Capital Regional District

625 Fisgard St.,
Victoria, BC V8W 1R7

Notice of Meeting and Meeting Agenda
Committee of the Whole

Wednesday, June 29, 2016 | **11:05 AM** | **6th Floor Boardroom**

MORNING SESSION 11:05 AM

1. Approval of Agenda

2. Adoption of Minutes

2.1. 16-754 Minutes of Committee of the Whole Meeting of February 3, 2016

Recommendation: That the minutes of the meeting of February 3, 2016 be adopted as circulated.

Attachments: Feb. 3, 2016 COW Minutes

3. Chair's Remarks

4. Presentations/Delegations

4.1. Presentations

4.1.1. 16-753 Capital Region Integrated Services and Governance Initiative

Attachments: Summary of Capital Integrated Services & Governance Initiative
Project Team
BC Gov't News Release
PowerPoint Presentation

RECESS

AFTERNOON SESSION 1:30 PM

4.2. Delegations

4.2.1. **16-783** Delegation: Vicky Husband, Consortium on Regional Sustainability, re item 5.1

Attachments: Delegation: V. Husband (Consortium) re item 5.1

4.2.2. **16-785** Delegation: Ray Zimmerman, Sea to Sea Greenbelt Society, re item 5.1

5. Committee Business

5.1. 16-749 Draft 2016 Regional Growth Strategy Informal Referral Input

Recommendation: That the Committee of the Whole recommends to the Capital Regional District Board: That the input from municipal Councils and the Juan de Fuca Land Use Committee on the Regional Growth Strategy (RGS) informal referral (Appendix A) be received and staff be directed to advance to the Capital Regional District Board a revised version of the March 9, 2016 RGS draft that incorporates:
a) a section on agriculture (Appendix B);
b) a section describing municipalities (Appendix C);
c) water servicing criteria (Alternative 1 in Appendix D);
d) edits to improve the clarity and comprehensiveness of the RGS document (Appendix E); and
e) additional policy provisions to ensure all policy that was covered in the Regional Sustainability Strategy is covered in the draft RGS (Appendix F).
(All except SSI & SGI EAs)

Attachments:
- Report: Draft 2016 RGS Informal Referral Input Revised
- Appendix A: Municipal Council & JdF LUC Input
- Appendix B: Draft food and agriculture section
- Appendix C: Updated version of the “Community Profiles”
- Appendix D: Water Servicing Criteria Policy Options
- Appendix E: RGS Edit Options
- Appendix F: Inclusion of Remaining RSS Policy Content
- Report: Draft 2016 RGS Informal Referral Input

6. New Business

7. Motion to Report to Board

7.1. 16-776 Motion to Report to the Board

Recommendation: That the Committee of the Whole report to the Capital Regional District Board at the special meeting immediately following this meeting regarding Item 5.1.

8. Adjournment

Capital Regional District

625 Fisgard St.,
Victoria, BC V8W 1R7

Meeting Minutes
Committee of the Whole

Wednesday, February 3, 2016 | **1:30 PM** | **6th Floor Boardroom**

Present:
Directors: B. Desjardins (Chair), R. Atwell, D Blackwell, S. Brice, C. Day (for C. Hamilton), V. Derman, A. Finall, M. Hicks, B. Isitt (2:00), R. Kasper, W. McIntyre, S. Price, J. Ranns, V. Sanders (for J. Brownoff), D. Screech, L. Seaton, K. Williams, R. Windsor and G. Young

Staff: R. Lapham, Chief Administrative Officer; L. Hutcheson, General Manager, Parks and Environmental Services; D. Lokken, General Manager, Finance and Technology; T. Robbins, General Manager, Integrated Water Services; K. Lorette, General Manager, Planning and Protective Services; S. Carby, Senior Manager, Protective Services; D. Brown, Manager, Bylaw Enforcement and Animal Control; Peter Ensor, Manager, Electoral Area Fire and Emergency Programs; I. Foss, Regional Emergency Systems Coordinator; I. Elliott, Protective Services; B. Reems, Corporate Officer, and S. Norton, Deputy Corporate Officer (Recorder)

Absent: Directors: M. Alto, L. Helps, D. Howe (Vice Chair), N. Jensen, C. Plant

The meeting was called to order at 1:30 pm.

