congested, that will cause just enough people to choose to travel in another way or at a different time that congestion will be reduced. The cost we charge is called the *marginal social cost*.

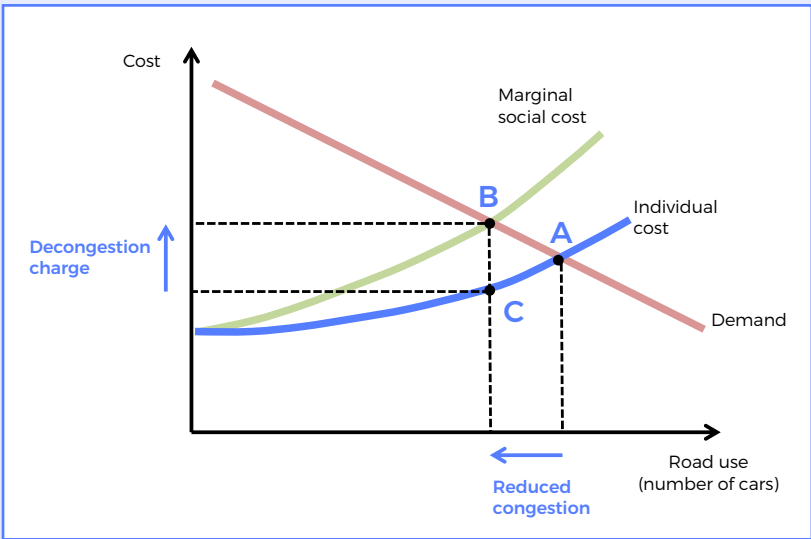
The figure below shows these relationships graphically. The horizontal axis represents the demand for car travel and the vertical axis represents the travel costs. Demand (the red line) decreases as the costs of driving increase. The blue line represents the individual cost each traveller experiences.

Costs increase as congestion increases. At point A, we see where the demand curve and the individual cost curve meet, and the level of congestion without charging. We also see that the marginal social costs are much higher.

The green line represents the marginal social cost. Costs to society also increase with higher demand for car travel, but a faster rate. At point B, we see where the marginal social cost curve intersects with the demand curve where demand is lower and the price is higher.

The difference in trip costs between point C and point B is the "economically optimal" congestion charging level, assuming the goal of the charge is to recover no more and no less than the sum of all social costs associated with driving.

The marginal social cost may represent a higher cost for drivers than we are prepared to charge in reality. That was the case in this project and so the concepts presented in Part 4 represent charges set at between 50% and 75% of the marginal social cost. That is, we are choosing to accept some congestion in order to reduce the out-of-pocket costs for individuals.



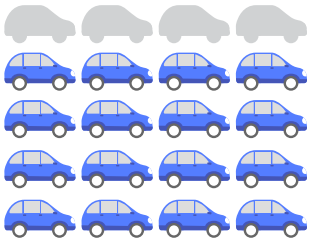
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How and where has decongestion charging been implemented?

Other cities around the world have implemented decongestion charging to combat their congestion, including London, Stockholm, Milan, and Singapore. Pilot projects and studies are underway in many North American jurisdictions including Oregon, Los Angeles, and Seattle.

Several lessons have emerged from examining these international examples of decongestion charging and road usage charging:

- Well-designed decongestion charging systems have reduced traffic by 15-20% and cut congestion by around one third
- Most people continue to drive and enjoy decreased travel times and increased travel time reliability
- Many of those that adapt the way they travel shift the time they travel, combine trips, car share or switch to other forms of individual transport like bicycle or motorcycle. Some people will shift to transit, and these can be accommodated with targeted increases in transit services
- All the systems studied have produced revenues that can be reinvested in the transportation system or used to reduce other costs of driving
- There are other co-benefits, like better air quality, improved public health, improved safety and a reduction in crashes.
- Although people are often skeptical of decongestion charging before it is introduced, in most cases acceptance increases once the positive effects of the charges are demonstrated, and the adaptations are not as negative as people anticipated



More information about other jurisdictions that have implemented decongestion charging and what lessons we can learn are found in Appendix B of the Phase 1 report found on the *It's Time* website.

How could a decongestion charge work as part of a mobility pricing policy for Metro Vancouver?

Growing congestion is threatening our region's opportunities. The region needs new and improved infrastructure. Decongestion charging appears to offer a partial solution to these challenges, but how could it work here? And will people really be willing to pay differently in return for shorter and more reliable journey times? These are the questions the Commission was asked to explore.



The Commission's mandate, as defined in its Terms of Reference, includes:

- An evaluation of the viability and acceptability of potential regional road usage charging alternatives for motor vehicles (including both automobiles and trucking-based goods movement) in Metro Vancouver and, based on this evaluation, recommendations on how the region should proceed with developing and implementing a more coordinated regional road usage charging policy and system
- An assessment of the implications of introducing coordinated regional road usage charging in Metro Vancouver in terms of consistency, compatibility, and coordination with pricing for other types of transportation and mobility
- Conducting and leading the work in an objective, transparent, and credible manner

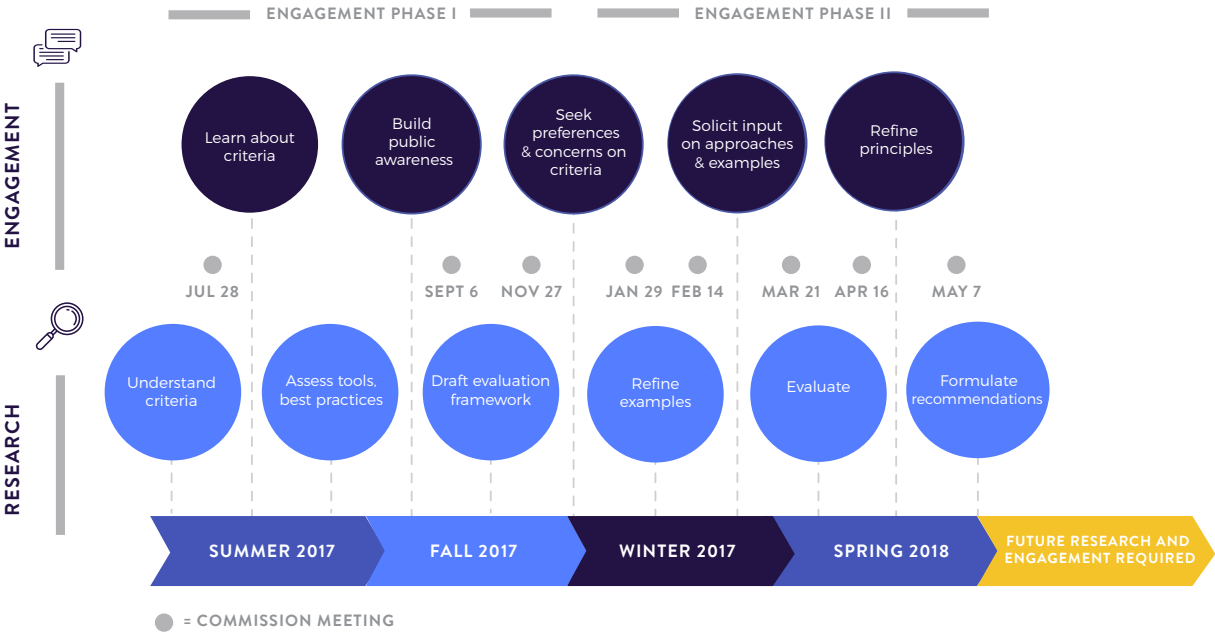
Refer to Appendix A of the full report for more information on the Commission's mandate, its members, and all meeting summaries.

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In October 2017, the Commission launched the *It's Time* project, a research and public engagement initiative to explore a mobility pricing policy and a decongestion charge. The *It's Time* project was governed by the Commission's three objectives:



The timeline below illustrates how the project was carried out:



How did we evaluate mobility pricing and decongestion charging for the region?

It was not within the Commission's mandate to make decisions about if and when a decongestion charge should be introduced. Rather, the mandate was to explore and recommend *how* a decongestion charge could be introduced as part of a broader mobility pricing policy, including understanding the views of the public and stakeholders.

The Commission completed the following structured evaluation process to develop its recommendations:

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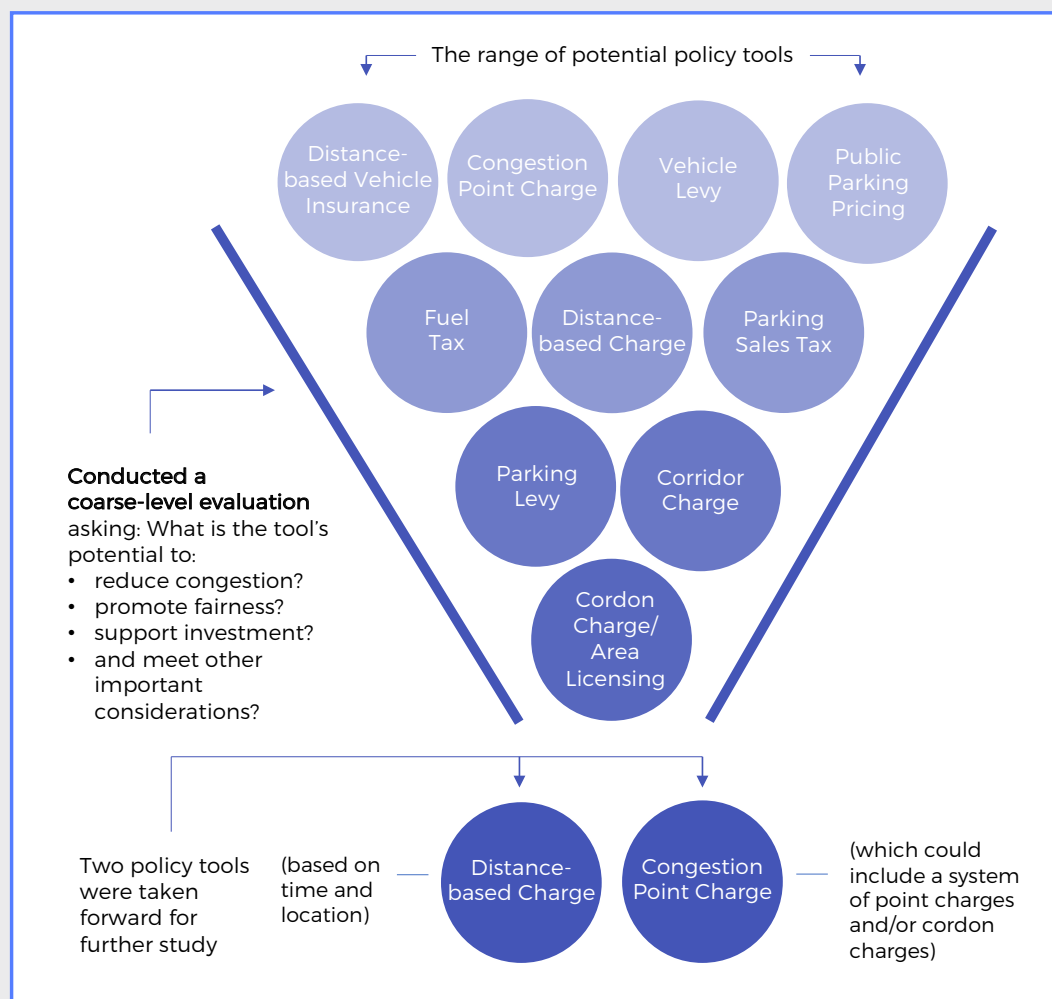
1

Identified a list of policy tools with some potential to address congestion and raise revenue. This was based on the range of tools that have previously been contemplated in this region or are commonly considered in other jurisdictions.



2

Conducted a coarse-level evaluation of the potential of each policy tool to address the Commission's three core objectives of reducing congestion, promoting fairness, and supporting investment in transportation, as well as high-level implementation considerations.



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On the basis of this evaluation, a number of policy tools were set aside. Some, like charges only on highways, were rejected because they don't adequately address any of the core objectives. Others, like a vehicle levy or fuel taxes, were set aside because although they could raise money, they would likely have limited impacts on congestion. These and other policy tools not recommended for detailed study in this project may be explored in the future for other purposes. The Commission also recommended that limited further work be carried out on parking pricing.

3

Created an evaluation framework for more detailed analysis of decongestion charging systems based on research and input from public and stakeholder engagement. The framework covers issues and values the Commission feels are important, including metrics around:

- | | |
|--|--|
| <input checked="" type="checkbox"/> Congestion | <input checked="" type="checkbox"/> Privacy |
| <input checked="" type="checkbox"/> Fairness | <input checked="" type="checkbox"/> Environment and health |
| <input checked="" type="checkbox"/> Investment | <input checked="" type="checkbox"/> Consistency with the Regional Growth Strategy and Regional Transportation Strategy |
| <input checked="" type="checkbox"/> Local effects | <input checked="" type="checkbox"/> Future-proofing |
| <input checked="" type="checkbox"/> Ease of implementation | |

4

Developed and evaluated decongestion charging systems through four rounds using the evaluation framework. The purpose was to support the Commission's learning rather than reaching a conclusion about a preferred decongestion charging system.

5

Formed recommendations resulting from this evaluation process that consist of:

- Principles** (found in Part 3) to direct and shape the design of a mobility pricing policy including a decongestion charge in Metro Vancouver to reduce congestion, promote fairness, support transportation investment, and support other priorities emerging from this investigation phase. The principles have been developed over the course of the project based on engagement and research findings and Commission discussions.
- Illustrative concepts** (found in Part 4) showing how a decongestion charge could be applied in Metro Vancouver in a way that meets the principles.

PART 2. THE COMMISSION'S FINDINGS

What we learned

PART 2. THE COMMISSION'S FINDINGS

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This section summarizes the Commission's findings from the evaluation, research, and engagement activities that have informed the development of the principles.

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KEY RESEARCH ACTIVITIES:

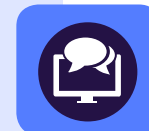
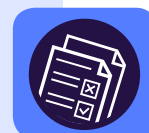
- Established a baseline for regional congestion challenges by studying existing data
- Researched evidence and lessons learned from other jurisdictions around the world that have introduced mobility pricing policies or decongestion charging
- Developed scenarios of how a decongestion charge could be implemented in Metro Vancouver to form the basis for traffic modelling and analysis, and to gather stakeholder and public input
- Modelled the forecasted impacts of decongestion charging concepts, with input variables including time, cost, directionality and location, and outputs including transportation impacts, costs and revenues, and the effects for numerous indicators of fairness
- Estimated cost and revenue implications of different charge rates by modelling and analyzing TransLink's Regional Trip Diary data in combination with the Regional Transportation Model
- Researched some technical and governance considerations for implementing a decongestion charge in Metro Vancouver

Refer to Appendix B for the research and evaluation report.

KEY COMMUNICATIONS AND ENGAGEMENT ACTIVITIES:

- Conducted **2** rounds of public opinion polling in September 2017 and March 2018 with **1,000** residents across the region
- Launched **2** multilingual public education campaigns on the Commission's work and mobility pricing in the region in **15** local distribution and **11** non-English newspapers and reaching **779,282** residents on Facebook and **35,576** website page-views
- Conducted online public engagement and in-person workshops to inform the principles, hearing from **6,078** residents and **176** stakeholders and government officials in Phase 1 and hearing from **11,474** residents and **130** stakeholders in Phase 2
- Increased accessibility by translating the online platforms into Traditional Chinese, Simplified Chinese, and Punjabi (the region's largest non-dominant languages), receiving **310** completed paper surveys from over **15** regional community offices, and conducting outreach with social service organizations
- Convened a citizen-based User Advisory Panel of **15** members representative of Metro Vancouver (selected through an external recruitment firm) to advise and provide input at key stages of the project

Refer to Appendix C for the communications and engagement report.



