



# City of Richmond

## Report to Committee

**To:** General Purposes Committee **Date:** February 1, 2018  
**From:** Serena Lusk **File:** 06-2270-01/2018-Vol 01  
 General Manager, Community Services  
**Re:** **Consent to Metro Vancouver Regional District Regional Parks Service Amending Bylaw No. 1255, 2017**

### Staff Recommendation

1. That the adoption of Metro Vancouver Regional District Regional Parks Service Amending Bylaw No. 1255, 2017, be approved by providing consent on behalf of the electors of the City of Richmond, as detailed in the staff report titled "Consent to Metro Vancouver Regional District Regional Parks Service Amending Bylaw No. 1255, 2017, dated February 1, 2018, from the General Manager, Community Services.
2. That the Metro Vancouver Regional District be informed by letter of the foregoing recommendation, as detailed in the staff report titled "Consent to Metro Vancouver Regional District Regional Parks Service Amending Bylaw No. 1255, 2017, dated February 1, 2018, from the General Manager, Community Services.

Serena Lusk  
 General Manager, Community Services  
 (604-233-3344)

Att. 1

REPORT CONCURRENCE		
<b>ROUTED TO:</b> City Clerk	<b>CONCURRENCE</b> <input checked="" type="checkbox"/>	<b>CONCURRENCE OF GENERAL MANAGER</b> 
<b>REVIEWED BY STAFF REPORT / AGENDA REVIEW SUBCOMMITTEE</b>	<b>INITIALS:</b> CS	<b>APPROVED BY CAO</b> 

## Staff Report

### Origin

At its January 26, 2018, regular meeting, the Board of Directors of the Metro Vancouver Regional District (Metro Vancouver) gave second and third readings to the “Metro Vancouver Regional District Regional Parks Service Amending Bylaw No. 1255, 2017” (Regional Parks Service Amending Bylaw No. 1255), and directed its staff to seek consent of at least two-thirds of its participants, of which the City of Richmond is one, for the Regional Parks Service Amending Bylaw No. 1255, which seeks to implement the following:

*To amend the service area to remove Abbotsford as a participant in the regional park function; and following that, forward the Bylaw to the Inspector of Municipalities for approval.*

On January 31, 2018, the City received a letter from the Metro Vancouver requesting the Council’s consent to that effect (Attachment 1).

This report responds to the above request.

This report supports Council’s 2014-2018 Term Goal #5 Partnerships and Collaboration:

*Continue development and utilization of collaborative approaches and partnerships with intergovernmental and other agencies to help meet the needs of the Richmond community.*

- 5.1. Advancement of City priorities through strong intergovernmental relationships.*
- 5.2. Strengthened strategic partnerships that help advance City priorities.*

### Findings of Fact

#### Metro Vancouver Regional District

In 1967, the Vancouver Fraser Park District was formed, with the District of Matsqui serving as one of its early participants. In 1972, the Vancouver Fraser Park District’s regional parks function was transferred to the Greater Vancouver Regional District, which is now known as the Metro Vancouver Regional District.

In 1995, the District of Matsqui amalgamated with the District of Abbotsford, and was incorporated as the City of Abbotsford. In 2005, the Metro Vancouver Board adopted the “Greater Vancouver Regional District Regional Parks Service Conversion and Amendment Bylaw No. 1024, 2005” to amend Metro Vancouver’s participating areas to include the area within the boundaries of the former District of Abbotsford, whereby the City of Abbotsford became a full participant in the Metro Vancouver regional parks function.

## City of Abbotsford

The City of Abbotsford is currently a participant in the Metro Vancouver regional parks function, but is unique in that it is physically located within the boundaries of the Fraser Valley Regional District (FVRD). As such, it is not a member of the Metro Vancouver Board, and has no representation beyond the Metro Vancouver Regional Parks Standing Committee for the purpose of participating on items related to regional parks. For all other regional services, the City of Abbotsford is a member of the FVRD, and has political representation on the FVRD Board of Directors.

## **Analysis**

### Background

On November 28, 2014, the Metro Vancouver Board received a report titled “Regional Parks Service Review,” and approved 23 report recommendations that addressed the purpose of regional parks, the service area, parkland acquisition, park development and service operations. These recommendations helped guide Metro Vancouver’s updates to its 2011 “Regional Park Plan”. As a result of the recommendations, Metro Vancouver and the City of Abbotsford began to examine the boundaries of the service area and discuss the potential withdrawal of the City of Abbotsford from Metro Vancouver’s regional parks function, which would enable it to explore potential regional park partnerships within the FVRD.