1. Approval of Agenda

MOVED by Director Kasper, SECONDED by Director Windsor,
That the agenda be approved as circulated.
CARRIED

2. Adoption of Minutes

2.1. 16-168 Minutes of November 18, 2015

MOVED by Director Blackwell, SECONDED by Director Atwell,
That the minutes of the November 18, 2015 meeting of the Committee of the Whole be adopted.
CARRIED

3. Chair's Remarks

4. Presentations/Delegations - None

5. Committee Business

5.1. 16-100 Capital Regional District Emergency Management Organization Appointments

MOVED by Director Derman, SECONDED by Director Windsor,
That the Capital Regional District (CRD) Committee of the Whole recommends to

the CRD Board:
That the following appointments be approved:
CRD Emergency Manager:
- Shawn Carby, Senior Manager, Protective Services
CRD Deputy Emergency Manager:
- Peter Ensor, Manager, Electoral Area Fire & Emergency Programs
Electoral Area Emergency Coordinators:
- Brigitte Prochaska, Southern Gulf Islands- Geri Grant, Juan de Fuca
- Elizabeth Zook, Salt Spring Island
CARRIED

5.2. 16-164 Capital Regional District Board Emergency Management Exercise

K. Lorette introduced staff involved in emergency management at the CRD. He noted the different levels of government and jurisdictions involved in emergency management.

Using a PowerPoint presentation, S. Carby reviewed the following:
- primary roles of the CRD in emergency management
- three parts of the regional service and related bylaws: regional service for emergency program support, Local Government Emergency Program Advisory Commission, Regional Emergency Coordinators Advisory Commission
- role and membership of the Emergency Management Committee and Emergency Coordinating Committee
- concept of operations in emergency response, CRD concept of operations

Chair Desjardins left the meeting at 2:00 pm, and requested Director Ranns to act as Chair.
Director Isitt entered the meeting at 2:00 pm.

S. Carby continued the presentation:
- CRD Emergency Operations Centre (EOC) structure
- emergency response goals
- CRD Policy Group composition and role

Chair Desjardins returned to the meeting at 2:05 pm.

S. Carby continued the presentation:
- role of Electoral Area Directors
- role of General Manager Advisory Group
- role of EOC Director
- role of Public Information Officer (PIO)
- declaring a state of local emergency in BC
- emergency powers under a declaration
- provincial declaration of emergency
- CRD emergency management initiatives

The Board participated in table-top exercises depicting three levels of emergency.

Exercise #1 - CRD and Electoral Area Emergency (wildfire in East Sooke Regional Park)

Exercise #2 - Progression to include Municipalities (wildfire spreads to Sooke and Metchosin)
Exercise #3 - Regional Emergency (6.8 earthquake in downtown core)

Directors provided comment and their concerns regarding: notification to Directors; communications; role of CRD Director vs role as Municipal Mayor/Councillor; calling a Board meeting after an emergency declared; stating All Clear; media reporting; spokesperson; and roles of the CRD, local governments and the Province.

Directors Atwell, Blackwell and Kasper left the meeting at 3:28 pm.

6. New Business - None

7. Motion to Report to CRD Board

7.1. 16-169 Motion to Report to CRD Board

MOVED by Director Seaton, SECONDED by Director Windsor,
That the Committee of the Whole report to the Capital Regional District Board at the special meeting immediately following this meeting regarding Items 5.1 and 5.2.
CARRIED

8. Adjournment

MOVED by Alternate Director Day, SECONDED by Director Derman,
That the meeting be adjourned at 3:34 pm.
CARRIED

_____
CHAIR

CERTIFIED CORRECT:

_____
CORPORATE OFFICER

Summary Description of Capital Integrated Services and Governance Initiative

Background

Capital Region citizens (through the 2014 referenda results) and local governments (through meetings with Community, Sport and Cultural Development Ministers) have expressed a common interest in gathering facts about current service delivery, increasing understanding about service delivery best practices and exploring further the opportunities to better integrate service and governance.

The Capital Integrated Services and Governance Initiative is a product of a shared understanding reached between the region's municipalities and the Province reached in March, 2016.

The initiative recognizes the need for more information on service and governance best practices, challenges and opportunities. As well, the initiative supports principles of collaboration, consultation and communication.

Urban Systems and Circle Square Solutions submitted a successful joint proposal through BC Bid, awarded last month, to help implement the initiative. The Province is committed to support the Capital area local governments through hiring the Contractor to deliver the project

The project team will prepare a report including:

- information on how services are currently delivered in the region
- challenges/opportunities identified by area local governments associated with various approaches to governance; and,
- survey service provision best practices from other local governments

Description of Project Components

Activity 1: Establishing the "facts" on How Services Are Currently Delivered in the Region

- Work collaboratively with local governments (i.e., elected officials and senior staff) to collect information on current services and governance arrangements for each of the local governments within the Capital area. This will help to establish the facts about who delivers what service to whom and how. Comparison of costs and service efficiency across local governments in the Capital area is not in scope for this activity.

Activity 2: Identifying Challenges and Opportunities Identified by Area Local Governments

- Facilitate discussions within and among local governments to help them identify underlying issues, barriers, and opportunities towards service and governance integration. The goal is to summarize themes, key issues/opportunities, and common interests that participants articulate.

- Provide an opportunity for other stakeholders (i.e., non-local government service providers, representative of the business and tourism sectors, and community-based groups) to share their perceptions of issues and opportunities facing local governments within the Capital area. Area First Nations will be contacted for the purposes of informing the Nations about the Initiative and the opportunities for them to share information related to the Initiative.