What we learned

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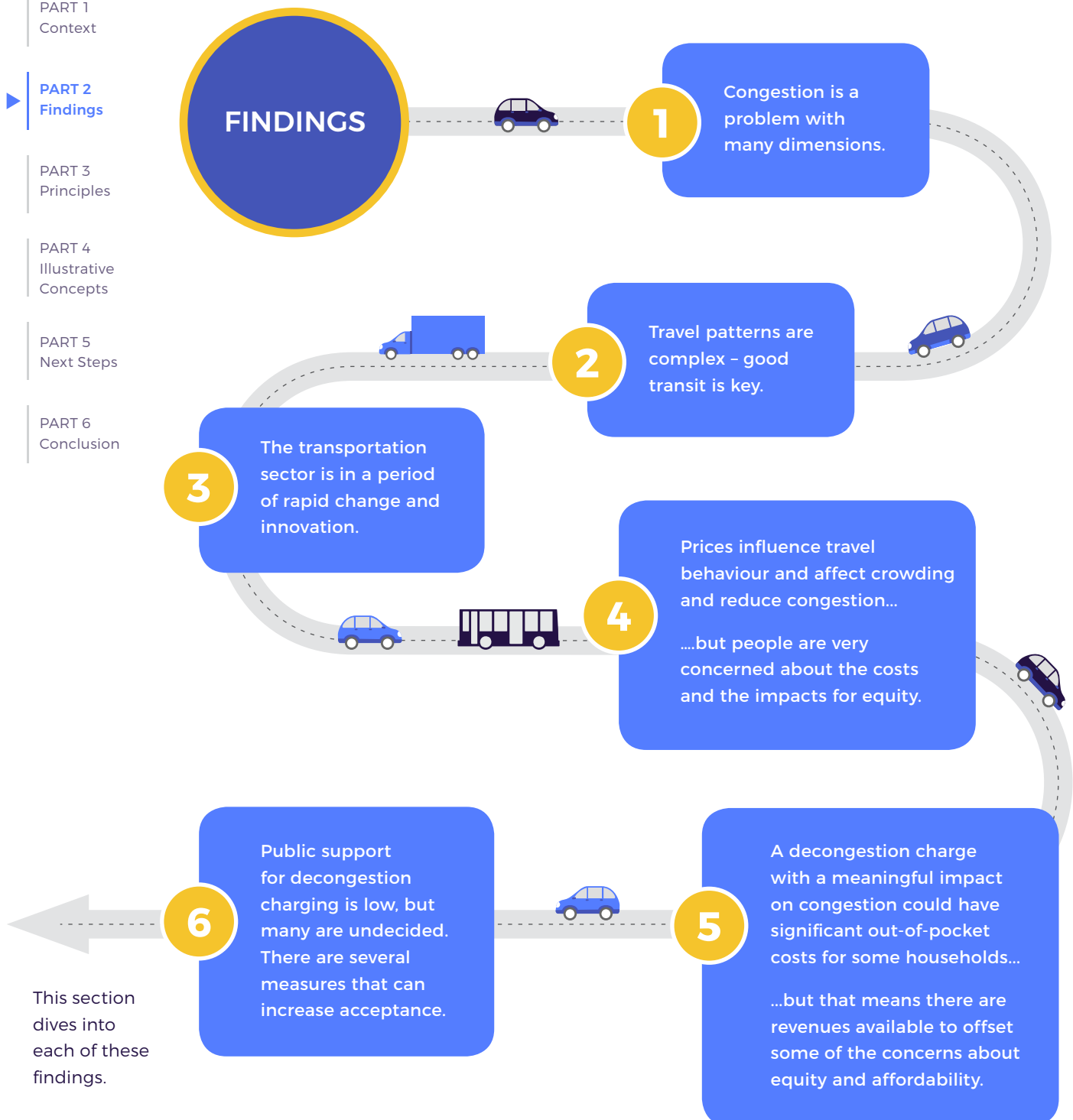
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The graphic below pieces together our findings to show how they tell a story and form the foundation of our recommended principles in the next section.



Congestion is a problem with many dimensions.

Congestion remains the biggest frustration of moving around in Metro Vancouver. From our March 2018 polling results, 85% of residents are frustrated with traffic delays caused by high volumes, with 82% of residents saying transportation delays cause them lost time every week. Crowding on transit came in fourth place at 71% and the cost of transit in fifth at 70%.

It is a challenge to adequately understand and represent the issue of traffic congestion through maps and numbers.



One congestion metric does not tell the whole story – we need a few metrics...

There are many ways to define and measure congestion, and sometimes these different ways will tell different stories about congestion. It's important that a few metrics are used in order to get the complete picture.



...and in order to generate these metrics, we need access to accurate and reliable data...

Access to solid data sources is essential to measuring and forecasting congestion. This includes travel times, traffic volumes, vehicle kilometres travelled (VKT), and origins and destinations of trips at fine levels of detail.



...and there will still be many nuances to defining, measuring, and explaining the congestion story.

For example, AM and PM peak times vary by location throughout the region, so a map revealing a snapshot of peak congestion doesn't always tell the whole story.

Refer to our Moving around Metro Vancouver report in Appendix A of our Phase 1 report for our baseline research on rising congestion in the region.

The unreliability of travel times is an important impact of traffic congestion, with 74% of people polled saying they are frustrated with the unpredictability. Urban areas will always experience a certain level of congestion. Many people may accept some delay as long as they know how long the delay is likely to be. The problem occurs when the actual delay is longer than our expectations and arrival times become difficult to predict. Reducing the variance of travel times can have the effect of improving average journey times, with only small reductions in total journey times.

Travel patterns are complex – good transit is key.

Around one-third of all the trips in Metro Vancouver are to and from work. The rest are for other purposes like leisure, shopping, and visiting family and friends. Even in the morning peak period, only around half the trips are commuting to and from work, and only around one-third of trips in the afternoon are commuting³.

The majority of trips are local; more than half of trips at all times of day are within the same municipality. The highest number of internal trips are made within Vancouver (75%), Surrey (71%), and Maple Ridge (70%).

Transit services vary across the region, sometimes as a result of history and geography. Often it relates to the density of housing and employment. Providing transit in higher density areas maximizes the number of riders and minimizes the cost per rider, helping to keep transit affordable.

³ TransLink Trip Diary 2011

A clear message from engagement is that many people think it would be unfair to charge for the use of roads where access to transit is not as good. More than 1,400 comments or around a quarter of all the comments received related to the availability and accessibility of transit options across the region.

Experience from other cities – as well as the analysis carried out in this project – suggests that if a decongestion charge were to be introduced, most people would pay and keep driving. Only a small number of people need to change the way they travel for there to be a meaningful reduction in congestion, and most people who change behaviour would not switch to transit. They would change destinations, share cars more, plan their trips more efficiently, and reduce their distances driven. So, while good transit is important in a growing region, the fact that some areas have poorer access to transit is not necessarily a reason to delay the introduction of a decongestion charge.

The transportation sector is in a period of rapid change and innovation.

Adding to the existing complexity of the region's transportation system, there are many unknowns and uncertainties around emerging mobility trends and technologies. The likely introduction of Transportation Network Companies – ride-hailing companies – in Metro Vancouver and new developments in electric, connected, and autonomous vehicles will open up more choices for getting around the region.

The combined impact of these innovations is likely to be a reduction in the cost of mobility. This is positive, but it will not necessarily happen in a way that is equitable or sustainable. In particular, cheaper travel by personal vehicle could lead to an increase in traffic volumes.

Increased vehicle efficiency, and particularly electrification of the vehicle fleet, while it has many environmental benefits, will lead to a reduction in revenues from fuel tax.

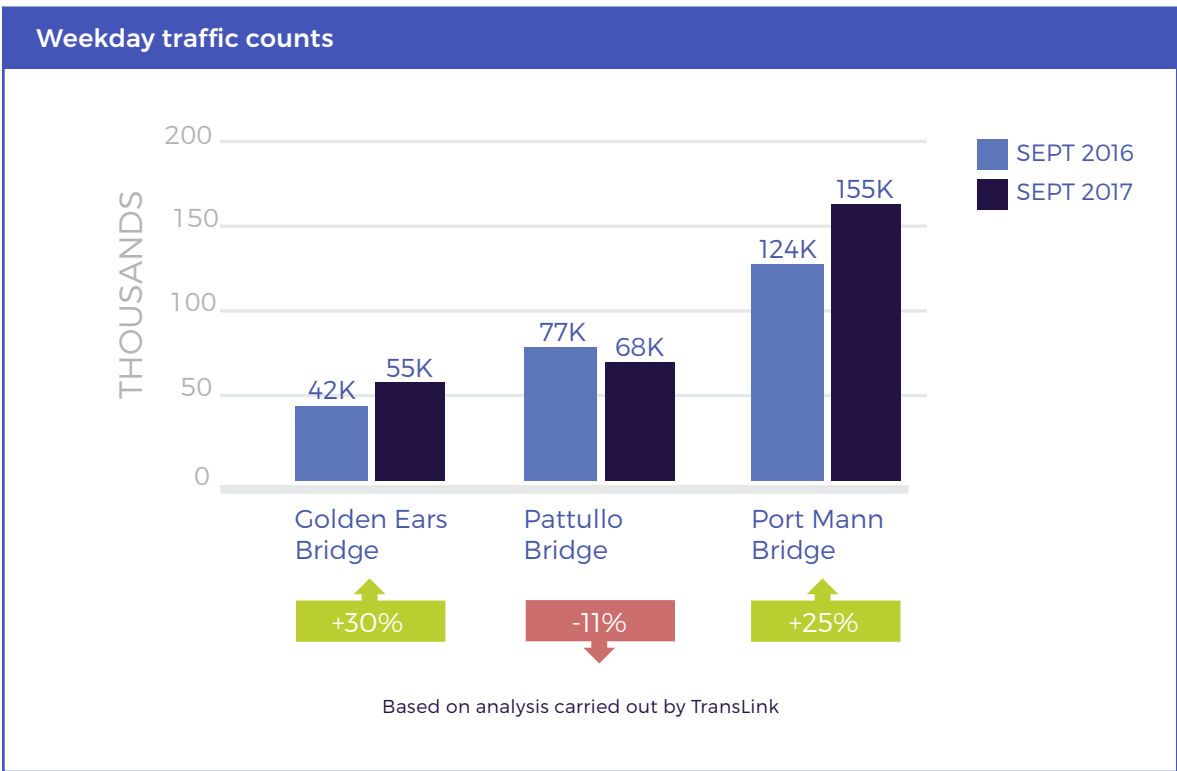
There are many uncertainties in how quickly this disruption will happen. The only certainty is that things will change and the way public authorities manage mobility to ensure equitable, sustainable and affordable mobility outcomes will need to change along with it.

Prices influence travel behaviour and affect crowding and reduce congestion.

People sometimes talk about transportation “needs,” but this is not strictly accurate. Where, when and how much we travel, and what mode we choose to take, will always be a function of what it costs us in time and money to make our trips. How different forms of transportation and mobility are priced sends a signal which can have an impact on people's behaviour in the long term (where we choose to work and live) and short term (what time we make a trip or by what mode). Getting those signals right can lead to positive outcomes for everyone. Getting them wrong will cause multiple problems.

Traffic congestion is a signal that the right price is not being charged for roads. A decongestion charge, when properly designed and introduced as part of a package, is one of the few measures that has proven effective in reducing urban congestion and encouraging the use of other modes. Cities with decongestion charging have seen sustained reductions in traffic volumes of 10-20%, resulting in an improvement in travel times of around a third. They have also seen co-benefits for reduced greenhouse gas emissions, improvements in air quality and traffic safety, and net revenues for reinvestment in the transportation system.

The tolls on the Port Mann and Golden Ears bridges showed the negative impacts if charges are applied in a way that is not coordinated. The removal of the tolls in September 2017 showed the impacts charges can have on travel behaviour in this region. Traffic volumes across the Pattullo Bridge have been reduced as drivers have chosen the other bridges which are now free, but total traffic volumes have increased.



A coordinated mobility pricing policy that includes a decongestion charge could have a role in achieving regional objectives for land use management, environment, health, and safety. As with any transportation policy, it is important to ensure that mobility pricing generates societal benefit and desirable outcomes for the region. In particular, these outcomes should contribute to, and not detract from, the achievement of goals of the Regional Transportation Strategy, and Metro Vancouver's Metro 2040 regional growth strategy and Integrated Air Quality and Greenhouse Gas Management Plan. Decisions around land use and transportation are connected and have impacts on air quality and greenhouse gas emissions. The decongestion charging concepts illustrated in Part 4 contribute to achieving the goals set out in regional policies, through encouraging mode shifts to transit and reducing both vehicle travel and greenhouse gas emissions.

There are several decongestion charging concepts that can reduce congestion and generate revenues in a fair way in Metro Vancouver. The two most promising illustrative concepts are a regional system of congestion point charges and a multi-zone distance-based charge concept. Some minimum thresholds for charge rates that need to be applied in order to have meaningful regional congestion reduction benefits have been identified. This will be presented in Part 4.

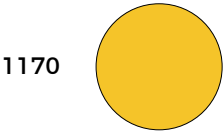
... but people are very concerned about the costs and the impacts for equity.

We heard thousands of comments expressing anxiety and opposition to a decongestion charge. Concerns revolved around affordability and included frustration and distrust about the way revenues from existing transportation-related costs are being used and managed.

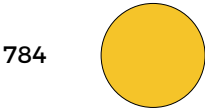
The online engagement received 3,490 suggestions to inform system design and implementation. The figures on the following page display the themes categorized by the Commission's objectives and ordered by most common comments.

Fairness themes from public comments

of public comments
for **distance-based
charging**



Recognize **affordability concerns** and
feeling of being penalized



**Improve transit and other mode
infrastructure and services** to provide
available and accessible options before
potential implementation

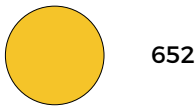
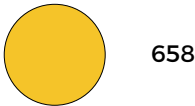


Find **equitable ways to mitigate impacts** on
people who are senior, lower-income, and/or
differently-abled



Provide **affordable transit** fares to support
fairness concerns and incentivize mode shift

of public comments
for **congestion point
charging**

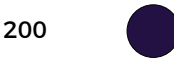


Congestion themes from public comments

of public comments
for **distance-based
charging**



Avoid 'double-dipping' by reducing other taxes
and costs people already pay for transportation



Study **other ways to reduce congestion other
than charging**, like more efficient road use



**Apply charges only where and when
congestion is a problem**, like at hot spots
and/or peak hours

of public comments
for **congestion point
charging**

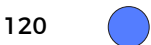


Revenue themes from public comments

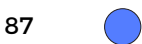
of public comments
for **distance-based
charging**



Recognize that there is **distrust in how
revenues have been managed by TransLink
and governments**



Ensure **accountable and transparent use of
decongestion charging revenues**



Distribute decongestion charging **revenues
and benefits equitably across region**

of public comments
for **congestion point
charging**



Stakeholder and government acceptability of a decongestion charge will depend on addressing concerns about affordability and equity. Given the opportunity for in-person dialogue, some nuanced suggestions emerged to mitigate these concerns, including:

- To support social equity, offer caps, discounts, and exemptions for certain groups, including seniors, persons with disabilities and lower-income residents, truckers, businesses, non-profit meal delivery services, taxis
- To mitigate affordability concerns, offer transit options, align charge rates to the availability of transit, make transit free, and reduce or eliminate the fuel tax

There was concern regarding when and where charges would be applied, highlighting access to health care, schools, child care, and business services. There is an emphasis on integrating the system design with regional and land use planning processes.

How to measure equity remains subjective, with questions on who and how much to charge: *How could we charge higher in areas with greater transit accessibility if those residents already pay higher property taxes to fund transit? What about charging tourists and visitors? How can you charge at crossings when there are no other alternatives to get across? How is it fair if only half the population is paying?*

The question on how to equitably charge goes hand in hand with how to equitably distribute the revenues across the region for transit and transportation investment.

Driving is expensive, so people with lower incomes tend to drive less than people with higher incomes. This means that people with higher incomes are likely to pay more for a decongestion charge than people with lower incomes. However, as with many other transportation costs like transit fares, people with lower incomes will likely pay a higher proportion of their income in decongestion charges.

A decongestion charge with a meaningful impact on congestion could have significant out-of-pocket costs for some households...

There is a higher level of public support for charging that targets congestion (user cost) than for charging by use (user pay). By a two-to-one margin in the public polling, residents expressed a preference for user cost charging (49%) over user pay charging (25%). This sentiment matches the online engagement (44% vs 32%) and User Advisory Panel results.

There is lower stakeholder support for applications that do not meaningfully reduce region-wide congestion. Reasons include impacts of traffic diversions, limited behaviour shifts to other transport modes, being over-simplistic (like charging only at peak periods), and only targeting certain areas (like downtown Vancouver). There is higher support for targeted approaches, although understanding that they could be expensive, complex, and unpredictable for drivers (like multi-zone distance-based charging or charging at hot spots).