Metro Vancouver agreed to transfer all interests in parkland within the boundaries of Abbotsford to the City of Abbotsford, with the exception of Aldergrove Regional Park. This park, which is a 280-hectare park overlapping the border between the Township of Langley (within Metro Vancouver) and the City of Abbotsford (within the FVRD), receives over 428,000 visits annually - approximately 75 per cent of which are made by residents of Metro Vancouver. As it would be prudent for a single local government to manage the park, and the majority of visitors originate from Metro Vancouver, the parties agreed that Metro Vancouver would be best suited to continue to own and operate Aldergrove Regional Park.

In order for Metro Vancouver to own and operate a park that is partially outside its geographic boundaries, however, an Order in Council from the Province of British Columbia is required to authorize this extraterritorial jurisdiction without compelling the City of Abbotsford to be a participant in the Metro Vancouver regional parks function.

### Withdrawal Process and Participant Consent Request

On November 24, 2017, the Metro Vancouver Board approved the terms for the withdrawal of the City of Abbotsford as a participant in the Metro Vancouver Regional Parks Service, and gave first reading to the Regional Parks Service Amending Bylaw No. 1255. As part of the process, the Regional Parks Service Amending Bylaw No. 1255 was forwarded to the Ministry of Municipal Affairs and Housing for preliminary consideration of the elements necessary to implement the multi-pronged process of service withdrawal.

On January 26, 2018, the Metro Vancouver Board gave second and third readings to the Regional Parks Service Amending Bylaw No. 1255. In order to facilitate the withdrawal of the City of Abbotsford from the Metro Vancouver regional park function, and assist the City of Abbotsford with its transition into a regional parks function within the FVRD, Metro Vancouver must obtain consent for the Regional Parks Service Amending Bylaw No. 1255 from two-thirds of its participants. If such consent is obtained, the Regional Parks Service Amending Bylaw No. 1255 will be forwarded to the Inspector of Municipalities for approval, with the expectation that the bylaw can be considered for adoption at Metro Vancouver's March 23, 2018, Board meeting.

#### Implementation of Regional Parks Service Amending Bylaw No. 1255

If the Regional Parks Service Amending Bylaw No. 1255 is adopted, Metro Vancouver will:

1. Amend the "Greater Vancouver Regional District Regional Parks Service Conversion and Amendment Bylaw No. 1024, 2005," by removing the City of Abbotsford as a service area participant;
2. Obtain a Provincial Order in Council permitting Metro Vancouver to own and operate parkland outside of its geographic boundaries;
3. Approve a Parkland Disposition Bylaw that will initiate an Alternative Approval Process to facilitate the transfer of the following regional parkland and built assets from Metro Vancouver to the City of Abbotsford:
  - a. Matsqui Trail Regional Park;
  - b. Sumas Mountain Inter-Regional Park; and
  - c. the eastern portion of Glen Valley Regional Park (referred to as Poplar Bar and Duncan Bar), including Crescent Island; and
4. Make a one-time payment of \$1,050,000 to the City of Abbotsford from the Metro Vancouver Regional Park Reserve Funds, which consists of:
  - a. \$650,000 that represents 3.2 per cent of the Regional Parks Reserve Funds as of December 31, 2016, which constitutes the City of Abbotsford's proportional share of the funds; and
  - b. \$400,000 in transitional operating funds, representing approximately one year of operating costs for Matsqui Trail Regional Park, Sumas Mountain Inter-Regional Park, and the City of Abbotsford's portion of Glen Valley Regional Park.

#### Financial Implications

If the Regional Parks Service Amending Bylaw No. 1255 is approved, Metro Vancouver's 2018 Annual Budget and 2018-2022 Financial Plan will be amended to reduce the operating budget by

the operation and maintenance costs for Matsqui Trail Regional Park, Sumas Mountain Inter-Regional Park, and the City of Abbotsford's portion of Glen Valley Regional Park for the remainder of 2018. The City of Abbotsford's allocation of costs associated with the rest of Metro Vancouver's parkland will be reapportioned among the remaining regional park participants.

On behalf of the City of Abbotsford, the FVRD will reimburse Metro Vancouver for the City of Abbotsford's allocated costs for participating in the Metro Vancouver regional parks function from January 1, 2018, to the date the Regional Parks Service Amending Bylaw No. 1255 is approved, which is anticipated to be March 23, 2018.

**Financial Impact**

None.

