



Ministry of
Municipal Affairs

MEETING BRIEFING NOTE

Date: April 26, 2021

Prepared For: Honourable Josie Osborne, Minister of Municipal Affairs (MUNI)

Topic: Health workforce needs

Purpose: To discuss BC Care Providers Association (BCCPA) advocacy efforts to support government health care workforce goals

Meeting With: Terry Lake, CEO and Mike Klassen, VP of Public Affairs, BCCPA, and Mable Elmore, Parliamentary Secretary for Senior Services and Long-Term Care, on April 29, 2021.

KEY MESSAGES:

- **Thank you for providing me with an overview of BCCPA's advocacy efforts, I appreciate making this connection with you.**
- **The Ministry of Municipal Affairs is committed to working with the Ministry of Health to explore how the BC Provincial Nominee Program could best be used to help address the health care assistant workforce need.**

BACKGROUND:

BCCPA is an industry association for B.C.'s non-government continuing care sector and represents more than 400 members delivering long-term care, assisted living, home support and commercial services to 23,000 seniors and other vulnerable adults across the province. BCCPA offers the provincial and federal governments with policy advice on issues facing long-term care in B.C., including issues relating to workforce supply. BCCPA's primary contacts in government are with the Ministry of Health (MoH), but they also engage with other ministries on specific issues.

On March 15, 2021, the CEO of BCCPA, Terry Lake (a former Minister of Health), requested a meeting with Minister Osborne to provide an overview of the BCCPA's advocacy and how it supports the goals of the provincial and federal governments (see Appendix 1). BCCPA is also meeting with MoH staff with responsibilities for health workforce development on April 30 on the same topic. BCCPA provided a detailed briefing document to MoH staff on their advocacy efforts to use immigration to address health workforce needs. This document was not provided directly to MUNI for the meeting with Minister Osborne but was obtained from MoH staff and is provided in Appendix 2 for reference.

DISCUSSION:

The BCCPA briefing material provided to MoH contains three policy recommendations: 1) reclassify Health Care Assistant (HCAs) into a higher skill category of the National Occupation Classification (NOC) in the upcoming major overhaul of the NOC system, to make HCAs eligible for skilled immigration programs; 2) increase the nomination allocation for the BC Provincial Nominee Program (PNP) from 6,750 to 10,000 so that the program can nominate more in-demand health care professionals (including HCAs once reclassified to a higher skill occupation); and 3) expand eligibility for the federal government's Post-Graduation Work Permit program to students of specific private learning institutions who offer healthcare education as eligible programs so they can get Canadian work experience in order to be potentially eligible for immigration streams.



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we can signal MUNI's awareness of the workforce need and willingness to consider a role for the PNP as part of the solution.

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The BCCPA has been advocating for many years to have the Post-Graduation Work Permit program expanded to include private training institutions offering HCA programs. Currently, non-degree training programs are only eligible for the Post-Graduation Work Permit if they are offered at a public institution (and at least eight months in duration). Although the federal government is responsible for this work permit program, MUNI and Ministry of Advanced Education and Skills Training staff have discussed this matter with the BCCPA on several occasions over the years.

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GBA+ OR DIVERSITY AND INCLUSION IMPLICATIONS:

The HCA workforce in B.C. is predominantly female (85% in 2019) and wages range from a \$18-\$25/hour. Job opportunities in the public health authorities tend to offer the higher end of the pay range plus other benefits and increased job security.

FINANCIAL IMPLICATIONS:

No immediate financial implications; further work with MoH could have implications depending on the proposed course of action.

Attachments:

1. Appendix 1 – Incoming Meeting Request
2. Appendix 2 – BCCPA Immigration Priorities



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Planning Division

Okenge Yuma Morisho, Deputy Minister

**DATE
APPROVED:**

April 26, 2021

April 26, 2021



March 15, 2021

Hon. Josie Osborne
Minister of Municipal Affairs
Province of British Columbia
PO Box 9056 Stn Prov Govt
Victoria, BC V8W 9E2

By email MAH.Minister@gov.bc.ca

Dear Minister Osborne:

I would first like to send my congratulations on your appointment as Minister of Municipal Affairs. As a former minister of the crown myself, I thank you for taking on the important responsibilities attached to that Cabinet portfolio, including in the area of immigration pathways.

As you are aware, BC Care Providers Association (BCCPA) is our province's leading representative for non-government providers of long-term care, assisted living and home health services. Through our operating arm EngAge BC we also represent independent living providers.

In your mandate letter you have been asked by Premier Horgan to support the "government's efforts to streamline foreign credential assessments processed by various regulatory bodies and health-related colleges to make sure immigrants can more easily strengthen their language skills and access job opportunities in their field of training."