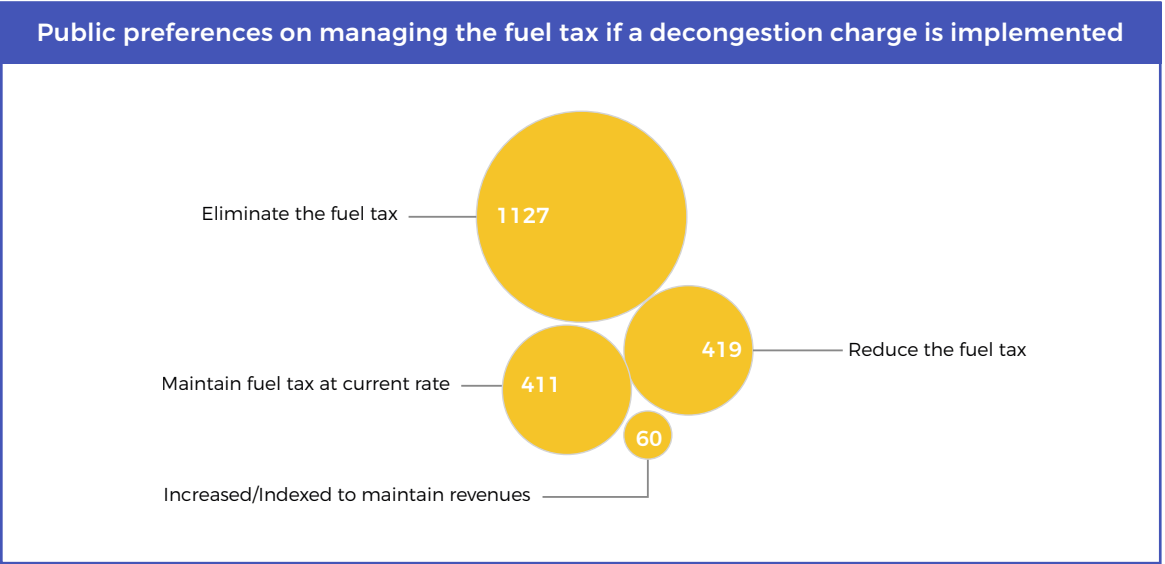
Analysis shows that the economic benefits of decongestion charging are derived from the ability to reduce congestion, and that the charges needed to achieve such a reduction are likely to be understood by many as high. Lower charges that might be considered more affordable can generate revenues but produce little or no congestion benefits. **The paradox is that the lower the charge, the more it can be described as a “tax grab” – only at relatively higher charges do the congestion benefits start to appear.**

It is possible to design a decongestion charge that only raises revenues without any meaningful impacts on congestion. But the costs of raising those revenues will be significant. With little or no decongestion benefits, the overall economic case for such a decongestion charge is hard to justify.

...but that means there are revenues available to offset some of the concerns about equity and affordability.

The decongestion charging concepts that have been explored have the potential to raise net revenue. How these revenues are used will be a very significant factor in how equitable the charge is. Examples could include returning revenues through balancing against other mobility pricing fees, removing other taxes or offering targeted rebates to people on low incomes.

There was consensus among the public from polling and engagement to reduce existing taxes if a decongestion charge is implemented. 1,566 comments that expressed a preference through the online engagement platform are displayed in the graphic below:



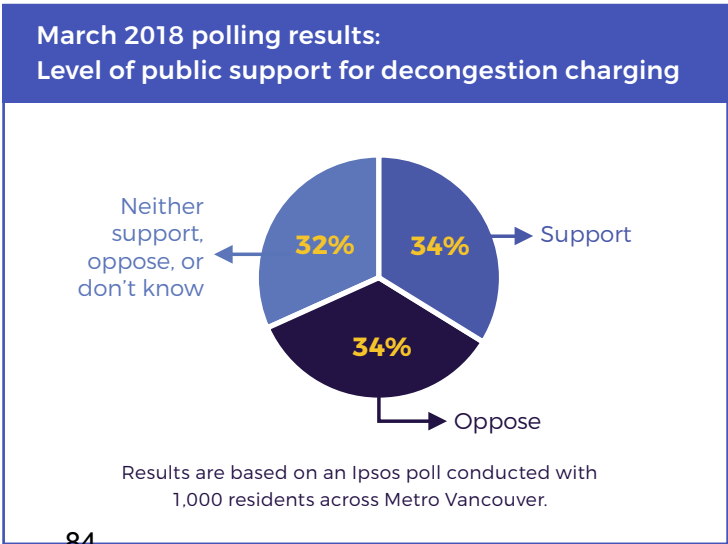
55% of polled residents gave 'reducing driving costs (i.e. insurance, parking fees, fuel taxes)' as their top priority to use decongestion charging revenues. 35% supported using revenues to reduce transit fares.

Public support for decongestion charging is low, but many are undecided. There are several measures that can increase acceptance.

Skepticism and low support for a decongestion charge were heard throughout the project with comments including 'it will not work,' 'this is another tax grab,' 'this is unaffordable,' and 'it is penalizing.'

Residents tend to be more willing to support a decongestion charge if it supports transportation investment or makes paying for transportation more fair. Comments in support of a decongestion charge spoke to benefits from reduced traffic and commute times, behavioural shifts to other modes of transport, and environmental benefits from reduced vehicle use.

Polling shows that public opinion on decongestion charging is evenly split.



With so much of the population still undecided, time and education will be important. Polling in March 2018 shows that awareness levels are still low for mobility pricing (30%), decongestion charging (14%), congestion point charging (13%), and distance-based charging (31%). The *It's Time* project may have been the first time many people heard about decongestion charging or considered its impacts. Polling also showed that 70% of residents are interested in staying informed on mobility pricing, and 68% think it is worthwhile to study ways to make transportation pricing more efficient and fair. This is an increase from the September 2017 poll.

The level of support in Metro Vancouver is comparable with that found in other jurisdictions which have considered a decongestion charge. As policy designs are communicated to the public, there is often a negative reaction, leading to low levels of support. Around 39% of people in London and 21% of people in Stockholm were in favour before those systems were implemented. Concerns are often driven by expectations of high costs, a perceived lack of viable transportation options, as well as a lack of confidence in the benefits of congestion reduction. Acceptance typically increases after implementation, which can be attributed to these factors:

- Travel times improve more than people expected (benefits are realized)
- Negative consequences, like paying the charges or shifting travel habits, prove less problematic than anticipated
- People adapt and accept a new status quo, no longer evaluating the policy as a “change”

Public support for a comprehensive mobility pricing policy that includes a decongestion charge will depend on addressing public concerns on:

- Affordability
- Transit options
- Equity
- Accountability in managing revenues

There are unique considerations for First Nations that need to be included in future research and engagement.

The Commission chair and vice-chair met with the Union of BC Indian Chiefs and a few representatives from local First Nations to share information and begin understanding unique concerns about decongestion charging from an Indigenous lens. Transportation, health, and cultural services are not available on reserve and in rural communities, and a decongestion charge will impact the communities' ability to access these resources. There are also limited transit and HandyDart options, and car sharing options do not service certain reserves and communities.

Key flags to consider are whether and how it would be appropriate to apply a decongestion charging system as the road network is situated on unceded Indigenous land, and how First Nations would pay into and receive the benefits. Additionally, existing engagement with First Nations on transportation has not met expectations and more dedicated and meaningful effort is required.

PART 3. PRINCIPLES FOR A MOBILITY PRICING POLICY

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PART 3. PRINCIPLES FOR A MOBILITY PRICING POLICY

Based on the findings in Part 2, the Commission has put together the following set of principles to guide the development of a coordinated regional mobility pricing policy for Metro Vancouver. The principles are interdependent and are not offered in any order of priority or relative importance.

Note: Some of these principles have been used to narrow down the range of potential decongestion charging concepts to those illustrated in the following section. This process is described in the boxes under the relevant principles.

An effective, farsighted, and fair regional mobility pricing policy for Metro Vancouver should:



Congestion

- A. Deliver meaningful reductions in traffic congestion
- B. Ensure everyone pays a fair share
- C. Coordinate all the ways we pay for mobility, including new and emerging services



Fairness

- A. Be consistent and explainable
- B. Support equity
- C. Align prices for road use with access to transit



Support investment

- A. Ensure accountability in the way revenues are used
- B. Not have raising revenue as its primary aim



Other considerations

- A. Deliver positive economic benefits
- B. Protect individual privacy
- C. Be predictable, but adaptable
- D. Support goals for regional growth, climate change, and the environment
- E. Continue to be explored with the public and stakeholders

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Congestion



Traffic congestion is a real and growing concern in Metro Vancouver. There are many measures that need to be taken to counter the threat of growing congestion, and a coordinated mobility pricing policy that includes a decongestion charge should be an integral part of any such strategy. But it is unclear who holds overall responsibility for coordinating action on reducing congestion.

Mobility pricing is only part of the solution, and it will need to be considered in a broader context with other tools and measures and against other policy objectives for a socially, economically, and environmentally sustainable region. There are many bodies at the municipal, regional, provincial, and federal levels involved in operating our transportation network, and it is not always clear how responsibility for addressing traffic congestion is coordinated. Clarifying this responsibility will be an important part of making a decongestion charge work to address growing congestion.

The Commission recommends that the following principles be applied when considering congestion:

PRINCIPLE A

A decongestion charge should deliver a meaningful and region-wide impact on traffic congestion. This must be guided by appropriate congestion reduction targets for Metro Vancouver.

Congestion is an issue across the region, and so a mobility pricing policy should seek to have regional benefits. If reducing congestion is an important motivation, the reduction must be visible to drivers and other road users in the form of reduced travel time delays and increased reliability. That means a decongestion charge will need to be set at a level to achieve behaviour change. Many people will experience those charges as high, so there needs to be a careful balance between this and the other objectives of fairness and supporting investment.

The design of a decongestion charge should seek to minimize rerouting that could cause new congestion hot spots and adversely affect local air quality and safety.

The region does not currently have an agreed definition of congestion or any targets for reduction. This means the Commission has not been given any guidance on what a meaningful reduction of congestion might be, which is important for understanding what a decongestion charge might look like.

The Commission proposes that a target be set based on three metrics:

- Total regional congested time savings
- Visible congested time savings – the proportion of households experiencing a large reduction in congestion time
- Positive net economic benefits, which take into account the household costs and also the inconvenience to people changing behaviour

Region-wide, meaningful congestion reduction can be used to eliminate some decongestion charging concepts:

- In order to achieve region-wide congestion reduction, point charges need to be located at strategic points across the network. This excludes charges with only local scope, such as charges at just certain bridges, or at or around urban centres
- Region-wide congestion reduction is achievable in all the distance-based charge systems we studied, but it is difficult to achieve meaningful reductions using flat-rate all-day charges

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PRINCIPLE B

Everyone who uses the transportation system should pay something for it. It should cost more if using the road causes congestion. It is important to find the right balance between paying for use and paying for congestion.

One aspect of fairness is that everyone should be contributing something to the transportation system – so-called “user pay.” We already do this with fuel taxes, transit fares and through property and income taxes. Another aspect of fairness is that those trips contributing more to traffic congestion, by travelling in congested locations at congested times in a way that takes up more space per person, should pay more – “user cost.” While the justification for a decongestion charge does not rest on the experience of individual drivers, an important dimension of fairness could also be that people who pay should benefit from time savings.

Achieving a balance between paying for use and paying for congestion can be used to eliminate some decongestion charging concepts:

- User Cost is a priority, and charges should be higher in locations and at times where congestion is greater
- Flat-rate all-day charges do not align well with user-cost; charges that vary by time and location align better
- Distance-based charges allow for a more targeted balance between user pay and user cost when charge rates are varied across multiple zones
- A User Pay component can be achieved by additions of fuel/energy taxes to a congestion point charge

PRINCIPLE C

A decongestion charge should be coordinated with all the other ways we pay for mobility in Metro Vancouver – including new and emerging mobility services – to achieve regional mobility goals.

As discussed in Part 2, the way people pay for transportation has an impact how, where, when, how often, and how much they travel. Coordinating the price signals sent by a decongestion charge with transit fares, parking fees, and fees for existing and emerging transportation services could be a powerful way to achieve goals for efficient, affordable, and sustainable mobility. More work is required to fully understand how this should be done.

The public and stakeholders have suggested that reducing transit fares might contribute to relieving traffic congestion. Some very preliminary analysis suggests there could be synergies between a coordinated introduction of a decongestion charge and the reduction of some transit fares. There is also potential to use parking pricing to influence congestion in parts of the region that has not yet been fully explored.

An integrated mobility payment system, covering transit fares, parking, decongestion charging, and even bike and car share, taxis, and services offered by transportation network companies could introduce new possibilities for people to track their spending on transportation and could overcome some of the inflexibility of monthly transit passes. It also offers interesting potential for financial incentives to be offered in addition to charges.

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Fairness



Fairness needs to be considered across many different dimensions. Consideration of fairness should apply to everyone, irrespective of how they choose to travel.

The Commission has heard many different concerns about fairness, including those regarding geographic differences across the region, the different needs of groups within society like seniors, people with disabilities, children, students, tradespeople, people providing social services, commercial drivers, as well as people with different incomes.

Many of these concerns about new ways to pay for using roads are valid, but many of them could equally be applied to the ways we already pay to use transit. A discussion about the fairness of paying for mobility needs to apply consistently across all modes of transportation.

The Commission recommends that the following principles be applied when considering fairness:

PRINCIPLE A

Differences in mobility pricing charges across users must be consistent and explainable.

Transit fares using the current zone structure have some relation (however imperfect) to distance travelled, that is, how much of the transit system people use. The transit fare review has looked at options including a closer relationship between the fare paid and the distance travelled and varying according to the type of transit used. The relationship between road use and how we pay for it, and in particular the differences between how we pay for road use and how we pay for transit, are not clear and explainable. Many of the concerns about the fairness of a decongestion charge, for example the impacts on people with low incomes, could equally apply to transit fares.

A decongestion charge that is designed to charge in relation to the economic costs of congestion will result in people paying different amounts. Differences in the cost of decongestion charges across users are fair to the extent that they are justified by congestion benefits, explainable by consistent application of transparent pricing principles, and that the differences favour those with least ability to pay. There may be circumstances where this could lead to excessively high charges, in which case caps, discounts, or rebates could be considered.

It will likely be reasonable that some groups – for example, people with disabilities in possession of a SPARC parking placard – could receive an exemption or discount from decongestion charges.

How charges are applied to commercial users needs to be considered very carefully. Commercial vehicle operators want to see improvements in congestion and particularly journey time reliability, but they would also value a system that allows them to allocate costs transparently and accurately to their end customers. It could be appropriate to consider special forms of charging that apply specifically to commercial users of all kinds.

PRINCIPLE B

The design of a decongestion charge should seek alignment of charges with access to transit. This can be supported by targeted transit improvements.

It is possible to design a decongestion charge that is aligned with access to transit. It would also be possible to introduce targeted improvements, for example, in the form of new direct bus services connected to park and ride facilities, to further improve this alignment.

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It is important to remember that if a decongestion charge were to be introduced, most people would pay and keep driving. Only a small number of people need to change the way they travel for there to be a meaningful reduction in congestion. Most people who change behaviour will change destinations, share cars more, plan their trips more efficiently, and reduce their distances driven. So, while good transit is important in a growing region, the fact that some areas have poorer access to transit is not necessarily a reason to delay the introduction of a decongestion charge.

Systems that seek to address congestion will generally be more aligned with transit access, as urban density, congestion, and transit services are generally correlated.

PRINCIPLE C

A mobility pricing system should be designed in a way that seeks to promote equity. Any revenues from a decongestion charge above those needed for agreed transportation investments should be used to address concerns about the affordability of mobility for people on lower incomes.

Action is required on many fronts to address affordability in our region, most of which lie outside the mandate of the Commission. This should be an important theme of work in the next regional transportation strategy beginning in 2018.

Although people on higher incomes are likely to pay more under any decongestion charge concept, lower-income households will pay a larger proportion of their incomes – the same is true for existing transit fares and fuel taxes. Because people on higher incomes generally drive more at congested times of day, a system that focuses on congestion could be more equitable than one that charges the same rates irrespective of when we drive.

Systems having a meaningful impact on congestion are likely to produce more revenue than is required for current transportation investment priorities. These excess revenues could be used in various ways to address affordability concerns, and we suggest further research be carried out on:

- Reducing the fuel tax and/or other taxes that currently contribute to the regional transportation system
- Providing a tax credit to lower income households
- Reducing transit fares

Some systems could produce substantially more revenues. In this case, consideration could be given to a more comprehensive review of the ways we pay for transportation, including through transit fares, property taxes, parking taxes, the Hydro levy or even income taxes. This could address a broader picture of equity and affordability in a way that is unlikely to be achieved through targeted measures to address only the effects of a decongestion charge.

Although there is a lot of support among the public, stakeholders, and government officials for mitigating the impacts for people on low incomes, some stakeholders cautioned against measures that might reduce the impacts of a decongestion charge.

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Support investment



The first use of revenues raised from a decongestion charge should be to pay for investments as part of an approved regional transportation investment plan.

The Commission's Terms of Reference set out the requirement for revenues to support transportation investment.

Revenues could also be used to increase equity or to offset other ways we pay for the transportation system, as discussed above.

The Commission recommends that the following principles be applied when considering supporting investment:

PRINCIPLE A

The entity that collects and manages revenues from a decongestion charge must ensure accountable, effective, and transparent use of those revenues.