**Conclusion**

As a result of recommendations made in Metro Vancouver's 2014 "Regional Parks Service Review," Metro Vancouver and the City of Abbotsford examined options to amend the boundaries of the service area and facilitate the City of Abbotsford's withdrawal from Metro Vancouver's regional parks function.

The City of Richmond's consent to "Metro Vancouver Regional District Regional Parks Service Amending Bylaw No. 1255, 2017" will assist Metro Vancouver in meeting the objectives set out in its 2011 "Regional Park Plan," which includes goals and strategies, framework for park interpretation and stewardship program, land acquisition, and park classification.



Beayue Louie  
Park Planner  
(604-244-1293)

Att. 1: Letter to the City of Richmond from the Metro Vancouver Regional District requesting consent to the Metro Vancouver Regional District Regional Parks Service Amending Bylaw No. 1255, 2017, received January 31, 2018

JAN 31 2018

*Board and Information Services, Legal and Legislative Services*  
Tel. 604 432.6250 Fax 604 451.6686

File: CR-12-01  
Ref: RDP 2018 Jan 26

David Weber, Director of City Clerks Office  
City of Richmond  
6911 No. 3 Road  
Richmond, BC V6Y 2C1

Dear Mr. Weber:

**Re: Consent to Metro Vancouver Regional Parks Service Amendment Bylaw No. 1255**

At its January 26, 2018 regular meeting, the Board of Directors of the Metro Vancouver Regional District (Metro Vancouver) gave three readings to *Metro Vancouver Regional District Regional Parks Service Amending Bylaw No. 1255, 2017*; directed staff to seek consent of at least 2/3 of the participants to amend the service area to remove Abbotsford as a participant in the regional park function; and following that, forward the Bylaw to the Inspector of Municipalities for approval.

Section 346 of the *Local Government Act* applies to municipal participating area approval and therefore a council may give participating area approval by consenting on behalf of the electors to the adoption of the Bylaw.

I respectfully ask that this matter be included on Council agenda. A sample resolution is set out below for your convenience:

“The Council of \_\_\_\_\_ approves adoption of *Metro Vancouver Regional District Regional Parks Service Amending Bylaw No. 1255, 2017* by providing consent on behalf of the electors.”

A response, including Council resolution, to my attention by February 9, 2018 is appreciated. Should you have questions or need clarification, I can be reached at 604.432.6338 or by email at [chris.plagnol@metrovancover.org](mailto:chris.plagnol@metrovancover.org).

Yours truly,



Chris Plagnol  
Corporate Officer

CP/kh

Encl: Metro Vancouver Regional District Regional Parks Service Amending Bylaw No. 1255, 2017  
Regional Parks Service Amendment Bylaw No 1255, dated January 11, 2018

24364741

**METRO VANCOUVER REGIONAL DISTRICT  
BYLAW NO. 1255, 2017**

A Bylaw to Amend Greater Vancouver Regional District  
Regional Parks Service Conversion and Amendment Bylaw No. 1024, 2005

**BACKGROUND:**

- A. By Division V of Letters Patent issued January 13, 1972, as amended by further Supplementary Letters Patent, Metro Vancouver Regional District was granted the function of regional parks (the “**Regional Parks Service**”), and the participating areas for the Regional Parks Service were deemed to include not only Metro Vancouver Regional District member municipalities, but also member municipalities of the former Vancouver-Fraser Park District;
- B. One of the member municipalities of the former Vancouver-Fraser Park District was the former District of Matsqui, which was not within the boundaries of the MVRD;
- C. On January 1, 1995, the former District of Matsqui and the former District of Abbotsford were incorporated as the City of Abbotsford;
- D. On July 25, 2005, the Board of Directors of the Metro Vancouver Regional District adopted “Greater Vancouver Regional District Regional Parks Service Conversion and Amendment Bylaw No. 1024, 2005”, a bylaw to convert the Regional Parks Service and to amend the participating areas to include the area within the boundaries of the former District of Abbotsford, such that the whole of the City of Abbotsford became a municipal participating area for the Regional Parks Service;
- E. The City of Abbotsford has consented to an amendment to the “Greater Vancouver Regional District Regional Parks Service Conversion and Amendment Bylaw No. 1024, 2005”, to remove the City of Abbotsford as a participating area from the Regional Parks Service;
- F. The Board of Directors of the Metro Vancouver Regional District wishes to amend “Greater Vancouver Regional District Regional Parks Service Conversion and Amendment Bylaw No. 1024, 2005”;
- G. The Metro Vancouver Regional District has obtained the approval of the Lieutenant Governor in Council to the continued operation of the Regional Parks Service outside the boundaries of the MVRD; and
- H. Two-thirds of the participants in the Regional Parks Service have consented to the adoption of this Bylaw to amend the “Greater Vancouver Regional District Parks Service Conversion and Amendment Bylaw No. 1024, 2005”.