This key mandate aligns with BCCPA's quest to grow the labour force in the continuing care sector in order to respond to the growing demand resulting from Canada's aging demographic. We have been devoting significant efforts into advocating for progressive policy changes with the federal government, such as supporting changes to the National Occupational Classification (NOC) system, and expanding the openings in the Provincial Nominee Program.

We would welcome the opportunity to meet with you at your earliest convenience in order to provide an overview of our advocacy and how it supports the goals of both the provincial and federal government.

Sincere regards,

Terry Lake, CEO

Cc:

Okenge Yuma Morisho – Deputy Minister
Carling Helander – Executive Director, Immigration Policy and Integration

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April 2021

Partnership opportunities with the Government of Canada: Addressing our crisis of care through identified immigration gaps

One of the greatest threats facing aging Canadians is the growing shortage of human capital in the seniors' care sector, the tragic consequences of which have been exposed – and exacerbated – by COVID-19.

Current challenges are on track to become only more acute as rapid population aging continues to add pressure on the sector (see Appendix). According to the Canadian Medical Association, the demand for elder care is set to double in the next 10 years.ⁱ As Canadian workers alone will not be able to fill the critical gaps in seniors' care, every effort must be made to address gaps preventing newcomers from doing this vital work.

Alongside coalition partners from across Canada, the BC Care Providers Association (BCCPA) has been engaging with the federal government on several policy remedies related to immigration and health human resources (HHR). As B.C. Minister of Health Adrian Dix works toward his mandate to "implement a comprehensive health human resources strategy ... so that people trained in other countries can more quickly and easily provide their skills and knowledge here in B.C.,"ⁱⁱ there is significant opportunity for partnership between the Governments of Canada and British Columbia on these measures.

BCCPA and our partners are working closely with staff and officials at the federal level on these remedies, each of which can be implemented expeditiously. The following are significant opportunities for B.C.:

1. **New Pool of Health Care Assistants (TEER 3):** Access a new pool of skilled Health Care Assistants through new federal changes to the National Occupational Classification's (NOC) numbering system.
2. **PNP Cap Increase:** Access high-demand foreign workers with a BC Provincial Nominee Program cap increase from 6,750/year to 10,000/year.
3. **Post-Graduate Work Permit:** Access highly trained healthcare graduates by advocating for the inclusion of specific private designated learning institutions under the Post-Graduation Work Permit Program.

Background

1. New Health Care Assistants as TEER 3 Occupations

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Statistics Canada and Employment and Social Development Canada (ESDC) are currently overhauling the National Occupational Classification's (NOC) numbering system. The NOC 2021 revision will introduce a new categorization representing the degree of Training, Education, Experience and Responsibilities (TEER) required for a given occupation.

This new classification model will be contained within the May 2021 Statistics Canada census. Data from the census will inform federal policy with implementation at the earliest possible opportunity. [Notice of Release – Redesign of the National Occupational Classification \(NOC\) 2021 \(statcan.gc.ca\)](#)

With the revision, Health Care Assistants could be classified by IRCC as a TEER 3 occupation – higher on the “skill” level than their current classification. This change would acknowledge the different education levels that currently exist in a number of provinces, including B.C., and the complexity and responsibilities typical for this role.

BCCPA and our coalition partners are actively engaging with Minister Mendicino and his officials to ensure accredited HCAs are TEER 3 occupations eligible under the [Express Entry—Federal Skilled Worker Program](#), [Express Entry—Canadian Experience Class](#) and [Express Entry BC – Skilled Worker](#) pathways to permanent residency. We are also encouraging interim measures prior to implementation.

2. BC Provincial Nominee Program Increase

The BC Provincial Nominee Program (PNP) offers a pathway for high-demand foreign workers (including nurses and allied health professionals) to gain employment and permanent residency in B.C. A modest increase of the PNP cap from 6,750 per year to 10,000 per year would enable more high-demand foreign workers to gain employment in sectors facing critical labour shortages – namely, the seniors’ care sector.

BCCPA urges the Government of B.C. to advocate for this modest cap increase, particularly given a receptiveness from the federal government to consider this. A cap increase would be matched with a change to PNP Skilled Worker eligibility criteria to account for the new TEER classifications outlined above (i.e., once deemed TEER 3 “skilled” occupations by IRCC, Health Care Assistants would be eligible for BC PNP Skilled Worker pathways). As above, we are encouraging interim measures prior to implementation, which could include expanding the BC PNP Tech Pilot to capture in-demand Health Care Assistants and expand eligibility to the [Healthcare Professional Pathway](#) to licensed non-government healthcare facilities.