The public and stakeholders have raised concerns about transparency and efficiency in the way revenues are used for transportation investment in the region at all levels of government. Without endorsing or refuting the legitimacy of these concerns, the Commission agrees that it will be important for whatever entity is in charge of collecting and allocating revenues to do so in a way that is accountable, effective, and transparent. This will require some level of independent scrutiny.

PRINCIPLE B

Raising revenues should not be the primary purpose of a mobility pricing policy.

While net revenues can be raised through a decongestion charge, those revenues come at a direct cost, which could be anything between 10 and 50% of the gross revenues. Costs should be kept to a minimum, but will always be more than, for example, the costs of collecting the fuel tax. In short, a decongestion charge is not an efficient way to raise revenues if that is the primary purpose. The logic of decongestion charging is that it can achieve other benefits, primarily improved journey times through meaningful reductions in congestion.

The efficiency of charge collection can be used to eliminate some decongestion charging concepts:

- Some concepts the Commission studied, for example charging a dollar per bridge, had costs that were more than half the gross revenues. The illustrative concepts presented in Part 4 have costs that are around 25% or less of gross revenues.
- The range of cost estimates for distance-based charges is larger at this time, reflecting greater uncertainty. It is anticipated that these uncertainties can be addressed with further analysis.

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Other considerations

There are other aspects, beyond the three objectives of reducing congestion, promoting fairness, and supporting investment that need to be considered:



PRINCIPLE A

A decongestion charge must deliver positive total economic benefits for the region.

The total economic benefits of public policies are measured by monetizing all the effects, both positive and negative. They are a measure of how the regional economy in Metro Vancouver will benefit or be harmed by pursuing a particular policy. For decongestion charging, the major benefits include reductions in delays, improvements in travel time reliability, and emission reductions. The costs include implementation, operation, and the inconvenience to people who choose to change their behaviour. Achieving positive economic benefits is a minimum requirement for a decongestion charge. Economic benefit calculations are however blind to equity and fairness considerations and not all effects can always be monetized.

Not all of the decongestion charging systems we examined necessarily produce positive economic benefits, but it is possible to design systems that produce substantial benefits.

Total economic benefits can be used to eliminate some possibilities:

- Total economic benefits are driven by several parameters, both positive and negative. In the case of concepts that are well aligned with congestion, these benefits will depend on the level of the charge. Lower charges give lower congestion benefits, but also lower costs of adaptation for individuals. Higher charges give greater benefits, but also greater adaptation costs.

PRINCIPLE B

The design of a mobility pricing policy should support provincial and regional environmental and land use objectives, as well as considering implications for health and road safety.

Many stakeholders were interested in the potential for a more coordinated mobility pricing policy that includes a decongestion charge to make a positive contribution to objectives around greenhouse gases and criteria air contaminants. Research shows that a reduction in vehicle kilometres travelled (VKT) would support these objectives and provide further benefits for public health, noise reduction, and road safety.

The design of a mobility pricing policy also needs to support (or, at a minimum, not detract from) regional land use objectives.

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PRINCIPLE C

A mobility pricing system needs to be stable and predictable but can and should evolve over time to more effectively address congestion.

Systems should also be capable of adapting over the longer term to changing patterns of congestion as a result of population growth, new infrastructure, external changes like increased automation or electrification of the vehicle fleet, or new possibilities for vehicle sharing.

Research shows that, depending on the technology deployed, decongestion charging has good potential for flexibility, and other cities like Singapore and London have evolved their systems and rates over time.

PRINCIPLE D

A mobility pricing system must recognize and respect an individual's interests and rights to privacy and use of personal information.

Research shows that it is possible to address concerns about privacy through the design and implementation of a system that meets all privacy laws, regulations, and best practices, but this will warrant close and careful attention.

PRINCIPLE E

There will need to be further communication and engagement around a mobility pricing policy, with dedicated resources and programming for inclusive outreach to Metro Vancouver's diverse residents.

There is strong demand for continued public education and engagement on mobility pricing. It is a complex topic to communicate, and it is likely to remain high-profile and controversial.

Future communication and engagement must be inclusive and designed to understand all viewpoints. Underrepresented voices can be unintentionally excluded, but those people are often impacted disproportionately. With the Commission's commitment to inclusive participation, the *It's Time* communication and engagement program had dedicated funding to reach the region's multicultural and socioeconomically diverse communities.

This funding set a strong precedent, and demand, for continued inclusive practices. It also showed high returns on investment on inclusive programming.

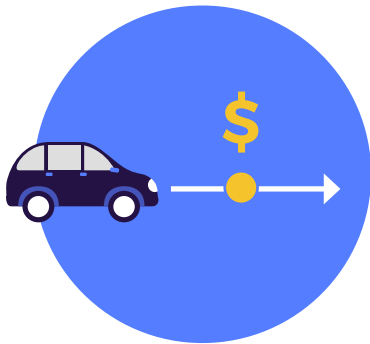
PART 4. ILLUSTRATIVE CONCEPTS FOR A DECONGESTION CHARGE

What it could look like

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PART 4. ILLUSTRATIVE CONCEPTS FOR A DECONGESTION CHARGE

The Commission has analyzed a series of possible decongestion charging concepts and concludes that a system that meets the principles outlined above could be implemented in two broad ways:



A regional congestion point charge with charge points at or close to some or all of the regionally important crossings, complemented by further point charges at locations within the Burrard Peninsula



A distance-based charge with two or more zones with varying charge rates throughout Metro Vancouver

Based on analysis using outputs from the Regional Transportation Model and other sources, the two systems produce similar results in terms of congestion reduction, household costs and revenues. Distance-based charging appears to have considerable flexibility for refinement, for example, in targeting congestion and aligning with transit access and a broader mobility pricing policy. But there is some uncertainty as to the maturity of the available technology that suggests a more cautious implementation timescale would be warranted. Congestion point charging uses mature technology that could be implemented quickly with relatively little risk, but some of the flexibility and potential to integrate into a broader mobility pricing policy would be lost.

In summary, if decision-makers consider that the regional congestion problem and the need for revenues is acute, congestion point charging provides a good solution. If these issues are not acute, and more time can be taken to develop a more flexible solution, distance-based charging would be an opportunity for the region to lead the world in sustainable congestion management.

More analysis and iterations will be needed before finalizing a decongestion charge system that balances the many factors that need to be considered. The following concepts are offered as illustrations of charge levels needed to achieve meaningful reductions in congestion, and best estimates of their impacts based on traffic modelling.

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SETTING CHARGE RATES WITHOUT A CONGESTION REDUCTION TARGET

In the absence of a target for congestion reduction, charge rates have been determined using a combination of two methods: marginal social cost pricing and minimum congestion reduction thresholds.

Marginal social cost pricing

Developing baseline charge rates was grounded in economic theory and the concept of marginal social cost pricing. Charges are set according to the level of congestion experienced and achieve the optimum outcome for society. That means that charge rates would vary on different parts of the road network by time of day, according to the exact level of congestion. These variable time and location charges are simplified and applied at congested points (congestion point charging) or as a per kilometre charge over a wider zone (distance-based charging).

Minimum congestion reduction threshold

Applying the theory of marginal social cost pricing will ensure that the optimal economically efficient charge rates are set for each of the congestion point charges or distance-based charging zones.

However, analysis suggests that setting the rates in this way will likely exceed the politically desired or required level of congestion reduction.

In the absence of a clear congestion reduction target, we have set a minimum threshold that would meaningfully reduce congestion. This minimum congestion reduction threshold is based on a combination of regional travel time savings, visible congested time savings, and net economic benefits.

Refer to Appendix B for the full details of how the minimum congestion reduction threshold has been developed and set.

For each decongestion charging concept, two charge rates are illustrated:



Minimum: one that would achieve the minimum level of meaningful congestion reduction as described above (where the charge rates are approximately half – 50% – of the marginal social cost charge rates) and



Minimum+: one that would produce a slightly higher level of congestion reduction (where the charge rates are about three-quarters – 75% – of the marginal social cost charge rates).

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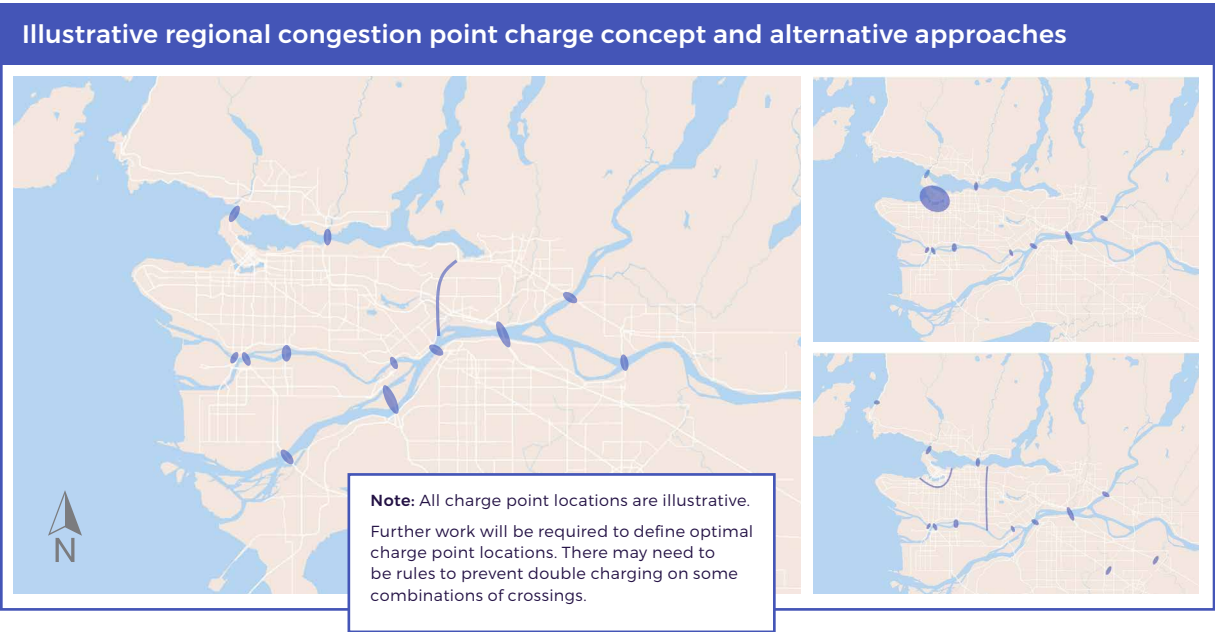
Regional congestion point charges

One possible approach is a congestion point charge system with charge points on or close to 12 major crossings throughout the region. Because there is congestion in areas away from bridges, particularly within the Burrard Peninsula, these points should be complemented by further points at other strategic locations.



For the purposes of this analysis, charge points have been located along North Road (the boundary between Burnaby/New Westminster and Coquitlam/Port Moody), but alternative approaches that could be worth pursuing are also illustrated below.

Further work will be required to find optimal locations for all charge points.



Charge rates

Charge rates have been set at 50% and 75% of the marginal social cost of congestion at the given location and time, so charges vary by time of day, location, and direction of travel. Higher charges reflect higher levels of congestion. **All charge rates are preliminary and for the purposes of this illustration.** Rates are given for peak and off-peak periods. The duration of AM and PM peak periods would need to be determined. There may need to be “shoulder periods” of intermediate charge levels to avoid sudden large rate changes between peak and off-peak charges.

For both of these concepts, it is assumed that the regional fuel tax of \$0.17 per litre remains in place in order to achieve a balance between paying for use and paying for congestion, as described in congestion principle B.

Charge levels used for the illustrative regional congestion point charge concept

Charge concept	Direction of travel	Time of Day	Congestion Point Charge Location					
			Lions Gate and Iron-workers	Arthur Laing, Oak and Knight	Queensborough, Pattullo, and Port Mann	George Massey and Alex Fraser	Pitt River and Golden Ears*	North Road
Min	Inbound (towards Downtown Vancouver)	AM Peak	\$3.55	\$3.59	\$4.25	\$2.68	\$2.80	\$2.60
		Off Peak	\$1.06	\$0.91	\$0.74	\$0.76	\$0.54	\$0.36
		PM Peak	\$4.92	\$3.54	\$3.54	\$3.05	\$2.41	\$1.03
	Outbound (Away from Downtown Vancouver)	AM Peak	\$4.30	\$2.24	\$2.17	\$2.18	\$2.72	\$0.85
		Off Peak	\$0.86	\$0.81	\$0.65	\$0.55	\$0.52	\$0.41
		PM Peak	\$4.59	\$3.92	\$5.52	\$3.51	\$4.15	\$2.27
Min+	Inbound (towards Downtown Vancouver)	AM Peak	\$5.32	\$5.38	\$6.37	\$4.03	\$4.19	\$3.90
		Off Peak	\$1.59	\$1.36	\$1.11	\$1.13	\$0.81	\$0.54
		PM Peak	\$7.38	\$5.30	\$5.30	\$4.58	\$3.61	\$1.54
	Outbound (Away from Downtown Vancouver)	AM Peak	\$6.45	\$3.36	\$3.25	\$3.27	\$4.08	\$1.27
		Off Peak	\$1.29	\$1.21	\$0.98	\$0.83	\$0.78	\$0.62
		PM Peak	\$6.89	\$5.87	\$8.27	\$5.27	\$6.23	\$3.41

*For Golden Ears bridge, southbound is inbound, northbound is outbound, selecting the higher peak flows.

Price capping should be explored as part of further research in order to address trips that cross multiple charge points in a single journey. The charge rates for some example trips using this illustrative concept can be found later in this section.

How do the regional congestion point charge concepts perform?

Depending on whether the *Minimum* or *Minimum+* concept is pursued, the regional congestion point charge approach has the potential to generate regional congestion reductions in the range of 20-25% and improve travel time reliability by 17-20% compared to the 2030 baseline. The estimated median weekday cost to households that pay into this system (without ever altering their behaviour) is in the range of \$5.00-8.00 per day, and \$1,800-2,700 per year⁴.

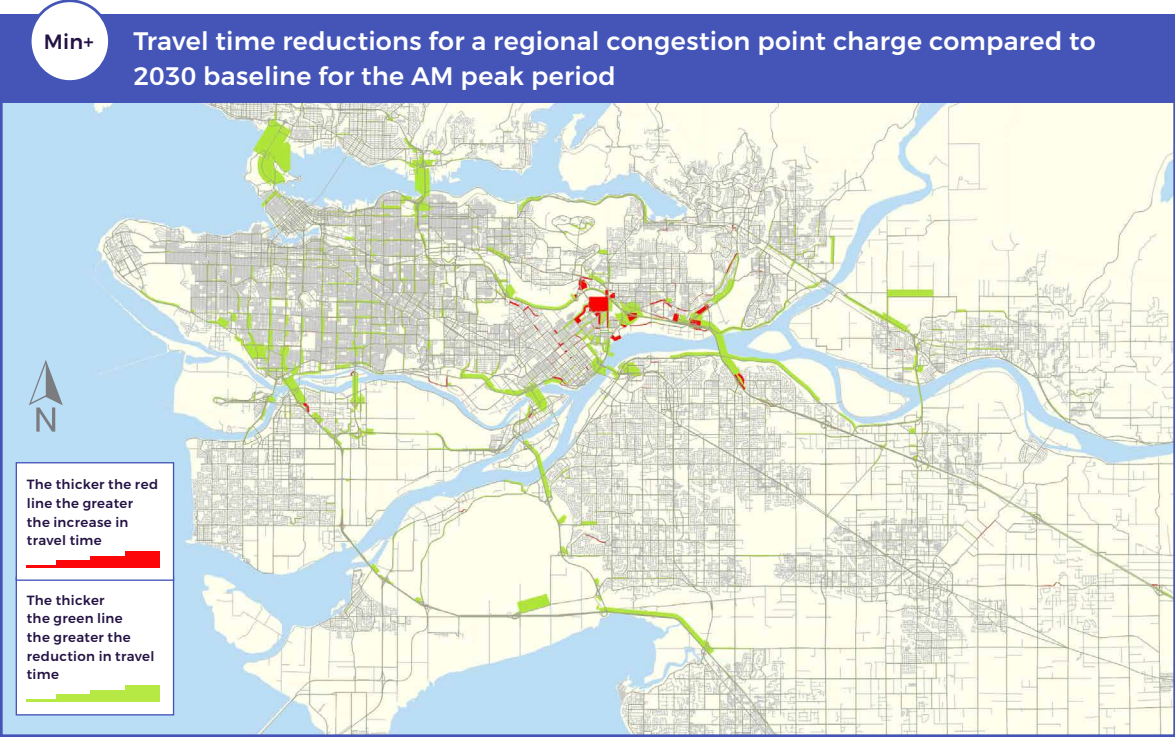
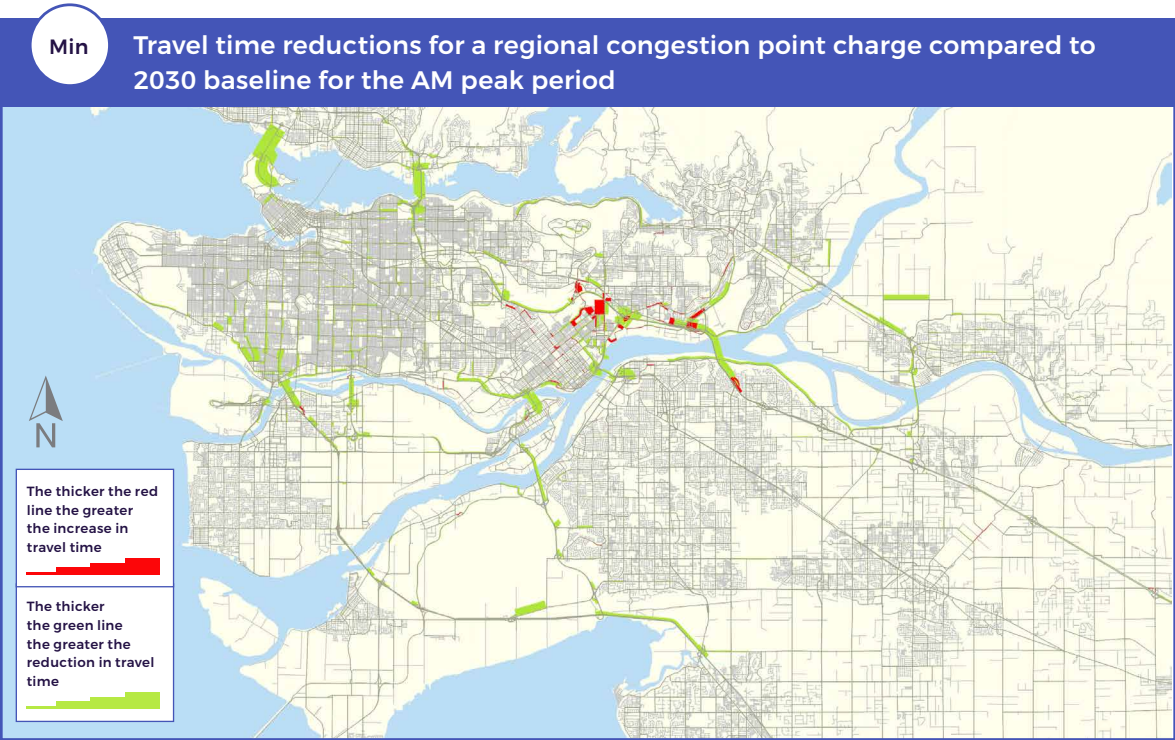
Capital costs to establish congestion point charges are in the range \$150-350 million, with annual operating costs in the range \$110-200 million. Annualizing the capital costs of on-street charging infrastructure over 35 years and including revenue from the fuel tax, such a system could deliver annual net revenues in the range of \$1.1-1.5 billion.