**NOW THEREFORE** the Board of Directors of the Metro Vancouver Regional District, in open meeting assembled, enacts as follows:

1. The Greater Vancouver Regional District Regional Parks Service Conversion and Amendment Bylaw No. 1024, 2005 (the "Bylaw") is hereby amended as follows:
  - a) By deleting section 2 of the Bylaw; and
  - b) In section 3 of the Bylaw, by striking the phrase "City of Abbotsford" in its entirety.
2. This bylaw may be cited as "Metro Vancouver Regional District Regional Parks Service Amending Bylaw No. 1255, 2017".

READ A FIRST TIME THIS 24<sup>th</sup> day of November, 2017.

READ A SECOND TIME THIS 26 day of January, 2018.

READ A THIRD TIME THIS 26 day of January, 2018.

APPROVED BY THE INSPECTOR OF MUNICIPALITIES THIS \_\_\_\_\_ day of \_\_\_\_\_, 2018.

PASSED AND FINALLY ADOPTED THIS \_\_\_\_\_ day of \_\_\_\_\_, 2018.

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

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

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To: MVRD Board

From: Chris Plagnol, Corporate Officer

Date: January 11, 2018 Meeting Date: January 26, 2018

Subject: **Regional Parks Service Amendment Bylaw No. 1255**

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**RECOMMENDATION**

That the MVRD Board:

- a) give second and third reading to *Metro Vancouver Regional District Regional Parks Service Amending Bylaw No. 1255, 2017*; and
  - b) direct staff to seek consent of at least 2/3 of the participants to amend the service area to remove Abbotsford as a participant in the regional park function, and following that, forward the *Metro Vancouver Regional District Regional Parks Service Amending Bylaw No. 1255, 2017* to the Inspector of Municipalities for approval.
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**PURPOSE**

To consider second and third reading of the *Metro Vancouver Regional District Regional Parks Service Amending Bylaw No. 1255, 2017* and to direct staff to seek consent of at least 2/3 of the participants in the regional parks function in relation to the withdrawal of the City of Abbotsford as a participant.

**BACKGROUND**

On November 24, 2017, the MVRD Board approved the terms for the withdrawal of the City of Abbotsford as a participant in the MVRD Regional Parks Service, and gave first reading to the *Metro Vancouver Regional District Regional Parks Service Amending Bylaw No. 1255, 2017*. Even though this Amending Bylaw had only received first reading, it was subsequently forwarded to the Ministry of Municipal Affairs and Housing for its preliminary consideration in concert with the other elements associated with the multi-pronged process of the service withdrawal.

As indicated above, consideration of this proposed Bylaw is one of several requirements associated with the withdrawal of the City of Abbotsford from the MVRD Regional Parks Service. The attached report, considered by the Board at its meeting of November 24, 2017, provides background on various elements of Abbotsford's withdrawal from the service (Attachment 2).

**MVRD REGIONAL PARKS AMENDING BYLAW**

The adoption of a bylaw to amend the *Greater Vancouver Regional District Regional Parks Service Conversion and Amendment Bylaw No. 1024, 2005* is required to facilitate the withdrawal of the City of Abbotsford from the Metro Vancouver Regional Parks function. If approved, the Amending Bylaw will amend the participants in the service area by removing the City of Abbotsford as a participant under section 2 and section 3 of Conversion Bylaw 1024.

The Amending Bylaw is before the Board for second and third reading. Once third reading is given, the Amending Bylaw will be circulated to all service area participants (which includes the City of Abbotsford) to obtain their consent to the adoption of the Bylaw. Two-thirds consent of participants is required before the Amending Bylaw can be considered for adoption. Once consent is obtained, the Amending Bylaw will be forwarded to the Inspector of Municipalities for approval with the

expectation that the Amending Bylaw can be considered for adoption at the March 23, 2018 Board meeting.

#### **ALTERNATIVES**

1. That the MVRD Board:
  - a) give second and third reading to *Metro Vancouver Regional District Regional Parks Service Amending Bylaw No. 1255, 2017*; and
  - b) direct staff to seek consent of at least 2/3 of the participants to amend the service area to remove Abbotsford as a participant in the regional park function, and following that, forward the *Metro Vancouver Regional District Regional Parks Service Amending Bylaw No. 1255, 2017* to the Inspector of Municipalities for approval.
2. That the MVRD Board receive for information the report dated January 11, 2018, titled "Regional Parks Service Amendment Bylaw No. 1255" and provide alternate direction.