3. Highly Trained Graduates via Post-Graduation Work Permit Program

Several private designated learning institutions in B.C., including Stenberg College and Sprott Shaw College, offer healthcare education at standards equivalent to public institutions, yet

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graduates of their programs are ineligible for the Government of Canada's popular Post-Graduation Work Permit, which offers a pathway to permanent residency for skilled graduates.

BCCPA is encouraging the federal government to address the gap in Post-Graduation Work Permit Program eligibility by deeming specific private learning institutions who offer healthcare education as eligible programs.

About BC Care Providers Association

BC Care Providers Association (BCCPA) has been the leading industry association for B.C.'s continuing care sector for over 40 years, today representing more than 400 members delivering long-term care, assisted living, home support and commercial services to 23,000 seniors and other vulnerable adults across the province. BCCPA offers a trusted source of policy insight and advice rooted in 40 years of on-the-ground experience in long-term care, most recently as a leading B.C. voice on cooperative pandemic management and response.

Appendix: The Shortage

- In Canada, those over 65 make up 15.6 percent of the population, and this demographic is set to grow to 23 percent by 2030.ⁱⁱⁱ Today, there are more Canadian adults over 65 than youth under the age of 15.
- According to the Canadian Medical Association, the demand for elder care is set to double in the next 10 years. Demand for long-term and home care is expected to reach 2.3 million Canadians in 2031, up from 1.5 million in 2019.^{iv}
- Even with today's 65+ population, Canada's LTC-worker-to-senior ratio (four LTC workers per 100 individuals) falls below the OECD average.^v
- Even prior to COVID-19, ESDC projected Canada would need over 175,000 new Personal Support Workers (PSWs) over the next 10 years.^{vi} This represents over a third of the current PSW workforce.
- Statistics Canada data (also pre-COVID-19) shows that the job vacancy rate in long-term care has doubled over the last four years (from 1.8% in Q1 2016 to 3.7% in Q1 2020).^{vii}

ⁱ Report by Deloitte, commissioned by the Canadian Medical Association. <https://www.cma.ca/sites/default/files/pdf/health-advocacy/activity/CMA-LTC-Deloitte-Report-EN.pdf>

ⁱⁱ Mandate Letter: Minister of Health Adrian Dix. <https://news.gov.bc.ca/files/HLTH-Dix-mandate.pdf>

ⁱⁱⁱ Government of Canada, "Action for Seniors Report," 2014.

^{iv} Report by Deloitte, commissioned by the Canadian Medical Association. <https://www.cma.ca/sites/default/files/pdf/health-advocacy/activity/CMA-LTC-Deloitte-Report-EN.pdf>

^v Organisation for Economic Co-operation and Development (OECD). Health at a Glance. Long-Term Care Workers. <https://doi.org/10.1787/888934018716>

^{vi} Employment and Social Development Canada. Canadian Occupation Project System (COPS). <http://occupations.esdc.gc.ca/sppc-cops/occupationsummarydetail.jsp?&tid=124>

^{vii} Statistics Canada. Table 14-10-0326-01 Job vacancies, payroll employees, job vacancy rate, and average offered hourly wage by industry sector, quarterly, unadjusted for seasonality.



INFORMATION BRIEFING NOTE

Date: April 29, 2021

Prepared For: Honourable Josie Osborne, Minister of Municipal Affairs

Topic: University Endowment Lands Services, Structure and Governance Study

Purpose: Summarize the Phase 2 UEL engagement and consultation process and next steps.

BACKGROUND:

In January 2020, the Ministry of Municipal Affairs (MUNI) launched the UEL Services, Structure and Governance Study (UEL Study) to explore the UEL's current state, its projected pressures and needs, as well as the costs, impacts, and transition considerations from shifting to other forms of governance. The resultant information and analysis will lay the groundwork for the province to consider options for the future state of the UEL; however, the study itself will not recommend options. For further details on the origins of and background on the UEL study see Cliff # 258444 (attached).

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The first round of engagement concluded on April 9, 2021. This engagement sought to understand perceptions of the current governance structure and service needs from residents, specific interested groups and First Nations. The study consultants used multiple channels for engagement, including a website (<https://uelgovernance.ca/>), virtual open house, a survey, a resource library with a series of service highlights (in English and simplified Chinese), and interviews with representatives of groups with specific interests in the UEL.

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DISCUSSION:

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The website received 765 visits during the engagement period after it launched on March 1, and 179 downloads were made from the resource library. The community profile was the most popular download, followed by the service highlights on general administration, protective services, and development services. While the option to submit questions via the website remains open, none have been submitted. UEL Study [Twitter](#) and [Facebook](#) accounts were used to share information about the public engagement, direct people to the website and provide updates.