Greenhouse gas emissions from road transport would be reduced by 2-3%.

⁴Costs incurred by households that will pay the decongestion charge without ever adjusting their driving behaviour. These are an overestimate, as many households will be able to reduce costs by changing travel behaviour on some days. Annual estimates are based on an annual expansion factor of 335, which is consistent with expansion factors used elsewhere in transportation demand modelling, but a one-day travel pattern for a household may not be representative for their "average" behaviour and thus some errors are made by annualizing the daily household travel patterns. Refer to Appendix B for the full details of these metrics and methods.

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The numbers in the table on the next page are best estimates based on the modelling and analysis done to date. As concepts are further refined and updated data on Metro Vancouver travel patterns becomes available, these estimates will need to be updated.

Evaluation criteria	Units	Regional congestion point charges	
		Min	Min+
Economic benefits			
Total net economic benefits	\$ million/year	\$220	\$290
Congestion			
Total regional congested time savings	% change from baseline in 2030	-20%	-25%
Travel time reliability	% change from baseline in 2030	17%	20%
Visible congested time savings ⁵	% households that will achieve >10 mins savings per day	25%	44%
Revenue			
Total net revenue ⁶	\$ million/year	\$1,050	\$1,460
Household costs			
Median daily costs for households that pay	\$/household/day	\$5-6	\$7-8
Median annual costs for households that pay	\$/household/year	\$1,800-2,000	\$2,500-2,700
Median household charges as a % of annual income	Low (<\$50K/yr)	5-6%	7-8%
	Med (\$50K-\$100K/yr)	2-3%	3-4%
	High (>\$100K/yr)	1-2%	1-2%
Amount needed to correct equity imbalance ⁷	\$ million/year	\$170	\$250
Environment, health, and contribution to the regional transportation strategy and regional growth strategy			
GHG emissions (all modes)	% change from 2030 Baseline	-2%	-3%
Total VKT (all modes)	% change from Baseline in 2030	-4%	-6%
VKT/capita (private car)	% change from Baseline in 2016	-12%	-14%

High income households would on average pay more in decongestion charges than low income households, but low income households would pay a greater amount in proportion to income. The same is true of many other fees and costs. The figures under *Amount needed to correct equity imbalance* represents the amount of money that would need to be returned to medium and low income households if the goal were to create a fully equitable system in the sense that everyone would pay the same as a proportion of income.

Refer to Appendix B for the full details of the consequences and trade-offs of the congestion point charge concepts.

The following considerations for further refining the regional congestion point charge concept were identified by the Commission:

- The optimal location of charge points
- Ways to address impacts for people on low incomes, including the return of revenues
- The application of discounts and exemptions
- Price capping to mitigate high costs borne by some road users (especially for *Minimum+*)
- Ways to address vehicle trips that benefit from reduced congestion but do not pay (i.e. trips that do not cross a charge point)
- Ways to mitigate boundary effects, for example, through the application of discounts or exemptions applied to households that live in close proximity to the charge points
- Targeted transit investment and park and ride to ensure that viable alternative transportation options are available
- Options for reducing the fuel tax
- The possibility of using excess revenues to reduce transit fares
- Considerations for new and emerging transportation services like transportation network companies and automated vehicles

⁵ Of the households experiencing significant daily congestion, what proportion will achieve visible congestion time savings per day.

⁶ This includes revenue from the fuel tax which is included in the congestion point charge concepts.

⁷ This figure represents the amount of money that would be needed to offset the income inequity.

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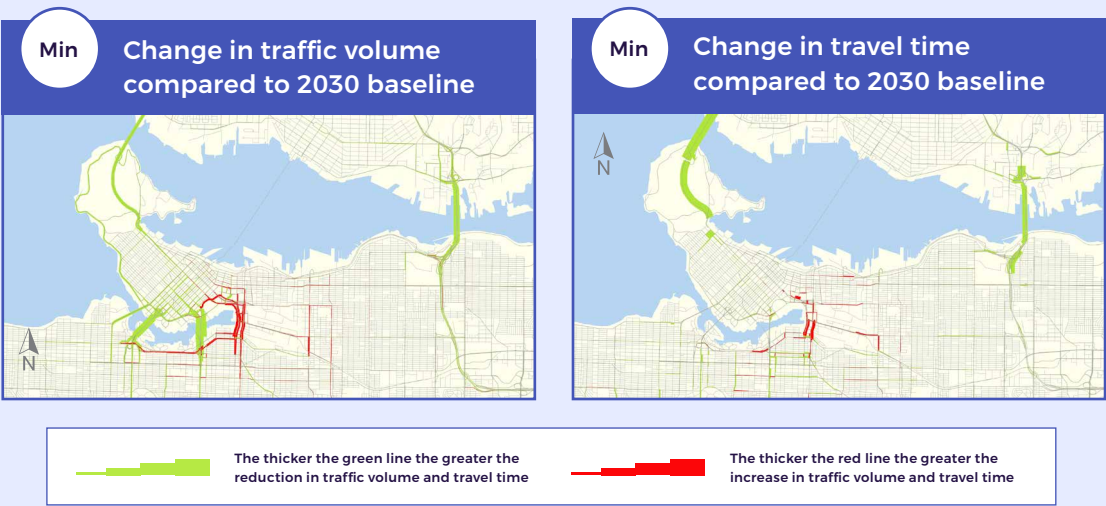
WHY NOT INCLUDE THE FALSE CREEK BRIDGES?

We analyzed the impact of charging on the three bridges over False Creek – Burrard, Cambie, and Granville – as part of a regional congestion point charge concept.

The result of these charges in the transportation model was traffic diversion to the already congested areas around Main Street and Quebec Street, as shown in the maps below.

The effect of this diversion was a small reduction in the overall congestion benefits of the regional congestion point charge concept. Adding a charge on the False Creek bridges does not have an impact on travel times crossing these bridges because there is little or no congestion on the bridges in the first place.

The following two maps illustrate the effects of placing decongestion charges on all bridges, including the False Creek bridges:



Adding charges to the False Creek bridges creates some significant negative consequences. That should not rule out the exploration of alternative charge concepts in this area. A downtown cordon as part of a regional congestion point charge concept is one option worth further research.

WHY NOT CHARGE A 'BUCK-A-BRIDGE' FOR ALL BRIDGES?

During the course of the *It's Time* project, we received many comments and suggestions around the notion of charging \$1 per bridge for all bridges. The rationale for this suggestion is that the rate is low, and that it's spread evenly across all bridges. An analysis of the impact of charging a dollar a bridge for the 12 bridges included in the regional congestion point charge concept drew the following conclusions:

- **There is no impact on congestion:** In order to have meaningful congestion reduction benefits, charge rates need to be high enough in the peak periods to change behaviour. Our research demonstrated that charging only a dollar per bridge is too low to have any meaningful impact on traffic levels, meaning there would be no improvements in congestion.
- **It's a very inefficient way to raise revenue:** Annual gross revenue of charging a dollar per bridge is estimated at \$390 million. However, annual system costs are estimated at \$210 million. Therefore the estimated annual net revenue is \$180 million (only 46% of gross revenue).

Multi-zone distance-based charges

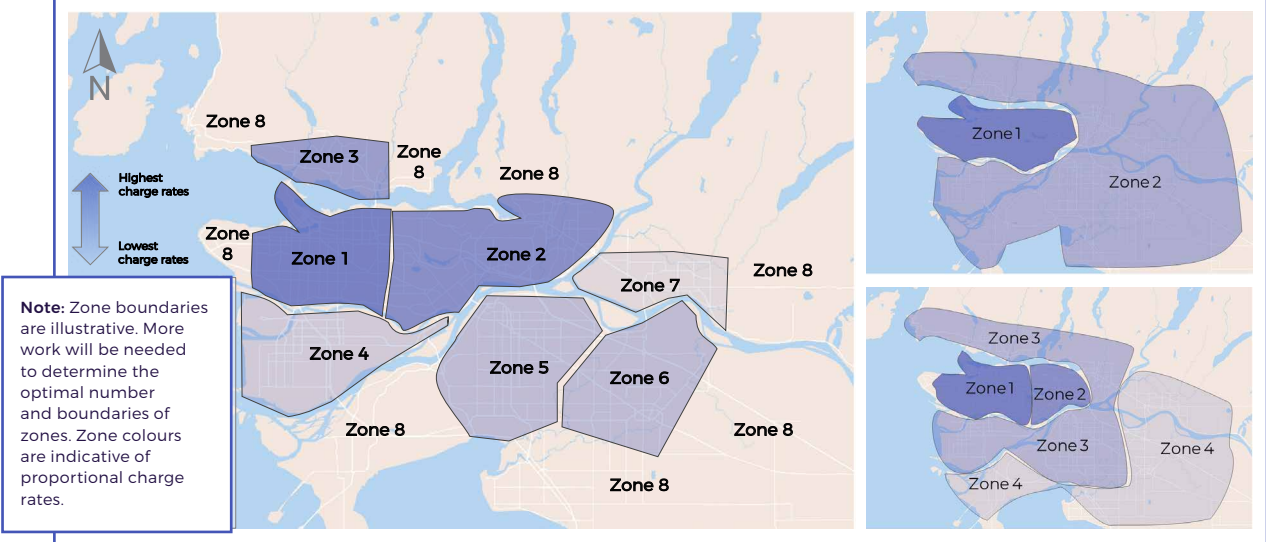
A second approach is a multi-zone distance-based charging system, with the number and exact boundaries of zones still to be determined and refined. Charges vary by zone and time of day.



For the purpose of this analysis, eight zones with different distance-based charge rates have been developed, but alternative approaches that could be worth pursuing are also illustrated below.

Further work will be required to identify the optimal number and locations of zones.

Illustrative multi-zone distance-based charge concept and alternative approaches



Charge rates

Charge rates have been set at 50% and 75% of the marginal social cost of congestion at the given location and time, so charges vary by time of day and between zones. **All charge rates are preliminary and for the purposes of this illustration.** Rates are given for peak and off-peak periods. The duration of AM and PM peak periods would need to be determined. There may need to be “shoulder periods” of intermediate charge levels to avoid sudden large rate changes between peak and off-peak.

For both the *Minimum* and *Minimum+* concepts it is assumed that the regional fuel tax of \$0.17 per litre (or approximately 1.8 cents/km) is eliminated.

Charge levels used for the illustrative multi-zone distance-based concepts									
Charge concept	Time of Day	Zone 1	Zone 2	Zone 3	Zone 4	Zone 5	Zone 6	Zone 7	Zone 8
Min	AM Peak	\$0.25/km	\$0.20/km	\$0.17/km	\$0.12/km	\$0.11/km	\$0.14/km	\$0.08/km	\$0.02/km
	Off Peak	\$0.07/km	\$0.02/km	\$0.02/km	\$0.02/km	\$0.02/km	\$0.02/km	\$0.02/km	\$0.02/km
	PM Peak	\$0.27/km	\$0.22/km	\$0.15/km	\$0.11/km	\$0.14/km	\$0.12/km	\$0.10/km	\$0.03/km
Min+	AM Peak	\$0.38/km	\$0.30/km	\$0.25/km	\$0.17/km	\$0.16/km	\$0.20/km	\$0.11/km	\$0.03/km
	Off Peak	\$0.11/km	\$0.03/km	\$0.03/km	\$0.03/km	\$0.03/km	\$0.03/km	\$0.03/km	\$0.03/km
	PM Peak	\$0.40/km	\$0.32/km	\$0.23/km	\$0.17/km	\$0.20/km	\$0.18/km	\$0.15/km	\$0.04/km

Price capping should be explored as part of further research in order to address large distances driven by some users in a single day. The charge rates for some example vehicle trips under this illustrative concept can be found later in this section.

How do the multi-zone distance-based charge concepts perform?