#### **FINANCIAL IMPLICATIONS**

If the Board approves alternative one, and as outlined in Attachment 2, the financial implications include a reduction the Annual Budget and Financial Plan, a reimbursement from the Fraser Valley Regional District for the City of Abbotsford's allocated costs of participating in the MVRD regional parks function for 2018, and a one-time payment by Metro Vancouver to the City of Abbotsford representing the proportional return of Park Reserve Fund contributions.

If the Board does not approve the Amending Bylaw, the City of Abbotsford will remain as a participant in the MVRD Regional Parks function which will include the associated financial implications.

#### **SUMMARY / CONCLUSION**

The MVRD Board approved the terms for the withdrawal of the City of Abbotsford as a participant in the MVRD Regional Parks Service. This change to the service area requires an amendment to the *Greater Vancouver Regional District Regional Parks Service Conversion and Amendment Bylaw No. 2014, 2005* to amend service area participants. This report brings forward the associated Amending Bylaw to facilitate this service withdrawal for consideration by the Board. Staff recommend Alternative One.

#### **Attachments:**

1. Metro Vancouver Regional District Regional Parks Service Amending Bylaw No. 1255, 2017
2. Report dated November 21, 2017, titled "Regional Parks Service Amendment Bylaw No. 1255"

24157931

METRO VANCOUVER REGIONAL DISTRICT  
BYLAW NO. 1255, 2017

A Bylaw to Amend Greater Vancouver Regional District  
Regional Parks Service Conversion and Amendment Bylaw No. 1024, 2005

**BACKGROUND:**

- A. By Division V of Letters Patent issued January 13, 1972, as amended by further Supplementary Letters Patent, Metro Vancouver Regional District was granted the function of regional parks (the “**Regional Parks Service**”), and the participating areas for the Regional Parks Service were deemed to include not only Metro Vancouver Regional District member municipalities, but also member municipalities of the former Vancouver-Fraser Park District;
- B. One of the member municipalities of the former Vancouver-Fraser Park District was the former District of Matsqui, which was not within the boundaries of the MVRD;
- C. On January 1, 1995, the former District of Matsqui and the former District of Abbotsford were incorporated as the City of Abbotsford;
- D. On July 25, 2005, the Board of Directors of the Metro Vancouver Regional District adopted “Greater Vancouver Regional District Regional Parks Service Conversion and Amendment Bylaw No. 1024, 2005”, a bylaw to convert the Regional Parks Service and to amend the participating areas to include the area within the boundaries of the former District of Abbotsford, such that the whole of the City of Abbotsford became a municipal participating area for the Regional Parks Service;
- E. The City of Abbotsford has consented to an amendment to the “Greater Vancouver Regional District Regional Parks Service Conversion and Amendment Bylaw No. 1024, 2005”, to remove the City of Abbotsford as a participating area from the Regional Parks Service;
- F. The Board of Directors of the Metro Vancouver Regional District wishes to amend “Greater Vancouver Regional District Regional Parks Service Conversion and Amendment Bylaw No. 1024, 2005”;
- G. The Metro Vancouver Regional District has obtained the approval of the Lieutenant Governor in Council to the continued operation of the Regional Parks Service outside the boundaries of the MVRD; and
- H. Two-thirds of the participants in the Regional Parks Service have consented to the adoption of this Bylaw to amend the “Greater Vancouver Regional District Parks Service Conversion and Amendment Bylaw No. 1024, 2005”.

**NOW THEREFORE** the Board of Directors of the Metro Vancouver Regional District, in open meeting assembled, enacts as follows:

1. The Greater Vancouver Regional District Regional Parks Service Conversion and Amendment Bylaw No. 1024, 2005 (the "Bylaw") is hereby amended as follows:
  - a) By deleting section 2 of the Bylaw; and
  - b) In section 3 of the Bylaw, by striking the phrase "City of Abbotsford" in its entirety.
2. This bylaw may be cited as "Metro Vancouver Regional District Regional Parks Service Amending Bylaw No. 1255, 2017".

READ A FIRST TIME THIS 24<sup>th</sup> day of November, 2017.

READ A SECOND TIME THIS \_\_\_\_\_ day of \_\_\_\_\_, 2018.

READ A THIRD TIME THIS \_\_\_\_\_ day of \_\_\_\_\_, 2018.