An online survey ran on the website from March 1 to April 9, 2021. The survey asked about where respondents live in the UEL, their satisfaction with service delivery, what they value about the UEL



and what issues they would like to see addressed. Of the 189 completed surveys, 166 were from residents of the UEL, representing 5.2 percent of UEL's 3,170 residents. More information about the survey can be found in Appendix B. The general results of the survey will be presented as part of the ongoing community engagement process s.13

An online open house on March 11 was attended by 27 people, predominantly UEL residents. Participant questions focused on why the study is being undertaken, how governance structures are being studied and why a study of services is important; the public questions are provided in Appendix C. A recording of the open house is posted to the website for those who were unable to attend.

The study consultants have also done outreach to specific groups that either shared a border with or provide services to the UEL: UEL Community Advisory Council, Metro Vancouver, City of Vancouver, University of British Columbia, Ministry of Transportation and Infrastructure, and Ministry of Public Safety and Solicitor General. s.16

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Outreach and engagement with Indigenous Nations that have an interest in the UEL was undertaken directly by MUNI staff. s.13 MUNI invited both the Musqueam Nation and the Musqueam Capital Corporation (MCC) to meet. While MUNI provided information on the UEL survey and the Virtual Open House, the correspondence was clear that this was not a substitute for government to government meetings and consultation.

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GBA+ OR DIVERSITY AND INCLUSION IMPLICATIONS:

By hosting a website and launching an online engagement platform, survey, and resource library, a broader cross-section of community members can participate, learn, and share perspectives about governance and services at the UEL. In addition, key public-facing materials (including the nine Service Highlight documents) were translated into simplified Chinese. MUNI recognizes that a substantial percentage of residents of the UEL speak Mandarin and aims to support understanding and participation from a diverse constituency of community members in the UEL.

FINANCIAL IMPLICATIONS:

- None



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Attachments:

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2. UEL Community Survey

3. Open House Questions Submitted

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5. Cliff # 258444: Origins of and background on the UEL study

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DATE

APPROVED:

April 29, 2021

April 29, 2021



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Attachment 2 – UEL Community Survey

Help Shape the Future of the UEL

UEL Governance

Survey

The University Endowment Lands (UEL) has a unique governance structure, as it is the only remaining urban area in British Columbia where local government services are provided directly by the Province. In 2020, the Ministry of Municipal Affairs (the Ministry) initiated a study to better understand the issues and opportunities around services, structure and governance in the UEL.

The study will gather and consolidate information about the complexities and challenges of the current service delivery structure at the UEL, the diverse interests involved, and options for change. While the study will clarify issues, options, and opinions, it is intended to inform decision making rather than determine conclusively whether or not governance change should or will occur.

Obtaining input from the community and other interested parties will be important part of the study to gain a better understanding of the current situation, the diversity of interests involved, and what change could mean for residents into the future. With the 9 Service Highlights and Community Profile from the [Resource Library \(Background Information\)](#), the following community survey is part of the engagement process, and we appreciate your participation.

The survey will take approximately 15 minutes to complete and it is anonymous. The general results of the survey will be presented in early 2021 as part of the ongoing community engagement process. Thank you again for your participation, please contact us at UELgovernance@urbansystems.ca if you have any questions or require clarification of the survey.

I live:

(Choose any one option) (Required)

☐
☐
☐
☐

In the UEL

Outside the

UEL



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**I am not
sure
Prefer not to answer**

What area of the UEL do you live in?

(Choose any one option)

☐
☐
☐
☐
☐
☐
☐

Area A

Area B

Area

C

Area

D

**I am not sure which
area I live in Prefer
not to answer**

How long have you lived in the UEL?

(Choose any one option)

☐
☐
☐
☐
☐
☐
☐

Less than 1

year

Between 1 and

5 years

Between 6 and 10 years

Between 11 and

20 years More

than 20 years

Prefer not to

answer

What do you appreciate most about living on the University Endowment Lands?



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How would you rate the overall quality of life in the UEL?

(Choose any one option)

- ☐ Very
☐ good
☐ Good
☐ Average
☐ Poor
☐ Very
☐ poor
☐ No
☐ opinion

How have you been involved in the UEL community in the last 2 years? (check all that apply)

(Choose all that apply)

- ☐ Community Advisory Council
☐ (CAC) meeting(s) Advisory
☐ Design Panel (ADP) meeting(s)
☐ Member of the CAC or ADP
☐ Area D Neighbourhood Plan engagement
 (workshop, pop-up, charette)
☐ I have not been involved
☐ Other (please specify)

Were you aware that a study about services, structure and governance at UEL was underway?