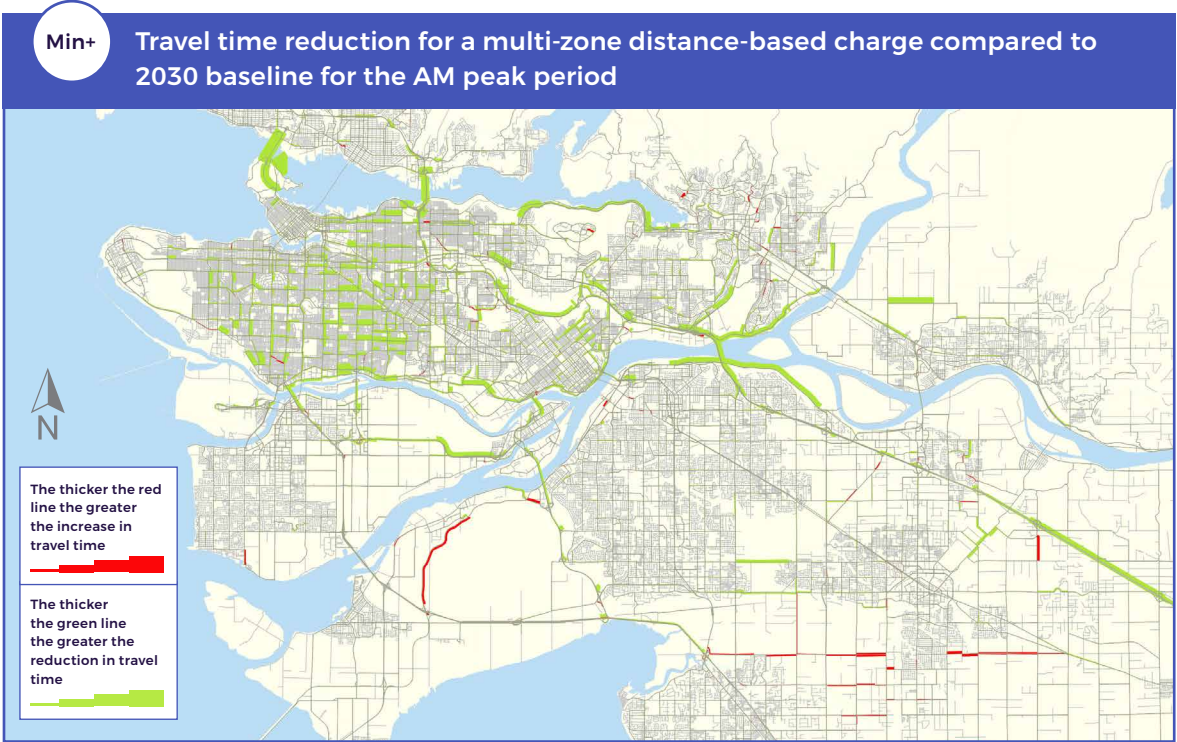
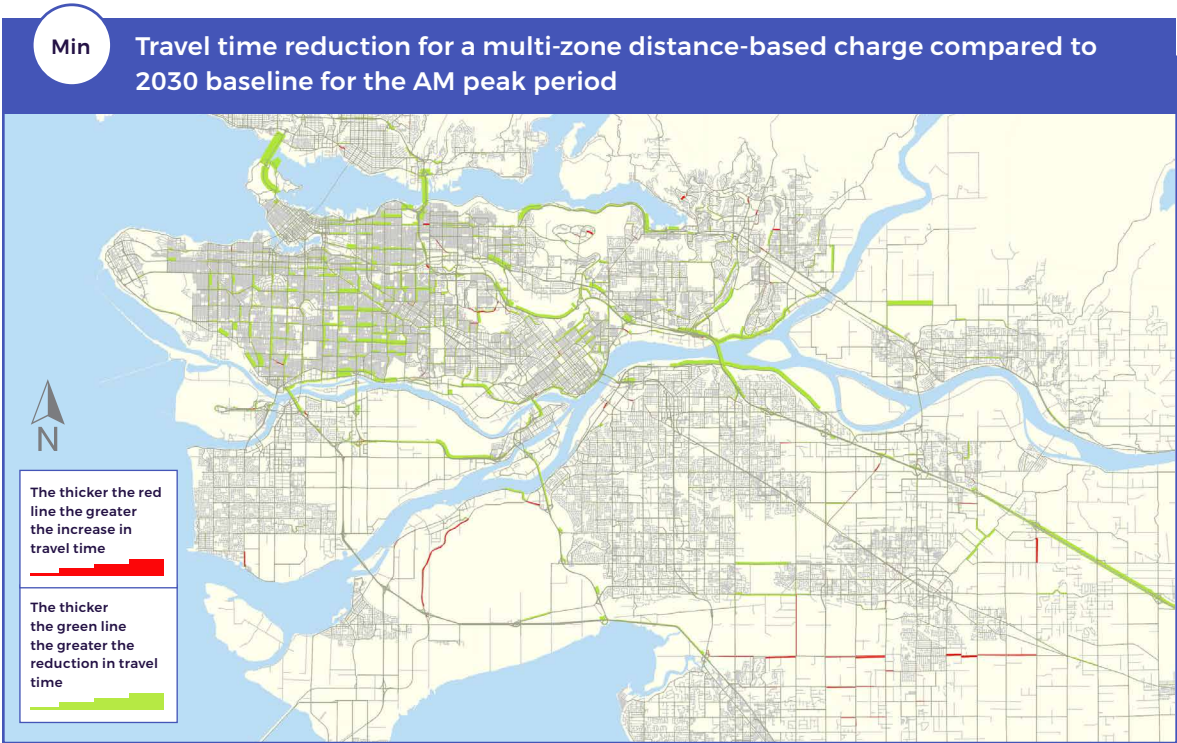
Depending on whether the *Minimum* or *Minimum+* concept is pursued, the multi-zone distance-based charge has the potential to generate regional congestion reductions of 20-25% and improve travel time reliability by 18-23%. The estimated median weekday cost to households that pay into this system (without ever altering their behaviour) is in the range of \$3-5 per day, and \$1,000-1,700 per year⁸.

There are many uncertainties surrounding the costs of implementing and operating a distance-based charge and more work will be needed. Based on estimates from available sources that are more than ten years old, capital costs to establish distance-based charging, including on-board units in all vehicles in Metro Vancouver, are in the range of \$400-700 million, with annual operating costs in the range of \$300-500 million. Technology for distance-based charging is developing rapidly and it is anticipated that these costs can be reduced. Annualizing the capital costs of on-board units over 7.5 years, it is expected that such a system could deliver annual net revenues in the range of \$1-1.6 billion (this includes the loss of revenue from the fuel tax, which is assumed to have been replaced).

⁸Costs incurred by households that will pay the decongestion charge without ever adjusting their driving behaviour. These are an overestimate, as many households will be able to reduce costs by changing travel behaviour on some days. Annual estimates are based on an annual expansion factor of 335, which is consistent with expansion factors used elsewhere in transportation demand modelling. Refer to Appendix B for the full details of these metrics and methods.

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The numbers in the table on the following page are best estimates based on the modelling and analysis done to date. As concepts are further refined and updated data on Metro Vancouver travel patterns becomes available, these estimates will need to be updated.

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Evaluation criteria	Units	Multi-zone distance-based charges	
		Min	Min+
Economic benefits			
Total net economic benefits	\$ million/year	\$180	\$350
Congestion			
Total regional congested time savings	% change from baseline in 2030	-20%	-25%
Travel time reliability	% change from baseline in 2030	18%	23%
Visible congested time savings ⁹	% households that will achieve >10 mins savings per day	25%	41%
Revenue			
Total net revenue ¹⁰	\$ million/year	\$1,030	\$1,640
Household costs			
Median daily costs for households that pay	\$/household/day	\$3-4	\$4-5
Median annual costs for households that pay	\$/household/year	\$1,000-1,200	\$1,500-1,700
Median household charges as a % of annual income	Low (<\$50K/yr)	2-3%	3-4%
	Med (\$50K-\$100K/yr)	1-2%	1-2%
	High (>\$100K/yr)	1%	1-2%
Amount needed to correct equity imbalance ¹¹	\$ million/year	\$230	\$345
Environment, health, and contribution to the regional transportation strategy and regional growth strategy			
GHG emissions (all modes)	% change from 2030 Baseline	-3%	-4%
Total VKT (all modes)	% change from Baseline in 2030	-5%	-6%
VKT/capita (private car)	% change from Baseline in 2016	-13%	-14%

High income households would on average pay more in decongestion charges than low income households, but low income households would pay a greater amount in proportion to income. The same is true of many other fees and costs. The figures under *Amount needed to correct equity imbalance* represents the amount of money that would need to be returned to medium and low income households if the goal were to create a fully equitable system in the sense that everyone would pay the same as a proportion of income.

Refer to Appendix B for the full details of the consequences and trade-offs of the multi-zone distance-based charge concepts.

The following considerations for further refining the multi-zone distance-based charge approach were identified by the Commission:

- The optimal number and location of charging zones
- Ways to address impacts for people on low incomes, including the return of revenues
- The application of discounts and exemptions
- Price capping to mitigate high costs borne by some road users (especially for *Minimum+*)
- The current state of the rapidly developing technology for distance-based charging and particularly how occasional users of the system without on-board equipment would be treated
- The possibility of using excess revenues to reduce transit fares
- Targeted transit investment and park and ride to ensure that viable alternative transportation options are available
- Considerations for new and emerging transportation services like transportation network companies and automated vehicles

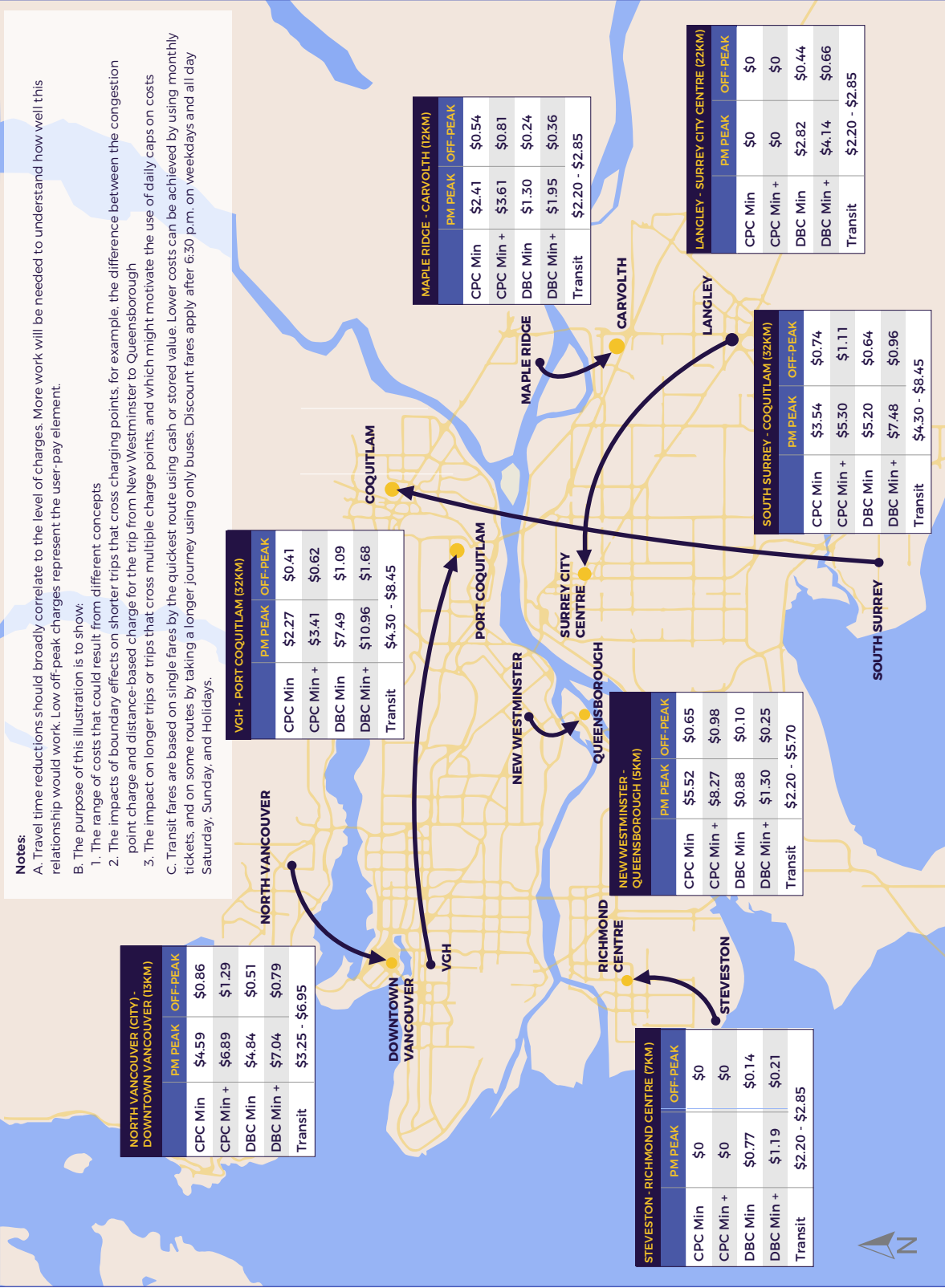
⁹Of the households experiencing significant daily congestion, what proportion will achieve visible travel congestion savings per day.

¹⁰Includes revenue from the fuel tax – which has been eliminated for these concepts.

¹¹This figure represents the amount of money that would be needed to offset the income inequity.

Example vehicle trip charges

Most trips made in the region are relatively short and local – and this is true in both the central and more outlying parts of the region. However, some trips are much longer, and the illustrative concepts outlined above will have different cost impacts on different vehicle trips, depending on where and when they take place. Below are some examples of uncapped vehicle trip charges using the illustrative concepts, along with existing transit fare rates for comparison:



PART 5. NEXT STEPS

What should come next

PART 5. NEXT STEPS

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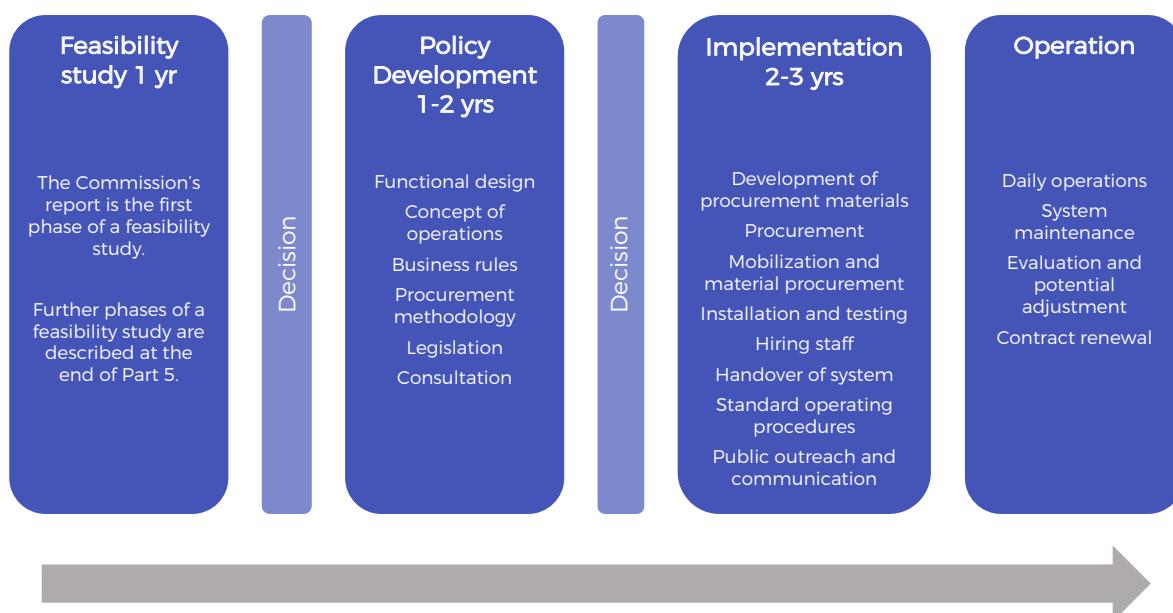
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Pathways to implementation of a decongestion charge

This report can be considered the first phase of a feasibility study. It suggests principles that should be followed in formulating a mobility pricing policy and describes some high-level decongestion charging concepts that show interesting results. More work will be needed to develop them into something that can be implemented. That is estimated to take around six to twelve months.

After the completion of a feasibility study, there will need to be a decision on whether to proceed to a policy development phase, including the development of enabling legislation. This is estimated to take a further 1-2 years. At the end of this phase, a decision to implement will be required before proceeding to the implementation phase, which could take an estimated 2-3 years.

In all phases, there may be technical or policy reasons for pursuing a longer timeline. In particular, the greater uncertainties involved in distance-based charging suggest a longer timeline might be appropriate.



Roles and responsibilities

At appropriate points within the process, different organizations will have different roles.

The role of the region, through the Mayors' Council and TransLink, will be in the early phases to collaborate with partners to prepare a new regional transportation strategy that:

- Establishes targets for congestion reduction
- Sets out a regional policy approach to mobility pricing
- Identifies and evaluates regional transportation investments to ensure geographic alignment with a decongestion charge

At this phase, the provincial government will need to engage as owner and operator of parts of the region's transportation network.

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If the Mayors' Council decides it wishes to implement a comprehensive mobility pricing policy that includes a decongestion charge, the role of the provincial government will be significant. At a minimum, it will need to set out appropriate legislation and regulations for such charges in Metro Vancouver.

A decision will need to be made about the governance of a regional system of mobility pricing and where responsibility for both policy decisions and the collection and distribution of revenues should lie.

Work outstanding to complete the feasibility study

Availability of data and the timeline of the project means that the Commission was not able to conduct some important research and analysis. The following studies should be prioritized in the second phase of a feasibility study:

- Further iterations and development of the illustrative concepts, including further study of the potential to coordinate with transit fares and other forms of mobility pricing
- A thorough assessment of affordability and equity impacts including the role of caps and discounts and the opportunities for returning or redistributing revenues
- Impacts for business, particularly transport-intensive businesses
- A first assessment of available technology for distance-based charging

Further scoping studies that could also be relevant at a later stage:

- Medium- and long-term impacts of mobility pricing on regional land use planning
- Integrated transportation payment systems (Mobility as a Service)
- Alternative governance models for the collection and distribution of mobility pricing revenues

Refer to Appendix A for more detail on next steps.

PART 6. CONCLUSION

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The Mayors' Council and TransLink Board asked the Commission to study how a comprehensive mobility pricing system could be implemented in Metro Vancouver that could:



Manage congestion



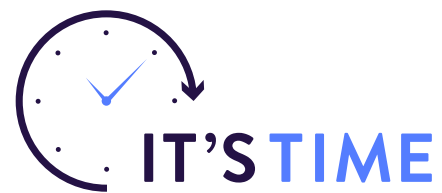
Promote fairness



Support investment

If all that is desired at this stage is a way to cover costs of transportation investments, then a coordinated system of mobility pricing that includes a decongestion charge is probably not the way forward. But if the region is willing to take on some complex discussions, then mobility pricing offers a way to manage congestion and raise revenues that could be transformative as part of a strategy to support efficient, affordable and sustainable mobility for the people of Metro Vancouver.

