

**Meeting Minutes  
Committee of the Whole**

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Wednesday, April 29, 2015

9:30 AM

6th Floor Boardroom

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**(Regional Sustainability Strategy)**

**PRESENT**

Directors: N. Jensen (Chair), R. Atwell, D. Blackwell, S. Brice, J. Brownoff, V. Derman, B. Desjardins, A. Finall, B. Gramigna (for J. Ranns), C. Hamilton, L. Helps, M. Hicks, B. Isitt, R. Kasper (for M. Tait), J. Loveday (for M. Alto), C. Plant, S. Price, D. Screech, L. Seaton, K. Williams, R. Windsor and G. Young

Staff: R. Lapham, Chief Administrative Officer; T. Robbins, General Manager, Integrated Water Services; K. Lorette, General Manager, Planning and Protective Services; S. Bagh, Senior Manager, Regional and Strategic Planning; J. Klassen, Manager, Local Area Planning; S. Palmer, Senior Project Coordinator, Regional and Strategic Planning; S. Santarossa, Corporate Officer, and S. Norton, Deputy Corporate Officer (Recorder)

**ABSENT**

Directors: D. Howe (Vice Chair) and W. McIntyre

The meeting was called to order at 9:31 am.

**1. Approval of Agenda**

**MOVED** by Alternate Director Gramigna, **SECONDED** by Director Desjardins,  
That Ken Farquarson be added as a late speaker.

**CARRIED  
UNANIMOUSLY**

**MOVED** by Director Desjardins, **SECONDED** by Director Helps,  
That the agenda and supplementary agenda, as amended, be approved.  
**CARRIED**

**2. Adoption of Minutes**

**15-413** Minutes of October 22, 2014

**MOVED** by Director Seaton, **SECONDED** by Director Brice,  
That the minutes of October 22, 2014 meeting be adopted as circulated.  
**CARRIED**

**3. Chair's Remarks**

*Chair Jensen noted that it may be necessary to continue the meeting on another day*

*given the number of speakers and the complexity of the issue to be discussed*

#### 4. Presentations/Delegations

**15-414** Presentation: Lyn Bailey, Chair, CRD Roundtable on the Environment

*Lyn Bailey noted that the RTE's comments were included in Appendix 4 of the staff report. She spoke in favour of the RSS and asked the Board to: focus on regional interests by aligning and strengthening efforts around sustainable initiatives; introduce strong and explicit targets that can be measured and tracked; show leadership throughout the approval process.*

**15-415** Presentation: Brian Wilkes, CRD Water Advisory Committee

*Brian Wilkes noted that the WAC's comments and specific suggestions were included in Appendix 5 of the staff report. He commented on the following concerns/observations: add water sustainability as a 4th keystone initiative; lack of emergency preparedness targets for water supply and infrastructure; add a water conservation target; retain name of Regional Growth Strategy because of misleading use of term 'sustainability'.*

**15-416** Delegation: Ana Simeon, Sierra Club

*Ana Simeon commented on the need for a stronger process and language to make the RSS more enforceable. She provided comments on the following objectives and targets: higher reduction targets for Greenhouse Gas Emissions and commitment to renewable energy; include a climate test for changes to OCPs, municipal regional context statements and major CRD investments; higher Growth Management Target and Dwelling Unit Growth Target; oppose relaxation of current stance on water servicing; suggested improvements in Policies 5.2 and 5.3. The delegation provided a written submission, on file at Legislative and Information Services.*

**15-417** Delegation: Heather Phillips

*Heather Phillips spoke to the following improvements to the RSS: more specific and clearer statements for the Juan de Fuca Electoral Area (JdF EA); identify JdF EA as a 4th sub region on the maps, not part of the West Shore sub-region; annex the settled areas across the Rural Resource Lands (RRL) OCP boundary to Port Renfrew; include clear statement that provincial forestry policies guide most activities in the RRL which represent the largest portion of the Growth Management Planning Area; add statement that RRL are important for managing greenhouse gas levels, diversifying the regional economy and providing parks and green space; establish agreements with Province regarding resource management to achieve regional growth strategy objectives, and a new definition of "resources". The delegation provided a written submission, on file at Legislative and Information Services.*