(Choose any one option)

- ☐ Yes
☐ No

Answer this question only if you have chosen Yes for Were you aware that a study about services, structure and governance at UEL was underway?



How did you learn about it?

How would you rate the following services based on how satisfied you are with the service?

Questions	Very satisfied	Satisfied	Neutral	Dissatisfied	Very dissatisfied
Community Planning					
Cycling and Walkways					
Emergency Planning					
Fire					
Garbage Collection					
General Administration					
Indoor Recreation					
Library					
Outdoor Recreation (Parks)					
Police					
Public Schools					
Roads and Sidewalks					
Sewer and Storm Drainage					
Transit					
Water					

How would you rate the following services based on how important this service is to you?

Questions	Very important	Important	Neutral	Not important	Very not important
Community Planning					
Cycling and Walkways					
Emergency Planning					



Fire					
Garbage Collection					
General Administration					
Indoor Recreation					
Library					
Outdoor Recreation (Parks)					
Police					
Public Schools					
Roads and Sidewalks					
Sewer and Storm Drainage					
Transit					
Water					

Thinking about the services you receive in the UEL, how satisfied are you with the value you receive for your property tax dollars?

(Choose any one option)

- ☐ Very
☐ satisfied
☐ Satisfied
☐ Neutral
☐ Dissatisfi
☐ ed
☐ Very
☐ Dissatisfied
☐ No opinion

What do you think are the most important issues or opportunities facing the UEL Community today and in the near term? (i.e. next 1 to 5 years)

What do you think are the most important issues or opportunities facing the UEL Community in the longer term? (i.e. next 10+ years)

What do you think are the most important issues or opportunities facing the broader



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region where UEL is situated (Metro Vancouver) in the longer term? (i.e. 10 years+)

Have you had opportunity to review any of the Service Highlights that describe UEL services?

(Choose any one option)

☐
☐
☐

Yes

No

I was not aware of the Service Highlights

Do you have any additional comments about UEL services, governance or quality of life that you would like to share?

Demographic Questions

Do you own or rent your home?

(Choose any one option)

☐
☐
☐

Own

Rent

Prefer not to answer

How many people are in your household?

(Choose any one option)

☐
☐
☐
☐
☐
☐

1

2

3

4

5 or more

Prefer not to answer

How old are you?

(Choose any one option)

☐
☐
☐
☐
☐
☐

24 years or
younger



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25 to 44 years

old

45 to 64 years old

65 to 84 years

old

85 years or

older

Prefer not to

answer

What is your gender?

(Choose any one option)

☐
☐
☐
☐

Female

Male

Non-binary

Prefer not to answer

What is your annual household income?

(Choose any one option)

☐
☐
☐
☐
☐
☐

Less than \$30,000

\$30,001 to \$50,000

\$50,001 to \$100,000

\$100,001 to \$200,000

Greater than \$200,001

Prefer not to answer

What is the primary language you speak at home? (mother tongue)

(Choose any one option)

☐
☐
☐
☐
☐

Englis

h

French

Chines

e



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**Prefer not to
answer**

**Other (please
specify)**



Attachment 3 – Open House Questions Submitted

These questions are copied exactly as they were posted in the Open House chat feature including typos, spelling errors, punctuation and format.

- DATA SOURCES?
- Could you please expand on the engagement so far: with which groups have you engaged so far and what have you heard?
- Who asked for this study to be undertaken, how is it being paid for, and why was it commissioned ie what underlying agenda is driving all this?
- I was wondering how you determine the right amount of time to leave a survey open. Is 1 month standard?
- Will or is the data and/or responses from the service providers be made available to residents?
- WHEN DO YOU ADDRESS GOVERNANCE?
- have you engaged yet with Musqueam FN and if so, what have you heard from them?
- I don't really see the purpose of this "study" since it essentially repeats what was done a few years ago. The survey questions seem designed to achieve specific answers: who doesn't want water and sewer systems to function? Who's going to argue with having the basic services that we expect in a first-world country? But why haven't you asked about the lack of representation?
- Will the report and analysis provided to the government be given to either the CAC or residents
- I understood comments will not be open on the study's social media as it will only be open to post information. Any particular reason for that? It seems like an interesting opportunity for us as a community to recognize what are some common concerns.
- What standing do the Musqueam have in this matter?
- WILL YOU BE PROVIDING MODELS FOR GOVERNANCE AND REPRESENTATION?
- I agree that representation is the major issue on the UEL. I do not believe the current administration works well for the residents, and I have lived on the UEL for 30 years.
- I think you're missing the essential point that services alone are not sufficient to build a fully-functioning community. No one from the UEL admin or province has ever engaged with our community as to what could be done to make this a more cohesive place. Other communities — parts of the City of Vancouver, UBC, etc, etc — support vibrant communities through sport, outdoor activities, the arts, etc, etc. In its present state, the UEL has demonstrated no interest or ability in supporting these activities.
- Why is incorporation not part of the study?
- IS THIS NOT JUST A GLORIFIED SERVICE OPERATIONS REVIEW AND NOT A GOVERNANCE STUDY
- What is the relevance of the present survey feedback ending March 31st vis a vis the many direct contacts your company had already provided their input?
- At the end of the process, and if the government decides to move forward as you just said, we will have a chance to vote on a referendum or have a say