APPROVED BY THE INSPECTOR OF MUNICIPALITIES THIS \_\_\_\_\_ day of \_\_\_\_\_, 2018.

PASSED AND FINALLY ADOPTED THIS \_\_\_\_\_ day of \_\_\_\_\_, 2018.

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

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

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To: MVRD Board

From: Carol Mason, Commissioner/Chief Administrative Officer

Date: November 21, 2017 Meeting Date: November 24, 2017

Subject: **Regional Parks Service Amendment Bylaw No. 1255**

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**RECOMMENDATION**

That the MVRD Board:

- a) approve the terms and conditions for the withdrawal of the City of Abbotsford as a participant in the *Greater Vancouver Regional District Regional Parks Service Conversion and Amendment Bylaw No. 2014, 2005*, as presented in the report dated November 21, 2017, titled "Regional Parks Service Amendment Bylaw No. 1255", and including a one-time financial payment of \$1,050,000 to the City of Abbotsford from MVRD Regional Park Reserve Funds to be paid upon adoption of *Metro Vancouver Regional District Regional Parks Service Amending Bylaw No. 1255, 2017*;
- b) give first reading to *Metro Vancouver Regional District Regional Parks Service Amending Bylaw No. 1255, 2017*; and
- c) forward the draft Order in Council included in Attachment 2 of the report dated November 21, 2017, titled "Regional Parks Service Amendment Bylaw No. 1255" for consideration by the Province of British Columbia to permit Metro Vancouver to own and operate a park that is partially outside its geographic boundaries despite the provisions of s.333(4) of the *Local Government Act*.

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**PURPOSE**

To consider first reading of the *Metro Vancouver Regional District Regional Parks Service Amending Bylaw No. 1255, 2017* that will initiate the withdrawal of the City of Abbotsford as a participant in the regional parks function and to seek an Order in Council from the Province of British Columbia to permit Metro Vancouver to own and operate parkland outside of its service area boundaries.

**BACKGROUND**

On November 28, 2014 the MVRD Board received the report titled "Regional Parks Service Review" and approved 23 recommendations contained in the report addressing the purpose of regional parks, the service area, parkland acquisition, park development and service operations. Outcomes of the service review guided updates to the 2011 *Regional Park Plan* including goals and strategies, framework for park interpretation and stewardship program, land acquisition and park classification.

Following Board adoption of the report recommendations, discussions were initiated between Metro Vancouver and the City of Abbotsford that examined the boundaries of the service area and explored consideration of the potential withdrawal of the City of Abbotsford from the MVRD regional parks function. These discussions also opened up opportunities for the City of Abbotsford to enter into discussions with the Fraser Valley Regional District (FVRD) and explore potential regional park partnerships within the FVRD.

An agreement has now been reached between Metro Vancouver and the City of Abbotsford that will facilitate its withdrawal from the MVRD park function and transition into a regional parks function within the FVRD. This report brings forward the associated Amending Bylaw and Order in Council request to facilitate this service withdrawal for consideration by the Board.

#### **CITY OF ABBOTSFORD PARTICIPATION IN REGIONAL PARKS**

The District of Matsqui was an early participant in the regional parks function which was formed in 1967 as the "Vancouver Fraser Parks District". The regional parks function was transferred to the MVRD (previously 'GVRD') through Supplementary Letters Patent in 1972. The District of Matsqui amalgamated with the City of Abbotsford in 1995 and in 2005 the City of Abbotsford became a full participant in the regional parks function through Conversion Bylaw No. 1024.

The City of Abbotsford is currently a participant in the MVRD Regional Parks function as authorized under the *Greater Vancouver Regional District Regional Parks Service Conversion and Amendment Bylaw No. 2014, 2005*. The participation of the City of Abbotsford in the Metro Vancouver regional parks function is unique in this region as the municipality is physically located within the boundaries of the Fraser Valley Regional District, and is not within the Metro Vancouver Regional District boundaries. As such, the City of Abbotsford is not a member of the Metro Vancouver Regional District Board, except for the purposes of regional parks. For all other regional services, the City of Abbotsford is a member of the Fraser Valley Regional District and has political representation on the FVRD Board of Directors.

The City of Abbotsford is represented on the Metro Vancouver Regional Parks Standing Committee which meets monthly and attends MVRD Board meetings once per month to vote on regional parks items being considered by the Board.