It's time to continue this conversation so our region and its residents can continue to thrive.



To: Regional and Corporate Services Committee

Date: 2018-05-29

From: Johannes Bendle, Planner I

File No: 6430-01-General

Subject: Local Government Statutes – Housing Needs Reports Amendment Act, 2018 and Residential Rental Tenure Zoning Amendment Act, 2018

INTENT

This report is intended to advise the Fraser Valley Regional District Board of information pertaining to amendments to the *Local Government Act*. Staff is not looking for a recommendation and has forwarded this information should members want more clarification to discuss the item further.

STRATEGIC AREA(S) OF FOCUS

Foster a Strong & Diverse Economy

Support Healthy & Sustainable Community

KEY POINTS

- The Provincial Government has introduced two pieces of legislation: Bill 18 – 2018 – ***Local Government Statutes (Housing Needs Reports) Amendment Act, 2018*** and Bill 23 – 2018 – ***Local Government Statutes (Residential Rental Tenure Zoning) Amendment Act, 2018***.
- ***Local Government Statutes (Housing Needs Reports) Amendment Act, 2018.***
 - Requires local governments to prepare housing needs reports and establishes legislation regarding information that a local government must collect for the purpose of preparing housing needs reports.
 - Will come into force through regulation.
- ***Local Government Statutes (Residential Rental Tenure Zoning) Amendment Act, 2018.***
 - Allows local governments to adopt zoning bylaw regulations that limits the form of tenure to residential rental tenure and further allows local governments to limit the form of residential rental tenure in relation to a specified number, portion or percentage of housing units in a building.

BACKGROUND

The Provincial Government has introduced two pieces of legislation that will amend the *Local Government Act (LGA)* and *Vancouver Charter*. Bill 18 – 2018 – *Local Government Statutes (Housing Needs Reports) Amendment Act, 2018* received Royal Assent on May 17, 2018. Bill 23 – 2018 – *Local Government Statutes (Residential Rental Tenure Zoning) Amendment Act, 2018* received Third Reading on May 14, 2018. The intent of the legislation is to provide local government with tools to promote more residential rental housing in British Columbia's tight rental market. The legislation requires local governments to assess the housing needs of their communities and provides a new tool to protect and encourage rental housing by providing local governments with the authority to apply residential rental tenure zoning regulations to properties.

DISCUSSION

Local Government Statutes (Housing Needs Reports) Amendment Act, 2018

The *Housing Needs Reports* amendment act requires local governments, unless it is exempted from the requirement, to prepare housing needs reports and establishes legislation regarding information a local government must collect for the purpose of preparing housing needs reports. The legislation stipulates that a local government must collect information on the demand for and supply of housing. Information collected by a local government must include: current and projected population; household income; significant economic sectors; number of housing units available; currently required and anticipated needs. Under the new legislation, a local government must receive a housing needs report at a public meeting no later than three (3) years after the date this legislation comes into force with subsequent housing needs reports no later than five (5) years after the date of the most recent report. The housing needs reports must be published by the local government on an internet site accessible to the public.

The legislation allows for some flexibility in housing needs report requirements. The Lieutenant Governor in Council is able to make regulations exempting a local government or class of local governments from housing needs report requirements, establish different classes of local government, and make different provisions for different local governments. Local governments are also exempted from the requirement to submit a "first" housing report within three (3) years if it adopted an interim housing needs report or substantially started an interim housing needs report.

Moving forward, regional district boards must consider the most recent housing needs report when developing, amending or considering a regional growth strategy. As well, regional district boards and municipal councils must consider the most recent housing needs report when developing an official community plan, amending an official community plan in relation to statements and map designations or when amending an official community plan in relation to housing policies. Some local governments, including the FVRD, already consider this type of information when creating policy documents.

Local Government Statutes (Residential Rental Tenure Zoning) Amendment Act, 2018

The *Residential Rental Tenure Zoning* amendment act, allows local governments to adopt a zoning bylaw limiting the form of tenure to residential rental and allows local governments to limit the form of residential rental tenure in relation to a specified number, portion or percentage of housing units in a building. If approved, local governments will be allowed to use a zoning bylaw to limit the form of residential tenure to rental within a zone where multi-family residential use is permitted. The legislation will allow a local government to zone undeveloped land for multi-family rental tenure and use its discretion to determine the quantity or proportion of rental housing to be developed on that land. As well, the legislation will allow the local government to decide if existing multi-family rental housing that is zoned as rental can be redevelopment for another use.

The principle of non-conforming use applies to the implementation of “residential rental tenure” zoning meaning that if a zoning bylaw limits the form of tenure to rental only, the other form of tenure continues as a non-conforming use. The non-conforming use continues if repair, extension or alteration of the building involves no further contravention of the bylaw, but if the repair, extension or alteration includes the construction of additional housing units, the additional housing units are subject to the new zoning bylaw. The legislation does allow the Lieutenant Governor in Council to make further regulations regarding non-conforming forms of tenure.

A local government’s adoption of the “residential rental tenure” zoning into a zoning bylaw will be optional. Therefore, the “residential rental tenure” zoning is simply a tool that a local government may choose to use to control building residential tenure.

Legislation Implications

The *Housing Needs Reports* amendment act and the *Residential Rental Tenure Zoning* amendment act require local governments to compile and report housing data and provide local governments with an additional tool to promote rental housing. The *Housing Needs Reports* will be a local government requirement whereas the *Residential Rental Tenure Zoning* is an optional tool available to local government to be used at its discretion. The *Housing Needs Reports* can play a beneficial role in local government decision making. Having access to housing needs data can provide local government with justification for implementation of residential rental tenure zoning.

The legislation provides local governments a sense of what is expected, but local governments require further clarity on the specifics of the legislation and regulations.

Clarity on the *Housing Needs Reports* amendment act will especially be helpful as the legislation indicates there is some flexibility in relation to the requirements, but no specifics. For example, more clarity on the requirements for different assigned classes of local governments will help determine the level of analysis required. Smaller and rural communities have access to far less data, such as vacancy rates, than larger urban centres.

The FVRD already analyzes and produces reports on housing data. The FVRD’s regional snapshot series on housing “Housing Demand and Affordability in the Fraser Valley Regional District” is a case in point.

Local governments will have to wait for further clarification on the form and content of the reports but it is anticipated the FVRD is well positioned to meet the requirements.

Clarity regarding the *Residential Rental Tenure Zoning* amendment act and its implementation impacts will need to be fleshed out further prior to local government's implementing such zoning. Impacts such as "down-zoning" properties may have financial implications to property owners looking to redevelop. Rental unit management issues will also arise, as many communities are not set up to manage an inventory of rental stock and it is unlikely BC Housing will step in to assist as they have differing business models.

As with most legislative amendments, unintended consequences play an integral role in how implementation is rolled out. The province will have to provide a best practices guide, or educational series to ensure local governments can implement changes effectively in their communities.

COST

There are no costs associated with this report.

CONCLUSION

The Provincial Government has given Royal Assent to legislation mandating local governments produce housing needs reports and given Third Reading to legislation providing local governments with a tool to adopt zoning bylaw regulations that limits the form of multi-family tenure to residential rental tenure. This is an initial staff report to inform the Board about the legislation. Staff will come back to Board with a follow up report of the specific implications of the legislation for the FVRD once further clarity is provided by the Province.

COMMENTS BY:

Alison Stewart, Manager of Strategic Planning

Reviewed and supported

Barclay Pitkethly, Director of Regional Programs

Reviewed and supported

Mike Veenbaas, Director of Financial Services

No further financial comments.

Paul Gipps, Chief Administrative Officer

Reviewed and supported

2018 Legislative Session: 3rd Session, 41st Parliament
THIRD READING

The following electronic version is for informational purposes only.
The printed version remains the official version.

Certified correct as passed Third Reading on the 14th day of May, 2018
Craig James, Clerk of the House

HONOURABLE SELINA ROBINSON
MINISTER OF MUNICIPAL AFFAIRS AND HOUSING

BILL 18 – 2018
LOCAL GOVERNMENT STATUTES
(HOUSING NEEDS REPORTS) AMENDMENT ACT, 2018

HER MAJESTY, by and with the advice and consent of the Legislative Assembly of the Province of British Columbia, enacts as follows:

PART 1 – LOCAL GOVERNMENT

Local Government Act

1 Section 429 of the Local Government Act, S.B.C. 2015, c. 1, is amended by adding the following subsection:

(2.1) Unless a board is exempted, or is in a class of local governments exempted, under section 585.11 *[application of this Division]*, the board must consider the most recent housing needs report the board received under section 585.31 *[when and how housing needs report must be received]*, and the housing information on which the report is based,

- (a) when developing a regional growth strategy,
- (b) when amending a regional growth strategy in relation to actions proposed under subsection (2) (c) (i) of this section, or
- (c) when considering a regional growth strategy under section 452 (2).

2 Section 473 is amended by adding the following subsection:

(2.1) Unless a local government is exempted, or is in a class of local governments exempted, under section 585.11 *[application of this Division]*, the local government must consider the most recent housing needs report the local government received under section 585.31 *[when and how housing needs report must be received]*, and the housing information on which the report is based,

- (a) when developing an official community plan,

- (b) when amending an official community plan in relation to statements and map designations under subsection (1) (a) of this section, or
- (c) when amending an official community plan in relation to housing policies under subsection (2) of this section.

3 The following Division is added to Part 14:

Division 22 – Housing Needs Reports

Definitions for this Division

585.1 (1) In this Division:

"applicable area" means

- (a) in relation to a municipality, the area of the municipality,
- (b) in relation to a regional district, the electoral areas in the regional district other than an area within the trust area, and
- (c) in relation to the trust, the local trust areas;

"local government" includes a local trust committee.

(2) The definitions in section 1 of the *Islands Trust Act* apply for the purposes of this Division.

Application of this Division

585.11 This Division applies to a local government unless the local government

- (a) is exempted by regulation, or
- (b) is in a class of local governments that is exempted by regulation.

Housing needs reports

585.2 A local government must prepare housing needs reports in accordance with this Division.

Collection of housing information

585.21 (1) Subject to the regulations, a local government must collect information in relation to the demand for and supply of housing for the applicable area of the local government for the purpose of preparing a housing needs report.

(2) For the purpose of subsection (1), a local government must collect the following:

- (a) statistical information about current and projected population;
- (b) statistical information about household income;
- (c) information about significant economic sectors;
- (d) information about currently available housing units and housing units that are anticipated to be available, including information about

types of housing units;

(e) any other prescribed information.

Content of housing needs report

585.3 A housing needs report must

- (a) be in a format prescribed by regulation, if any,
- (b) be based on the information collected under section 585.21, and
- (c) include the following, subject to the regulations, in relation to the applicable area for the local government:
 - (i) for each type of housing unit, the number of housing units required to meet current housing needs;
 - (ii) for each type of housing unit, the number of housing units required to meet anticipated housing needs for at least the next 5 years;
 - (iii) any other prescribed information.

When and how housing needs report must be received

585.31 (1) A local government must, by resolution, receive housing needs reports in accordance with this section.

(2) A local government must receive a housing needs report at a meeting that is open to the public.

(3) A local government must receive

- (a) the first housing needs report no later than 3 years after the date this section comes into force, and
- (b) every subsequent housing needs report no later than 5 years after the date that the most recent housing needs report was received.

Publication of housing needs report

585.4 As soon as practicable after a local government receives a housing needs report, the local government must publish the housing needs report on an internet site that is

- (a) maintained by the local government or authorized by the local government to be used for publishing the report, and
- (b) publicly and freely accessible.

Regulation-making powers

585.41 (1) In relation to this Division, the Lieutenant Governor in Council may make regulations referred to in section 41 of the *Interpretation Act*, including regulations respecting any matter for which regulations are contemplated by this Division.

(2) Without limiting subsection (1), the Lieutenant Governor in Council may make regulations as follows:

- (a) for the purposes of section 585.11 [*application of this Division*], exempting a local government or a class of local governments from this Division;
- (b) respecting information that must be collected under section 585.21 [*collection of housing information*], including, without limitation, in relation to the nature, level of detail and type of information that must be collected and prescribing the periods of time for which the information must be collected;
- (c) providing that information collected under section 585.21 may be collected only for parts of an applicable area and specifying those parts;
- (d) prescribing types of housing units;
- (e) providing that a housing needs report may include the matters described in section 585.3 (c) [*content of housing needs report*] only for parts of an applicable area and specifying those parts;
- (f) prescribing the format of a housing needs report;
- (g) prescribing when a housing needs report must be received by a local government if the local government was, but is no longer, exempt under section 585.11.

(3) In addition to any other variation authority that is specifically provided in this Act, a regulation that may be made by the Lieutenant Governor in Council under this section may

- (a) establish different classes of local governments, parts of an applicable area, matters, circumstances or other things,
- (b) make different provisions, including exceptions, for different classes referred to in paragraph (a), and
- (c) make different provisions, including exceptions, for different local governments, parts of an applicable area, matters, circumstances or things.

4 Section 1 of the Schedule is amended by adding the following definitions:

"housing information" means the housing information collected under section 585.21 [*collection of housing information*];

"housing needs report" means a housing needs report within the meaning of Division 22 of Part 14; .

Vancouver Charter

5 Section 2. of the Vancouver Charter, S.B.C. 1953, c. 55, is amended by adding the following definitions:

"housing information" means the housing information collected under section 574.2 [*collection of housing information*];

"housing needs report" means a housing needs report within the meaning of Division (6) of Part XXVII; .

6 The following heading is added before section 559.:

Division (1) – Interpretation .

7 The following heading is added before section 560.:

Division (2) – Planning and Development .

8 Section 561. is amended by adding the following subsection:

(3.1) The Council must consider the most recent housing needs report received by the Council under section 574.4, and the housing information on which the report is based,

- (a) when developing a development plan, or
- (b) when amending a development plan in relation to housing policies under subsection (3).

9 The heading before section 565. is repealed and the following substituted:

Division (3) – Zoning .

10 The heading before section 572. is repealed and the following substituted:

Division (4) – Board of Variance .

11 The heading before section 574. is repealed and the following substituted:

Division (5) – Advisory Planning Commission .

12 The following Division is added:

Division (6) – Housing Needs Reports

Housing needs reports

574 . 1 The Council must prepare housing needs reports in accordance with this Division.

Collection of housing information

574 . 2 (1) Subject to the regulations, the Council must collect information in relation to the demand for and supply of housing for the city for the purpose of preparing a housing needs report.

(2) For the purpose of subsection (1), the Council must collect

- (a) statistical information about current and projected population;

- (b) statistical information about household income;
- (c) information about significant economic sectors;
- (d) information about currently available housing units and housing units that are anticipated to be available, including information about types of housing units;
- (e) any other prescribed information.

Content of housing needs report

574.3 A housing needs report must

- (a) be in a format prescribed by regulation, if any,
- (b) be based on the information collected under section 574.2, and
- (c) include the following, subject to the regulations, in relation to the city:
 - (i) for each type of housing unit, the number of housing units required to meet current housing needs;
 - (ii) for each type of housing unit, the number of housing units required to meet anticipated housing needs for at least the next 5 years;
 - (iii) any other prescribed information.

When and how housing needs report must be received

574.4 (1) The Council must, by resolution, receive housing needs reports in accordance with this section.

(2) The Council must receive a housing needs report at a meeting that is open to the public.

(3) The Council must receive

- (a) the first housing needs report, subject to subsection (4), no later than 3 years after the date this section comes into force, and
- (b) every subsequent housing needs report no later than 5 years after the date that the most recent housing needs report was received.

(4) If,

- (a) within one year after this section comes into force, the Council
 - (i) submits a report to the minister that includes the information described in section 574.3 (c), and
 - (ii) applies in writing to the minister for a determination whether the report under paragraph (a) (i) of this subsection is an acceptable report, and
- (b) the minister notifies the Council that the minister considers that the report submitted under paragraph (a) (i) of this subsection is an acceptable report,

that report is the first housing needs report for the purposes of subsection (3) (a) of this section.

Publication of housing needs report

574.5 As soon as practicable after the Council receives a housing needs report, the Council must publish the housing needs report on an internet site that is publicly and freely accessible.

Regulations

574.6 (1) In relation to this Division, the Lieutenant Governor in Council may make regulations referred to in section 41 of the *Interpretation Act*, including regulations respecting any matter for which regulations are contemplated by this Division.

(2) Without limiting subsection (1), the Lieutenant Governor in Council may make regulations as follows:

- (a) respecting information that must be collected under section 574.2, including, without limitation, in relation to the nature, level of detail and type of information that must be collected and prescribing the periods of time for which the information must be collected;
- (b) prescribing types of housing units;
- (c) prescribing the format of a housing needs report.