- There was no place in the survey to talk about wanting to change the governance structures. How do we make the government aware of our concerns on this matter?
- As Musquem is our largest community Area and our newest neighbours what information are you seeking from them?
- Have you conducted a governance study previously which did not ask about a community's preference?
- Will there be a value for money analysis, ie we already pay huge taxes and any alternative that raises those taxes will not be welcome.....
- Could you please repeat how one gets onto Bang the Table?
- You speak mostly "the Government" will.....Are you directly dealing with different Ministries/Ministers in Victoria or only with Mrs. Osborne?
- Sorry I should have asked will you be looking at relative property taxation mill rates ie City of Van vs UEL vs UNA etc
- will your value for service analysis be available to the community?
- How many are on this call ie residents?
- You mentioned tow input avenues for us in the UEL who depend on the Services provided into your Project. One is via the open questions of the Survey. What was the other one?
- SERVICE OPERATIONS REVIEW OR REAL GOVERNENCE STUDY?



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INFORMATION BRIEFING NOTE

Date: January 22, 2021
Prepared For: Honourable Josie Osborne, Minister of Municipal Affairs
Topic: UEL Services, Structure and Governance Study (UEL Study)
Purpose: To describe the UEL Study and governance context, and provide an update about the upcoming community engagement and web portal launch

BACKGROUND:

Governance at the UEL

The University Endowment Lands (UEL) has a history unlike any other community in British Columbia. Located between the City of Vancouver neighbourhood of Point Grey and the University of British Columbia (UBC) campus, it is the only remaining urban area that is not run directly by a local government; rather, the Province has been managing most services in the UEL for nearly 100 years under the *University Endowment Lands Act* (see map in **Appendix A**).

This has resulted in a unique governance arrangement, where decision-making authority at the local level lies with the Minister of Municipal Affairs, who enacts bylaws, and the UEL Manager as a statutory delegate, who administers most of the day-to-day decision making. While the UEL has elected representation at the Provincial level (MLA David Eby) and at the Regional District level (Metro Vancouver Electoral Area A Director, Jen McCutcheon), there continues to be no elected representation at the local level.

In order to support local involvement, a Community Advisory Council (CAC) was established in 2007, under policy in the Official Community Plan, to provide advice to the UEL Manager on matters that may have a significant effect on community services at the UEL. While the CAC holds monthly meetings and has other interactions with the UEL Manager, as an advisory body the CAC does not have the authority to require actions or to make decisions. The CAC does engage with the Electoral A Director and MLA Eby about their concerns, and MLA Eby has taken a strong interest in a number of UEL issues; as well, the CAC may raise concerns directly to the Minister.

Governance at the UEL involves multiple stakeholders and interests who may be impacted by any change to the service delivery structure. The main interests to be considered include:

- **UEL community stakeholders** such as the CAC and residents/businesses who receive services;
- **Musqueam First Nation (MFN)** whose traditional territory includes the UEL, and is a significant fee simple landowner in the UEL pursuant to the 2007 Musqueam Reconciliation Agreement with the Province;
- **City of Vancouver** who is a service provider to the UEL (fire) and shares a range of common interests;
- **Metro Vancouver Regional District** who is a service provider to the UEL through its administration and Board (bulk water, sanitary sewer, regional parks) and has some limited electoral area responsibilities (emergency planning);
- **UBC** who receives certain services from the UEL (water), shares other services (major roads) and has a range of common interests in the Point Grey Peninsula (transportation, emergency planning);
- **Provincial interests** from the Ministries directly involved with the UEL, such as Municipal Affairs (MUNI) for UEL administration; Transportation and Infrastructure (MOTI) for major roads; Public Safety and Solicitor General (PSSG) for policing; Forest Lands Natural Resources and Rural Development (FLNRORD) for Crown lands; and Indigenous Relations and Reconciliation (MIRR).

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context at the UEL can be found in **Appendix C**.