#### **MVRD REGIONAL PARKS AMENDING BYLAW**

The adoption of a bylaw to amend the *Greater Vancouver Regional District Regional Parks Service Conversion and Amendment Bylaw No. 1024, 2005* is required to facilitate the withdrawal of the City of Abbotsford from the Metro Vancouver Regional Parks function. Once approved, the Amending Bylaw will amend the participants in the service area by removing the City of Abbotsford as a participant under section 2 and section 3 of Conversion Bylaw 1024.

The Amending Bylaw is being introduced for first reading and will be forwarded to the Ministry of Municipal Affairs and Housing for consideration and comment (Attachment 1). The Amending Bylaw will then come back to the MVRD Board with any changes required by the Ministry, on January 26, 2018, for second and third reading. Once third reading is given, the Amending Bylaw will be circulated to all service area participants (which includes the City of Abbotsford) to obtain their consent to the adoption of the amendment bylaw. The Amending Bylaw requires two thirds consent of participants before it can be considered for adoption. Once consent is obtained, the Amending Bylaw will be forwarded to the Inspector of Municipalities for approval with the expectation that the bylaw can be considered for adoption at the March 23, 2018 Board meeting.

#### **ORDER IN COUNCIL REQUEST**

Section 333(4) of the *Local Government Act* requires that if a regional district provides a service outside of its regional district (and consent has been obtained by the affected local government that

it may operate a service in that jurisdiction), the area outside the regional district must be identified as a separate participating area for the service “as if it were located in the regional district”.

As part of the agreement for the City of Abbotsford to withdraw from the MVRD regional parks service, it has been agreed that Metro Vancouver will transfer all interests in parkland within the boundaries of the City of Abbotsford to the City of Abbotsford, with the exception of Aldergrove Regional Park. Located within both the Township of Langley and the City of Abbotsford, it has been agreed that it makes sense for a single local government to operate Aldergrove Regional Park and that given the majority of visitors to the Aldergrove Regional Park originate from Metro Vancouver, Metro Vancouver is best suited to continue to own and operate this park.

In order to permit Metro Vancouver to own and operate a park that is partially outside its geographic boundaries, it will require an Order in Council (OIC) to authorize this permission without requiring the City of Abbotsford to be a participant in the MVRD regional parks function. A draft OIC has been prepared for submission to the Province of British Columbia to request this authority despite the provisions of s.333(4) of the *Local Government Act* (Attachment 2).

#### **SERVICE WITHDRAWAL – LAND TRANSFER AGREEMENT**

Under the proposed terms for the City of Abbotsford’s withdrawal from the MVRD regional parks function, Metro Vancouver will transfer to the City of Abbotsford the following regional parkland and built assets: Matsqui Trail and Sumas Mountain Regional Parks and the eastern portion of Glen Valley Regional Park referred to as Poplar Bar and Duncan Bar and including Crescent Island. Some of this property is owned by the MVRD in fee simple and other portions of land are secured through long term provincial leases, statutory rights of way, licence agreements and highway use permits. A map of the lands proposed to be transferred is shown in Attachment 3. Metro Vancouver will bring forward a Land Disposition Bylaw in January to initiate an Alternative Approval Process (AAP) to facilitate the transfer of these lands.

As previously noted, the exception to the transfer of regional parkland under consideration is the Aldergrove Regional Park which is proposed to be retained by Metro Vancouver. Aldergrove Regional Park is 280 ha in size and overlaps the border between the Township of Langley and the City of Abbotsford. Half of the regional park is situated within the MVRD and the other half within the FVRD. This regional park receives over 428,000 visits annually and approximately 75% of the parks visits originate from residents within MVRD boundaries.

#### **SERVICE WITHDRAWAL – FINANCIAL CONSIDERATIONS**

The proposed terms for the City of Abbotsford’s withdrawal from the MVRD regional parks function also include financial considerations. As part of the implementation of the service amendment, an amount of \$650,000 will be paid to the City of Abbotsford representing its 3.2% proportional share of the Regional Parks Reserves based on reserve balances at the end of 2016. In addition, transitional funding in the amount of \$400,000, representing approximately one year of operating costs for the Sumas Mountain Regional Park, Matsqui Trail Regional Park and Glen Valley (Abbotsford portion) Regional Park, will be transferred to the City to assist in the first year of operations of the transferred parkland.