PART 2 – TRANSITIONAL PROVISION

Transition – local government housing needs reports

13 (1) In this section:

"applicable area" means an applicable area as defined in section 585.1, added to the *Local Government Act* by this Act;

"housing needs report" means a housing needs report as defined in section 1 of the Schedule to the *Local Government Act* as amended by this Act;

"interim housing needs report" means a report that sets out the following for an applicable area:

- (a) for each type of housing unit, the number of housing units required to meet current housing needs;
- (b) for each type of housing unit, the number of housing units required to meet anticipated housing needs for the next 5 years;
- (c) any other prescribed information;

"local government" includes a local trust committee as defined in section 1 of the *Islands Trust Act*;

"publish" means publish on an internet site that is

(a) maintained by the local government or authorized by the local government to be used for this purpose, and

(b) publicly and freely accessible.

(2) Section 585.31 (3) (a) [*when and how housing needs report must be received*], added to the *Local Government Act* by this Act, does not apply to a local government if one of the following applies:

(a) on or after January 2, 2018 and before the date this section comes into force, the local government

(i) receives, by resolution, or adopts, by bylaw, at a meeting that is open to the public, an interim housing needs report, and

(ii) publishes the interim housing needs report;

(b) the local government

(i) substantially starts an interim housing needs report before the date this section comes into force,

(ii) receives, by resolution, or adopts, by bylaw, at a meeting that is open to the public, the interim housing needs report no later than one year after the date this section comes into force, and

(ii) publishes the interim housing needs report no later than one year after the date this section comes into force;

(c) within one year after this section comes into force, the local government

(i) submits an interim housing needs report to the minister,

(ii) applies in writing to the minister for a determination whether the interim housing needs report is an accepted report, and

(iii) the minister notifies the local government that the minister considers that the interim housing needs report is an acceptable report.

(3) For purposes of section 585.31 (3) (a), added to the *Local Government Act* by this Act, an interim housing needs report of a local government in relation to which

(a) the local government has taken the actions described in subsection

(2) (a) or (b) of this section, or

(b) the minister has provided notification under subsection (2) (c) of this section

is the first housing needs report.

(4) For the purposes of subsection (2) (b) of this section, the Lieutenant Governor in Council may prescribe criteria that a local government has to meet to establish that it has substantially started an interim report.

(5) The Lieutenant Governor in Council may make regulations for any matter for which regulations are contemplated by this section.

Commencement

14 The provisions of this Act referred to in column 1 of the following table come into force as set out in column 2 of the table:

Item	Column 1 Provisions of Act	Column 2 Commencement
1	Anything not elsewhere covered by this table	The date of Royal Assent
2	Sections 1 to 5	By regulation of the Lieutenant Governor in Council
3	Section 8	By regulation of the Lieutenant Governor in Council
4	Sections 12 and 13	By regulation of the Lieutenant Governor in Council

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2018 Legislative Session: 3rd Session, 41st Parliament
THIRD READING

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Certified correct as passed Third Reading on the 14th day of May, 2018
Craig James, Clerk of the House

HONOURABLE SELINA ROBINSON
MINISTER OF MUNICIPAL AFFAIRS AND HOUSING

BILL 23 – 2018
LOCAL GOVERNMENT STATUTES
(RESIDENTIAL RENTAL TENURE ZONING)
AMENDMENT ACT, 2018

HER MAJESTY, by and with the advice and consent of the Legislative Assembly of the Province of British Columbia, enacts as follows:

Local Government Act

1 Section 455 of the Local Government Act, S.B.C. 2015, c. 1, is amended by adding the following definitions:

"form of tenure" means the legal basis on which a person occupies a housing unit;

"housing cooperative" has the same meaning as in section 1 of the *Cooperative Association Act*;

"residential rental tenure" means a form of tenure as such form of tenure is defined by a local government in a zoning bylaw;

"strata corporation" has the same meaning as in section 1 of the *Strata Property Act*;

"strata lot" has the same meaning as in section 1 of the *Strata Property Act*; .

2 Section 466 (4) is amended by striking out "of any area, the notice must" and substituting "of any area or the residential rental tenure in any area, or limits the form of tenure to residential rental tenure in any area, the notice must".

3 Section 470 (1) (b) is repealed and the following substituted:

(b) alter and then adopt the bylaw, provided that the alteration does not

(i) do any of the following:

(A) alter the use;

- (B) increase the density;
- (C) without the owner's consent, decrease the density of any area from that originally specified in the bylaw, or
- (ii) alter the bylaw in relation to residential rental tenure in any area.

4 Section 479 (1) is amended by adding the following paragraph:

- (c.1) limit the form of tenure in accordance with section 481.1; .

5 The following sections are added:

Residential rental tenure

481.1 (1) A zoning bylaw may limit the form of tenure to residential rental tenure within a zone or part of a zone for a location in relation to which multi-family residential use is permitted.

(2) A limit under subsection (1) may limit the form of tenure to residential rental tenure in relation to a specified number, portion or percentage of housing units in a building.

Strata rental bylaws and housing cooperative rules

481.2 If a local government adopts a zoning bylaw that limits the form of tenure to residential rental tenure, the zoning bylaw in relation to residential rental tenure does not affect the following:

- (a) any lawful bylaw that a strata corporation may pass under Part 8 [Rentals] of the *Strata Property Act*;
- (b) any lawful rule that a housing cooperative may adopt in relation to the rental of housing.

6 Section 490 (3) is repealed and the following substituted:

- (3) A development permit must not
 - (a) vary the use or density of the land from that permitted in the bylaw except as authorized by section 491 (3) [variation in relation to health, safety or protection of property], or
 - (b) vary the application of a zoning bylaw in relation to residential rental tenure.

7 Section 498 (2) is amended by adding the following paragraph:

- (a.1) the application of a zoning bylaw in relation to residential rental tenure; .

8 The following Division is added to Part 14:

Division 14.1 – Non-conforming Form of Tenure

Non-conforming form of tenure: authority to continue tenure

535.1 (1) If, at the time a zoning bylaw that limits the form of tenure to residential rental tenure is adopted, a housing unit to which the bylaw applies has a form of tenure other than residential rental tenure, the other form of tenure continues as a non-conforming form of tenure.

(2) If, at the time a zoning bylaw that limits the form of tenure to residential rental tenure is adopted, a local government has issued a building permit or a development permit in relation to a building that will contain housing units to which the bylaw would otherwise apply, and the housing units have or may have a form of tenure other than residential rental tenure, the other form of tenure continues as a non-conforming form of tenure.

Non-conforming form of tenure: repair, extension and alteration

535.2 (1) Subject to subsection (2), if a non-conforming form of tenure is authorized, under section 535.1, to continue in relation to a housing unit in a building and the building is maintained, extended or altered, the non-conforming form of tenure continues if the repair, extension or alteration would, when completed, involve no further contravention of the bylaw than that existing at the time the repair, extension or alteration was started.

(2) If the repair, extension or alteration includes the construction of additional housing units, the additional housing units are subject to the zoning bylaw in relation to residential rental tenure.

Change in ownership, tenants or occupants in relation to form of tenure

535.3 For the purposes of this Division and subject to section 535.4, a change of owners, tenants or occupants of a housing unit does not, by reason only of the change, affect the authority to continue a non-conforming form of tenure of the housing unit.

Dissolution of strata corporations

535.4 If

- (a) a non-conforming form of tenure is authorized to continue under section 535.1 in relation to a housing unit in a building,
- (b) the building includes strata lots,
- (c) the strata corporation for the owners of the strata lots is wound up under Part 16 of the *Strata Property Act*, and
- (d) there is a disposition of all of the land and the building of that strata corporation,

the non-conforming form of tenure is no longer authorized to continue.

Regulation-making powers

535.5 (1) In relation to this Division, the Lieutenant Governor in Council may make regulations referred to in section 41 of the Interpretation Act.

(2) Without limiting subsection (1), the Lieutenant Governor in Council may make regulations respecting non-conforming forms of tenure, including, without limitation,

(a) regulations prescribing circumstances in which a non-conforming form of tenure is authorized, or is no longer authorized, to continue, and

(b) regulations in relation to when a non-conforming form of tenure is no longer authorized.

9 Section 542 (1) (c) is amended by adding the following subparagraph:

(vi) vary the application of an applicable bylaw in relation to residential rental tenure.

10 Section 610 (8) is repealed and the following substituted:

(8) Before entering into or amending a heritage revitalization agreement, a local government must hold a public hearing on the matter if the agreement or amendment would

(a) permit a change to the use or density of use that is not otherwise authorized by the applicable zoning of the property, or

(b) alter a zoning bylaw in relation to residential rental tenure as defined in section 455,

and, for these purposes, Division 3 [*Public Hearings on Planning and Land Use Bylaws*] of Part 14 applies.

11 Section 617 (4) is amended by adding the following paragraph:

(a.1) a zoning bylaw in relation to residential rental tenure as defined in section 455 may not be altered; .

Vancouver Charter

12 Section 559. of the Vancouver Charter, S.B.C. 1953, c. 55, is amended by adding the following definitions:

"form of tenure" means the legal basis on which a person occupies a housing unit;

"housing cooperative" has the same meaning as in section 1 of the *Cooperative Association Act*;

"residential rental tenure" means a form of tenure as such form of tenure is defined in a zoning by-law;

"strata corporation" has the same meaning as in section 1 of the *Strata Property Act*;

"strata lot" has the same meaning as in section 1 of the *Strata Property Act*; .

13 Section 565. (1) is amended by adding the following paragraph:

(b.1) limiting the form of tenure in accordance with section 565.01; .

14 The following sections are added:

Residential rental tenure

565 . 01 (1) A zoning by-law may limit the form of tenure to residential rental tenure within a district or zone or part of a district or zone for a location in relation to which multi-family residential use is permitted.

(2) A limit under subsection (1) may limit the form of residential rental tenure in relation to a specified number, portion or percentage of housing units in a building.

Strata rental bylaws and housing cooperative rules

565 . 02 If the Council adopts a zoning by-law that limits the form of tenure to residential rental tenure, the zoning by-law in relation to residential rental tenure does not affect the following:

(a) any lawful bylaw that a strata corporation may pass under Part 8 [*Rentals*] of the *Strata Property Act*;

(b) any lawful rule that a housing cooperative may adopt in relation to rental of housing.

15 The following sections are added:

Non-compliant form of tenure

568 . 1 (1) If, at the time a zoning by-law that limits the form of tenure to residential rental tenure is adopted, a housing unit to which the by-law applies has a form of tenure other than residential rental tenure, the other form of tenure continues as a non-compliant form of tenure.

(2) If, at the time a zoning by-law that limits the form of tenure to residential rental tenure is adopted, the Council has issued a building permit or a development permit in relation to a building that will contain housing units to which the by-law would otherwise apply, and the housing units have or may have a form of tenure other than residential rental tenure, the other form of tenure continues as a non-compliant form of tenure.

Non-compliant form of tenure: repair, extension and alteration

568 . 2 (1) Subject to subsection (2), if a non-compliant form of tenure is authorized, under section 568.1, to continue in relation to a housing unit in a building and the building is maintained, extended or altered, the non-compliant form of tenure continues if the repair, extension or alteration would, when completed, involve no

further contravention of the by-law than that existing at the time the repair, extension or alteration was started.

(2) If the repair, extension or alteration includes the construction of additional housing units, the additional housing units are subject to the zoning by-law in relation to residential rental tenure.

Change in ownership, tenants or occupants in relation to form of tenure

568.3 For the purposes of this Division and subject to section 568.4, a change of owners, tenants or occupants of a housing unit does not, by reason only of the change, affect the authority to continue a non-compliant form of tenure of the housing unit.

Dissolution of strata corporations

568.4 If

- (a) a non-compliant form of tenure is authorized to continue under section 568.1 in relation to a housing unit in a building,
- (b) the building includes strata lots,
- (c) the strata corporation for the owners of the strata lots is wound up under Part 16 of the *Strata Property Act*, and
- (d) there is a disposition of all of the land and the building of that strata corporation,

the non-compliant form of tenure is no longer authorized to continue.

16 The following section is added:

Regulations

571E (1) In relation to this Division, the Lieutenant Governor in Council may make regulations referred to in section 41 of the *Interpretation Act*.

(2) Without limiting subsection (1), the Lieutenant Governor in Council may make regulations respecting non-compliant forms of tenure, including, without limitation,

- (a) regulations prescribing circumstances in which a non-compliant form of tenure is authorized, or is no longer authorized, to continue, and
- (b) regulations in relation to when a non-compliant form of tenure is no longer authorized.

17 Section 573. is amended by adding the following subsection:

(2.2) The Board shall not allow an appeal about a zoning by-law in relation to residential rental tenure.

18 Section 592. (8) is repealed and the following substituted:

(8) The Council must hold a public hearing on the matter before entering into or amending a heritage revitalization agreement if the agreement or amendment would

(a) permit a change to the use or density of use that is not otherwise authorized by the applicable zoning of the property, or

(b) alter a zoning by-law in relation to residential rental tenure as defined in section 559,

and, for these purposes, section 566 applies.

19 Section 597. (3.1) is amended by adding the following paragraph:

(a.1) a zoning by-law in relation to residential rental tenure as defined in section 559 may not be altered; .

Commencement

20 This Act comes into force on the date of Royal Assent.

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To: Regional and Corporate Services Committee

Date: 2018-06-12

From: David Urban, Manager of Outdoor Recreation Planning

File No: 6120-01-General

Subject: Annual Operating Schedule for Provincial Parks within the Fraser Valley Regional District

RECOMMENDATION

THAT the Fraser Valley Regional District Board write a letter to BC Parks seeking clarification on the operating periods for the Provincial Parks within the region experiencing high visitation and request that, at a minimum, both Alexandra Bridge Provincial Park and Bridal Falls Provincial Park extend their operating periods.

STRATEGIC AREA(S) OF FOCUS

Support Environmental Stewardship
Foster a Strong & Diverse Economy
Support Healthy & Sustainable Community
Provide Responsive & Effective Public Services

PRIORITIES

Priority #4 Tourism
Priority #5 Outdoor Recreation

BACKGROUND

At last month's Regional and Corporate Services Committee meeting, a discussion ensued about asking the Province to extend their operating periods for both Alexandra Bridge Provincial Park and Bridal Falls Provincial Park for the benefit of the public since both parks are popular destinations in the off-season. As the discussion continued, there was consensus further research was needed as to the operating periods for the more popular provincial park to better inform the Board's request to the Province.

DISCUSSION

A review of the more popular provincial park webpages in the region was conducted to identify operating dates for each park. Unfortunately, this information was not listed for all parks. With help from BC Parks, all but Alexandra Bridge Provincial Park operation dates were confirmed. The annual operating schedules for key provincial parks within the Fraser Valley Regional District are listed in the table below.

Provincial Park	Location	Operating Period
Alexandra Bridge Provincial Park	Electoral Area A	Unconfirmed
Bridal Veil Falls Provincial Park	Electoral Area D	April 1 to October 8
Chilliwack Lake Provincial Park	Electoral Area E	April 1 to October 8
Coquihalla Canyon Provincial Park	Electoral Area B	April 1 to October 31
Cultus Lake Provincial Park	Electoral Area H	Year round
Emory Creek Provincial Park	Electoral Area B	May 1 to October 31
Kilby Provincial Park	District of Kent	Year round
Manning Provincial Park	Electoral Area B	Year round
Nahatlatch Provincial Park	Electoral Area A	May 1 to October 31
Rolley Lake Provincial Park	District of Mission	March 29 to October 8
Sasquatch Provincial Park	District of Kent, EA B & C	Year round
Silver Lake Provincial Park	Electoral Area B	April 27 to October 8
Skagit Valley Provincial Park	Electoral Area B	April 27 to October 8

For comparison Shannon Falls Provincial Park in the Sea-to-Sky corridor dates and hours of operation are as follows:

March 15 to May 7 - 7:00 am to 9:00 pm

May 8 to September 15 - 7:00 am to 10:00 pm

September 16 to October 15 - 7:00 am to 9:00 pm

October 16 to March 14 – 24 hours a day

COST

Not applicable.

CONCLUSION

Based on the information available, there appears to be quite the variation in the operating dates for provincial parks in the region. With outdoor recreation gaining popularity throughout the region and demand for visitations to the Provincial Park network, now appears to be a good opportunity to begin the discussion with the province about extending certain park operating dates for the benefit of the residents of British Columbia and visitors from abroad.

COMMENTS BY:

Barclay Pitkethly, Director of Regional Programs Reviewed and supported

Mike Veenbaas, Director of Financial Services No further financial comment.

Paul Gipps, Chief Administrative Officer Reviewed and supported