Further background information about the governance



Foundation for a Governance Study

There has been growing interest in a governance study over the past several years. Conditions at the UEL have changed markedly since the last review of the community's governance structure (a failed referendum for incorporation in 1995). Now, rather than providing a modest level of services to a small, stable and self-sufficient resident population, the UEL is facing a number of pressures including new development (i.e. the *lelām* development by MFN), redevelopment, population growth, demographic shifts, and demands for more local representation. As a result, there has been a renewed interest to consider service needs and a governance structure that aligns with the UEL context.

Staff level background work and some information fact sheets were completed over the past years. Then, in October 2019 the Ministry released an RFP for a multi-year study to comprehensively explore the impacts of pursuing change in the UEL from direct provincial administration to some form of local governance. The RFP outlined the objectives and deliverables for the study, which differ from traditional governance studies due to the Province's role as direct administrator for the UEL, and the multiplicity of significant interests in the area.

The UEL Services, Structure and Governance Study

In January 2020, the Ministry launched the UEL Services, Structure and Governance Study (the UEL Study) to explore the UEL's current state, its projected pressures and needs, as well as the costs, impacts, and transition considerations from shifting to other forms of local governance. A Project Consultant (Urban Systems) was selected through a formal Request for Proposal process to lead the study, which is expected to be completed in the late fall of 2021.

The UEL Study will yield information and analysis to lay the groundwork for the Province to consider options for the future state of the UEL; however, the study itself will not recommend options.

s.13; s.16

The UEL Study

provides the Province with an opportunity to gain a tangible understanding of the current state of services and the impacts (including costs) of shifting to an alternate structure before any decisions are made.

The final results of the UEL Study s.13 for the Province's consideration of next steps) will provide government with a comprehensive overview of the facts, a summary of the various perspectives of the key interests and the community, and an outline of the considerations relevant to any change in services and structure. Depending on government direction, the results would then be used as a basis for undertaking analysis to provide government with options for shifting from provincial administration to some form of local service and/or structure for the UEL.

DISCUSSION:

Since February 2020, the Project Consultant and the Ministry have been progressing with s.13; s.16 s.13; s.16

The uniqueness of the UEL Study compared with traditional governance studies, and the impacts of any change involving a complex urban region and multiple interests s.13; s.16 has required a flexible and dynamic approach.s.13; s.16

s.13; s.16

Summary – Key Project Milestones and Considerations

While there is concurrent work happening on s.13 points, and key considerations for each include:

UEL Study, the primary goals, progress



s.13; s.16

Update – Upcoming Community Engagement

s.13; s.16

s.13 These updates will provide an opportunity to inform the Minister at key progress points of the UEL Study and seek any direction that may be needed.

To this end, beginning in late January the Project Consultant plans to proceed with the launch of a web portal and a series of public engagement activities for the UEL Study. The key steps include:

- *January 18-21, 2021:* Soft launch of web portal.
- *January 25-28, 2021:* Roll-out (web portal; public-facing materials).



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- *February 1, 2021*: Survey launch.
- *February 10, 2021*: Virtual Open House.
- *February 22, 2021*: Survey closes.

s.13

GBA+ OR DIVERSITY AND INCLUSION IMPLICATIONS:

The UEL Study and the associated engagement activities support safer and more accessible avenues for gathering input during the special circumstances of the pandemic. By hosting a project website and launching an online engagement platform, survey, and resource library (using “Bang the Table”), a broader cross-section of community members can participate, learn, and share perspectives about governance and services at the UEL. The online format may be especially critical for population groups with an increased chance of developing severe illness or complications from COVID-19, such as the elderly, people with chronic health conditions, and people with disabilities.

In addition, key public-facing materials (including the nine Service Highlight documents) will be translated into simplified Chinese and shared through the online engagement platform alongside the English versions. MUNI recognizes that a substantial percentage of residents of the UEL have simplified Chinese as their mother tongue and aims to support understanding and participation from a diverse constituency of community members in the UEL Study through translation of these resources.