**15-418** Delegation: Todd Litman, Consortium on Regional Sustainability and VTPI

*Using a PowerPoint presentation, Todd Litman: cited new development cost research about public policies that unintentionally encourage and subsidize urban sprawl including increased public service costs and public safety and health issues; reviewed the economic, social and environmental benefits of Smart Growth; noted changing housing demands; spoke to affordable-accessible housing; and presented recommendations. The delegation provided a copy of the PowerPoint presentation, on file at Legislative and Information Services.*

**15-419** Delegation: Vicky Husband

*V. Husband called for leadership by the Board as the strategy affects us all; felt the RSS was not as strong and clear as the RGS and that the document should be called the RGS and include a defensible growth boundary, protection of rural communities, ALR lands, food security, and no extension of water servicing in rural areas.*

**15-420** Delegation: Aaron Hill

*Aaron Hill referenced a handout entitled *Our Land and Water: Negotiating a Fair Price for Water, Ecosystem Services and Human Well-Being*, produced by the Watershed Watch Salmon Society, and noted that water use and planning needs to coexist with the salmon in the watersheds. Spoke in favour of the values in the RSS regarding walkable and bikable communities, affordable housing, beaches and greenspaces, without urban sprawl. Felt the RGS was a start, but the RSS needs to be stronger.*

**15-421** Delegation: Frank Mitchell, Consortium on Regional Sustainability

*Frank Mitchell spoke of the RGS as a leader of its time, but expressed concern that if the RSS was not amended, it would allow loopholes for urban sprawl. He referenced a handout from the Consortium on Regional Sustainability, dated March 9, 2015, and spoke to establishing density targets and protecting the urban containment boundary. He recommended a moratorium of any expansion of the growth containment areas until a good plan for implementation is introduced.*

**15-422** Delegation: Georgia Lloyd-Smith, UVic Environmental Law Centre

*Georgia Lloyd-Smith, speaking on behalf of Deborah Curren, noted that containing urban growth was the best way to reach objectives of the RSS. As a member of the Consortium on Regional Sustainability, she outlined some of their recommendations: set higher density target in growth containment areas, establish minimum density targets on a neighbourhood basis, establish a clear regional evaluation process to extend growth management areas, and delete "rural settlement areas". The delegation provided a written submission, on file at Legislative and Information Services.*

**15-423** Delegation: Jane Hutchins

*Jane Hutchins noted that the RSS objective of the creation of compact, complete and connected communities to avoid urban sprawl does not describe the communities in the Juan de Fuca Electoral Area (JdF EA). She spoke to the following points: maps 3 and 9 of the RSS should be reviewed because they remove the existing "settlement containment boundaries" along the coast and replaces them with "rural settlement area" designations contrary to the recommendations; recommendation 1.d. should be reconsidered as it will allow piecemeal amendments to the RSS and spot zoning at a regional level; the entire JdF EA should be designated as "Rural" and any settlement is to be appropriate to a rural area; no OCPs should be passed until the RSS is finalized; and designations in JdF EA OCPs and the RSS are to be consistent with each other and with sustainability objectives.*

**15-424** Delegation: Marion Cumming, Salish Sea Biosphere Initiative

*Marion Cumming asked that an aspirational target be incorporated into the RSS for recognition of the Region as a UNESCO Biosphere Reserve, noting that many efforts under a biosphere initiative are within the aims of the RSS. The delegation provided a*

written submission, Salish Sea Biosphere Initiative, on file at Legislative and Information Services.

**15-425** Delegation: Saul Arbess, Friends of Juan de Fuca Forest

*Saul Arbess provided 4 points for the sustainability of the Rural Resource Lands (RRL) in the Juan de Fuca Electoral Area (JdF EA): 1) no change to current 120 ha zoning, RRL seen as a separate planning area independent of neighbouring jurisdictions, CRD to take stronger advocacy role with Province to support land use practices consistent with environmental targets in RSS; 2) maintain the standing forest in RRL as a primary form of sequestration of carbon in our Region and supports all 6 RSS objectives; 3) no settlement allowed in RRL, and RRL designated as "Natural Resource Land" with no regional water service to be provided, designation of "Rural Settlement Area" be deleted as incompatible with RSS objectives; 4) consideration of interface between the existing settlement areas and RRL to ensure a buffer, no OCPs adopted before RSS is finalized, more work within entire JdF EA to identify sensitive habitats and watersheds for protection. The delegation provided a written submission, on file at Legislative and Information Services.*