## ALTERNATIVES

1. That the MVRD Board:
  - a) approve the terms and conditions for the withdrawal of the City of Abbotsford as a participant in the *Greater Vancouver Regional District Regional Parks Service Conversion and Amendment Bylaw No. 2014, 2005*, as presented in the report dated November 21, 2017, titled "Regional Parks Service Amendment Bylaw No. 1255", and including a one-time financial payment of \$1,050,000 to the City of Abbotsford from MVRD Regional Park Reserve Funds to be paid upon adoption of *Metro Vancouver Regional District Regional Parks Service Amending Bylaw No. 1255, 2017*;
  - b) give first reading to *Metro Vancouver Regional District Regional Parks Service Amending Bylaw No. 1255, 2017*; and
  - c) forward the draft Order in Council included in Attachment 2 of the report dated November 21, 2017, titled "Regional Parks Service Amendment Bylaw No. 1255" for consideration by the Province of British Columbia to permit Metro Vancouver to own and operate a park that is partially outside its geographic boundaries despite the provisions of s.333(4) of the *Local Government Act*.
2. That the MVRD Board receive for information the report dated November 21, 2017, titled "Regional Parks Service Amendment Bylaw No. 1255" and provide alternate direction.

## FINANCIAL IMPLICATIONS

If the Board approves alternative one, the Amending Bylaw will be forwarded to the Province for consideration and comment. Once the Amending Bylaw is adopted (anticipated March 23, 2018), the 2018 Annual Budget and 2018 – 2022 Financial Plan will be amended to reduce the operating budget by removing costs for operating and maintaining the Matsqui Trail and Sumas Mountain Regional Parks and the eastern portion of Glen Valley Regional Park (referred to as Poplar Bar and Duncan Bar) and including Crescent Island, for the remainder of 2018 (approximately \$300,000) and by reapportioning the City of Abbotsford's allocation to the remaining regional park participants. The Fraser Valley Regional District, on behalf of the City of Abbotsford, will reimburse MVRD for the City's allocated costs for participating in the MVRD regional parks function for the beginning of 2018 until the date that the bylaw has been amended (January 1, 2018 to March 23, 2018). The one-time payment to the City of Abbotsford of \$1,050,000 representing the proportional return of Park Reserve Fund contributions (\$650,000) and transitional funding (\$400,000) will be paid from existing MVRD Regional Park Reserve Funds. The proposed budget amendments and the one-time payment are subject to the adoption of *Metro Vancouver Regional District Regional Parks Service Amending Bylaw No. 1255, 2017* being completed on March 23, 2018.

If the Board does not approve the amending bylaw, the City of Abbotsford will remain as a participant in the MVRD Regional Parks function.

## SUMMARY / CONCLUSION

As part of the implementation of *Regional Parks Service Review*, approved by the Board in 2014, discussions have been underway between Metro Vancouver and the City of Abbotsford examining potential options to amend the boundaries of the service area and facilitate the withdrawal of the City of Abbotsford from the MVRD regional parks function.

The City of Abbotsford is currently a participant in the MVRD Regional Parks function, as authorized under the *Greater Vancouver Regional District Regional Parks Service Conversion and Amendment Bylaw No. 2014, 2005*. The participation of the City of Abbotsford in the Metro Vancouver regional parks function is unique in this region as the municipality is physically located within the boundaries of the Fraser Valley Regional District. As such, the City of Abbotsford is not a member of the Metro Vancouver Regional District Board, except for the purposes of regional parks. For all other regional services, the City of Abbotsford is a member of the Fraser Valley Regional District and has political representation on the FVRD Board of Directors.

Discussions between the two jurisdictions have led to a proposed agreement that has now been reached between Metro Vancouver and the City of Abbotsford that will facilitate the municipality's withdrawal from the MVRD park function and its transition into a regional parks function within the FVRD. The changes to the service area will require an amendment to the *Greater Vancouver Regional District Regional Parks Service Conversion and Amendment Bylaw No. 2014, 2005* to amend service area participants, a Provincial Order in Council to permit Metro Vancouver to own and operate parkland outside of its geographic boundaries, approval of a Parkland Disposition Bylaw approving of the disposition of lands, and the one-time payment of \$1,050,000 to the City of Abbotsford representing its proportional share of the MVRD Regional Park Reserve Funds of \$650,000 and \$400,000 in transitional operating funds.

This report brings forward the associated Amending Bylaw and Order in Council request to facilitate this service withdrawal for consideration by the Board and Alternative One is recommended.

**Attachments:**

1. ~~Metro Vancouver Regional District Regional Parks Service Amending Bylaw No. 1255, 2017~~  
(Doc #23751340)
2. ~~Draft Order in Council~~
3. ~~Map of Properties to be Transferred to Abbotsford through the Service Area Bylaw Amendment~~  
(Doc #23755629)

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