FINANCIAL IMPLICATIONS:

- None

Attachments:

1. Appendix A – Map of the University Endowment Lands
2. Appendix B – Service Provision by Community on the Point Grey Peninsula
3. Appendix C – Additional Context: University Endowment Lands
4. s.13; s.16

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DATE APPROVED:

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January 22, 2021



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APPENDIX A – Map of the University Endowment Lands




APPENDIX B – Service Provision by Community on the Point Grey Peninsula

	COMMUNITY		
SERVICE	UEL	UNA (UBC)	Vancouver
Community Planning & Growth	Province/UEL	UBC	City
Police	Province (RCMP)		City
Fire	City of Vancouver		
Emergency Planning	Metro		City
Water	UEL / UBC (UEL Distributes to UBC)		City
Sewer	UEL	UBC	City
Garbage	UEL	UBC	City
Public Schools	Vancouver School Board		
Local Parks	UEL	UNA	City
Recreation and Libraries	Few Services	UBC/UNA	City
Local Roads	UEL	UBC/UNA	City
Major Roads	Province (MoTI)		City
Transit	TransLink		
Cycling and Walkways	UEL/Province	UBC	City
Regulation & Enforcement	UEL	UBC	City
Taxation and Finance	UEL/Province	UBC/Province	City
KEY: UEL <input type="checkbox"/> PROVINCE <input type="checkbox"/> UBC <input type="checkbox"/> CITY (VCR) <input type="checkbox"/> METRO <input type="checkbox"/>			



APPENDIX C – Additional Context: University Endowment Lands

University Endowment Lands- History/ Context

- The Point Grey peninsula comprises the University Endowment Lands and the University of B.C. (UBC), within Electoral Area A of Metro Vancouver Regional District. The UEL population is approx. 3,100; the UBC residential neighbourhoods (UNA) house approximately 9,300 permanent residents.
- As the UEL predates regional governments in B.C., the conventional local governance and servicing roles of the regional district in unincorporated areas are fulfilled by others. For example:
 - the Minister exercises law-making powers (i.e. bylaw amendments) in the UEL and provides the majority of direct services through the delegated UEL Administration (under the *University Endowment Land Act*); and,
 - UBC, in the case of its campus lands, provides the majority of direct services and local community planning.
- UEL Administration - the Minister is the ultimate lawmaker in the UEL, however day-to-day service delivery and administration of the area is delegated to the UEL Manager and a small team of public servants and contracted support. In addition to that general delegation of authority, other matters are typically also delegated to the Manager on a one-off basis (i.e. holding public meetings on rezoning applications). Development permit decisions by the UEL Manager may be appealed to the Minister; holding of such appeals are typically delegated (i.e. to the Assistant Deputy Minister).
- Previous Governance Change Efforts - two previous restructure studies (1990 and 1995) considered UEL and UBC campus neighbourhoods together and included options to join Vancouver. The incorporation vote in 1995 was defeated; however, the demographics and makeup of the population in the UEL have changed dramatically since the last study.
- Service Delivery - as with adjacent communities, Metro Vancouver and its greater boards provide regional services: water supply, wastewater treatment, regional parks (including the large Pacific Spirit Park in the UEL) and regional growth strategies. Provincial services are provided to UEL and UBC either directly (i.e. major roads) or through contracts – i.e. policing (through RCMP); fire protection (through City of Vancouver). The UEL, in turn, provides some services to UBC (i.e. water distribution).
- Finance - while UEL is part of the provincial government (i.e. all revenues flow to the Consolidated Revenue Fund), the UEL is essentially self-financing with property taxes, water charges, parking meter collections and other fees collected from UEL residents balancing the UEL's annual planned expenditures. Unlike a municipality, the UEL must operate within the limitations of provincial financial and other resource rules (i.e. no development finance mechanism; no capital reserve funds; annual expenditure limits that do not easily account for changes in revenues; provincial hiring processes).
- The Community Advisory Council (CAC) - is a 7-member elected advisory body (a registered society) that provides comment/recommendations primarily to the UEL Manager, as set out in the UEL's Official Community Plan (OCP) and the CAC's Constitution/bylaws (i.e. on UEL bylaw amendments; annual budget/property tax requisition; rezoning applications). The CAC is not recognized in the UEL's legislation.
 - Established in 2005 during OCP renewal to ensure that the UEL Manager hears from all sectors of the community, CAC members are elected (or appointed) to represent 4 UEL Areas (neighbourhoods), based on population estimates. Area A has 2 representatives with Areas B and C having 1 each (totalling 4 representatives for the single-family areas). Area D (multi-family) has 3 representatives. The most active representatives are traditionally from single-family areas (even though multi-family areas are the growth areas).
 - s.13; s.16



ongoing list of matters of concern (i.e. neighbour-to-neighbour issues such as enforcement of hedge height and “nuisance” properties; development-related issues, such as building mass and noise; interest in large scale bylaw/OCP changes; broader question of UEL governance).

- In November 2020, the CAC conducted an informal survey with the community (using SurveyMonkey) called the “UEL Governance Survey”. The survey asked participants which governance structure they would prefer (status quo, amalgamation with Vancouver, UEL as an autonomous incorporated municipality, or merger with UBC/UNA). Results of the survey are not yet known.

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s.13; s.16