**15-436** Delegation: Ray Zimmerman

*Ray Zimmerman noted the following: regional sustainability is the regional growth strategy pursuant to Part 25 of the Local Government Act, however, many actions are not within the jurisdiction of local government and therefore compromise the RSS; urban containment leads to success of all other objectives; Rural Settlement Areas are low density sprawl and are not consistent with the RGS and therefore should be deleted; ALR lands should be shown on maps; every decision made here affects the traditional territories of the First Nations but there is no mechanism to include them in land use decisions.*

**15-437** Delegation: James Anderson, Amalgamation Yes

*James Anderson requested that consideration of the RSS be delayed until October to allow for further review of the significant input received since March 9 from the public, organizations and municipal councils, and that there be a Forum of Councils regarding the RSS. He felt the RSS does not address the primary issues of concern to residents such as sewage treatment, traffic congestion and taxes. He noted that several speakers want the RSS to be strengthened, while five to seven municipalities have asked that it be weakened. He commented that the RSS does not deal with transportation planning and emergency preparedness effectively.*

**15-438** Delegation: Kathi Low

*Kathi Low spoke to the removal of the Future Growth Area (FGA) to accommodate industrial land in Central Saanich and the accompanying minor amendments from the draft RSS. The delegation provided a written submission, on file at Legislative and Information Services.*

**15-439** Delegation: Lori Waters

*Lori Waters spoke against the inclusion of a designated "Future Growth Area" in Central Saanich in the RSS, and spoke for the continued protection of viable agricultural land. The delegation provided a written submission, on file at Legislative and Information Services.*

**15-440** Delegation Zachary Doeding

*Zac Doeding spoke in favour of the provision of public water throughout the Juan de Fuca Electoral Area (JDF EA) and not to use water servicing to control development. He noted that all the sub-regions of the JDF EA have chosen a rural character with low density and restrained development potential in their OCPs. He asked the Board to make the access to water for the JDF EA a condition of their approval of the RSS. The delegation provided a written submission, on file at Legislative and Information Services.*

**15-441** Delegation: Dr. Lydia Wingate

*Dr. Lydia Wingate put forward 8 suggestions regarding the RSS: 1) policies must rest within the jurisdiction of local governments; 2) build compact complete communities within clearly defined Growth Containment Areas; 3) Increase target from 90% to 95% in Growth Containment Areas and increase 30% new growth target in serviced communities; 4) prevent urban sprawl by development of compact complete communities, do not extend sewer and water services into rural areas of the Juan de Fuca Electoral Area; 5) establish minimums and where new green field development should occur before all bare land sites disappear due to development; 6) transportation policies that require rigorous performance standards and cost effectiveness, and transportation revenue used to maintain infrastructure; 7) consider increasing ALR within each municipality; 8) put all CRD planning activities on hold until RSS is enacted. The delegation provided a written submission, on file at Legislative and Information Services.*

**15-443** Delegation: Ken Farquarson

*Ken Farquarson spoke to the following points: "Rural Settlement Lands" in Juan de Fuca Electoral Area are in conflict with objective of keeping growth within the Urban Containment Boundary, and should be re-defined as "Low Growth Areas"; supports position of Water Advisory Committee that extension of piped water to areas not presently served does not assist in water sustainability program; supports concept of use of electric vehicles but could offset stress on electrical grid by more solar energy generation starting with public buildings; need to ensure the sustainability of the parks system which provide buffer zones between growing populations; with possible release of DND lands, e.g. Albert Head, need to keep water front properties in public domain; contamination of mine upstream of Jordan River needs to be removed to allow the revival of salmon stock.*

**5. Committee Business****5.1 15-399** Regional Sustainability Strategy Update

*Chair Jensen noted that the Regional Sustainability Strategy (RSS) was a draft document, with the intent of the CRD Board, municipalities and the Juan de Fuca Electoral Area reaching a consensus on how to move forward together to build a better region. K. Lorette advised that the update was a follow up to the direction given at the October 14, 2014 Committee of the Whole meeting for staff to obtain further input on the draft RSS in accordance with the proposed work plan.*

*Using a PowerPoint presentation, S. Bagh provided information under the following headings:*

**BACKGROUND**

- Areas affected by the RSS, i.e. the Growth Management Planning Area
- Strengthen and build on the diverse assets of the region as a whole

- Complement local visions to look at the big picture
- Role of the RSS - define a shared vision, inspire action, promote collaboration, leverage strengths, track results, enable course corrections
- Transition from the 2003 Regional Growth Strategy (RGS) to RSS - same content areas plus five more
- Consultation and Development Process - started visioning in 2010, input from stakeholders 2011-2013, draft RSS and further consultation 2014-2015, may be opportunity to change adoption by end of 2015 to early 2016 to allow for more consultation
- Consultation June - October 2014: be bolder and reach higher; January 2015: incorporate minor changes consistent with Board direction
- Draft RSS October 2014 (revised) contains 1 vision, 18 targets, 6 objectives, 24 policies 200+ actions

#### ENGAGEMENT PROCESS

- Public and stakeholder engagement, from October 2014-April 2015: included cross-sector forum meetings, municipal planners, intergovernmental agencies and CRD staff, First Nations, presentations to municipal councils, on-line public feedback

#### INPUT THEMES/PROPOSED RESPONSES

- Strong support for sustainability focus and aspirations of RSS
- Input themes and proposed responses summarized in Appendix 8 of staff report

S. Bagh continued the presentation following the recommendations contained in the staff report:

1.a Legal review – There were questions of legality around scope, content and naming of RSS so staff requested legal opinion. During discussion, it was felt the legal opinion should be provided to the Board at a closed meeting.

Director Screech left the meeting at 11:54 am.

**MOVED by Director Finall, SECONDED by Director Desjardins,  
That the legal opinion regarding the Regional Sustainability Strategy be provided to the CRD Board in closed meeting on May 13, 2015 and that the solicitor be present to speak to the opinion.**

**CARRIED**

Director Screech returned to the meeting at 11:55 am.

S. Bagh continued:

- 1.b Vision statement – revised to be shorter but with active language
- 1.c Targets – higher targets for certain categories, add additional targets
- 1.d Address concerns regarding municipal flexibility and level of detail
- 1.e Mapping amendments – for Sooke and Juan de Fuca Electoral Area
- 1.f Text changes – ALR, economic development, consistency with RSS objectives and policies
- 1.g Population projections – update and correct errors
- 1.h Add a water servicing policy – outstanding issue is the use of water servicing as a growth management tool. Updated maps for Options were distributed at the meeting.
- 2. Support finalization of RSS – send draft to Juan de Fuca Land Use Committee, attend municipal public meetings, pursue extension of Federal Gas Tax grant timeline, organize a Council of Councils workshop

Directors Blackwell and Seaton left the meeting at 12:30 pm.

Staff responded to questions regarding the work to be completed for the Federal Gas Tax grant that funded the review of the RGS.

The Committee of the Whole recessed from 12:33 to 12:50 pm.

**MOVED by Director Derman, SECONDED by Director Price,  
That the meeting time be extended beyond three hours.  
CARRIED**

**15-399 Regional Sustainability Strategy Update**

*Noting the decision for the legal opinion to be presented at the next Board meeting and the unlikelihood of reaching decisions today, Chair Jensen recommended that the Committee proceed with asking questions to clarify the information presented by staff.*

*Director Helps introduced the following Notice of Motion, to be considered at the next Committee of the Whole meeting, by emailing it to Directors at the meeting.*

*"Improvements to the Regional Sustainability Strategy (RSS):*

*THAT the Board provide the following directions to Staff to improve the Regional Sustainability Strategy and report back to Committee of the Whole with a revised document as soon as practical:*

- 1. That staff revise the draft RSS to prioritize targets and actions that are within core municipal and regional district jurisdiction, in particular land use, services, buildings and transportation.*
- 2. That staff revise Objective 3 to Creating Vibrant Sustainable Communities and place it as Objective 1 from which all other objectives flow. The first target/action/policy of the new Objective is to keep settlement compact using growth containment areas.*
- 3. That staff revise the Keystone Initiatives to include a greater share of the population living in growth containment areas AND complete communities. (p.10)*
- 4. That staff revise the RSS to make land use, particularly urban containment, one of the primary strategies for addressing GHG reduction.*
- 5. That staff revise the growth management target to 95% of new dwelling units within the growth containment area. (p.11)*
- 6. That staff revise growth management actions and policies to support achieving that 95% target.*
- 7. That staff revise the complete communities target to locating 75% of new dwelling units within walkable, bikeable transit serviced communities that provide a variety of housing types and tenures close to places of work, shopping, learning, recreation, parks and green spaces. (p.11)*
- 8. That staff revise growth management actions and policies to support achieving that 75% target.*
- 9. That staff revise the draft RSS by deleting Rural Settlement Areas (RSA) and designating these areas appropriately as Rural Lands outside the Growth Containment Area. (p.42)*
- 10. That staff revise the target for infrastructure as follows: Obtain 100% new water through conservation and efficiency such that there is no need for the expansion of the regional water supply areas or reservoirs within the planning period. (p.12)*
- 11. That staff revise the draft RSS to include any amendment of the Growth Containment Area as a Major Amendment. (p.106 onwards)*
- 12. That staff revise the draft RSS to establish minimum densities on a neighbourhood basis for each member municipality.*
- 13. That staff revise the draft RSS to set out criteria for municipalities to evaluate whether new greenfield development is appropriate within their Growth Containment Areas taking into account municipal success in achieving the densities necessary for carbon hubs or compact complete communities.*

14. That staff revise the draft RSS to mandate the achievement of an overall average density of 20 units per hectare in each municipality's Growth Containment Area before approving new subdivisions on greenfield sites.
15. That staff revise the draft RSS to include more detailed procedure for amendment the Growth Containment Area, including undertaking a region--wide evaluation of density targets and identify where new growth may be appropriate based on environmental, social and economic sustainability factors before considering the expansion of any Growth Containment Area.
16. That staff revise the draft RSS to include a requirement to evaluate the transportation and GHG implications of each type of land use.
17. That staff revise the draft RSS to mandate rigorous performance standards for new transportation projects that ensure that they are cost--effective, reduce driving miles, and provide more transportation options.
18. That staff revise the draft RSS to direct all transportation dollars to the maintenance of existing infrastructure ("fix it first"), including to make roadways safe and accessible for people who take transit, walk and bike.
19. That staff revise the draft RSS to focus on prioritizing and using the green infrastructure.
20. That staff revise the draft RSS to include targets for the percentage of new dwellings that will be built in an attached, semi--detached and detached forms, with upwards of 70% being built in attached forms.
21. That staff revise the draft RSS to include more specific social sustainability targets that are within the jurisdiction of local governments, including access to transit, number of affordable housing units built, and walkability (scores) for neighbourhoods.
22. That staff revise the draft RSS to focus on housing affordability and enhancing the role that the Capital Region Housing Corporation and other non-profit housing providers can play in achieving social sustainability."

Staff responded to questions regarding:

- RSS as a revision/amendment of the existing RGS bylaw
- Deliverables required for the Federal Gas Tax grant and proposed timeline extension
- Opportunity for changing name back to RGS
- Accuracy of population and employment projections
- Update of industrial lands
- Maps showing water servicing areas versus water serviced areas
- Clarification on definition of regional water

Directors Helps and Loveday left the meeting at 1:25 pm.

## 6. Motion to Report to CRD Board

15-426 Motion to Report to CRD Board

*Due to the time constraints, the Committee was unable to make a recommendation to the Board other than to postpone until after the next meeting.*

## 7. New Business - None

## 8. Adjournment

**MOVED** by Director Derman, **SECONDED** by Director Screech,  
That the meeting be adjourned to a continued meeting to take place at a date to be determined after the May 13, 2015 CRD Board meeting.  
**CARRIED**



\_\_\_\_\_  
*CHAIR*

*CERTIFIED CORRECT:*

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*CORPORATE OFFICER*