Activity 3: Survey Best Practices

- Gather information on what other jurisdictions and public bodies are doing to create efficiencies within organizations. This includes presenting relevant examples of the experience of other governmental bodies in British Columbia that are successfully addressing service issues. Rather than identifying potential solutions, the goal is to provide a range of examples that may be of assistance to local governments.

Activity 4: Creation of a Final Report

- Provide a final report that brings together the information gathered in each of the activities outlined above, including a plain language executive summary of the key information.

Dale Wall
June 1, 2016

PROJECT TEAM

CIRCLE SQUARE SOLUTIONS

Dale Wall – Project Lead
Dale brings extensive experience in public finance, local governance and regional development to his work. Dale's 25 years of experience in the B.C. Public Service includes 3 years as Deputy Minister of Community Development, 7 years as Assistant Deputy Minister of Local Government and significant work in a number of positions within the Ministry of Community Development, Cabinet Office and the Ministry of Finance.

Dale's recent work includes acting as provincial negotiator for the 2015 $1 billion Peace River Agreement, serving as an adjunct member of the Expert Panel on Business Tax Competiveness and working with the Union B.C. Municipalities Select Committee on Finance to produce "Strong Fiscal Futures; A Blue Print to Strengthening BC Local Governments Finance System". He is also a Sessional Instructor at the University of Victoria, where he teaches an on-line course in Urban and Regional Economics.

Dale has Master's degree in Public Administration from the University of Victoria and a Bachelor's Degree in Geography and History from Simon Fraser University. Dale will be the Project Manager for this assignment and key client liaison throughout the study.

George Abbott – Senior Advisor
George Abbott brings to this assignment the perspectives gained through his long and distinguished career in politics and public service.
George has served the Province of BC in a number of Ministerial roles, including:

- Minister of Education (2010-12)
- Minister of Health for four years (2005-09)
- Minister of Aboriginal Relations and Reconciliation (2009-10);
- Minister of Sustainable Resource Management (2004-05); and,
- Minister of Community, Aboriginal and Women's Services (2001-04).
- From 1996 to 2001, George also served as Deputy House Leader for the Official Opposition.

Prior to his election to the Legislature, he served for 17 years in local government including as Director and Chair of the Columbia-Shuswap Regional District and as a Councillor at the District of Sicamous. George was a Sessional Lecturer in Political Science at Okanagan University College from 1980 to 1996. He is currently a Sessional Lecturer and doctoral candidate in Political Science at the University of Victoria.

His most recent work has been working with Chris Trumpy to find an agreed approach to water governance in the City of Kelowna.

Bob de Faye – Senior Advisor
Bob is a respected and broadly experienced former provincial deputy minister. After receiving his BA in international relations, he went on to complete a Master's in Public Administration.
During his three-decade long career he served in a wide variety of senior and executive capacities including:

- Deputy Minister within the following ministries:
  - o Ministry of Aboriginal Relations and Reconciliation;
  - o Ministry of Small Business and Revenue;
  - o Public Sector Employers' Council;
  - o Ministry of Health, Chief Administrative Officer, and,
  - o Ministry of Community, Aboriginal and Women's Services.
- Assistant Deputy Minster: Government Services and Registries, and Provincial Treasury
- Chair, BC Medical Services Commission

Bob began his career as a specialist in program evaluation and service costing. He has overseen public sector contract bargaining and has hands-on experience in labour relations. He also has experience in public engagement and consultation in both aboriginal and non-aboriginal communities and has carried out governance reviews working from within the provincial government as well as from the outside as a public policy consultant. Bob is currently working as an independent consultant and is a senior associate of Circle Square Solutions.

Chris Trumpy – Senior Advisor
Chris Trumpy is a consultant who brings a wide range of operational and governance experience to his clients. His experience within the B.C Public Service spans more than 30 years and includes Deputy Minister postings in Finance, Environment, Provincial Revenue and Sustainable Resource Management. He has also served as Assistant Deputy Minister for Treasury Board Staff and Provincial Treasury.
Chris has worked as a self-employed consultant since leaving the public service in 2009. Recent projects most relevant to this assignment include:

- Review of Governance structure and process for St Paul's Hospital;
- Chair of BC Transit Independent Review Panel in 2012 which made recommendations related to governance and performance for the transit system outside of the Lower Mainland in BC; and
- Chair of an Industrial Electricity Policy Task Force in 2013 which made policy recommendations on issues related to industrial electricity rates in BC.

Most recently he has been working with George Abbott to find an agreed approach to water governance within the City of Kelowna. Chris has a B.Comm. from University of British Columbia and a CGA designation.

URBAN SYSTEMS

Dan Huang, MCIP, RPP – Principal and Local Government Advisor
Dan is a Registered Professional Planner, a partner at Urban Systems and Branch Leader of our Victoria office. He has over 20 years of experience in land use planning through his work in both the private and public sector, including six years working within local government for both a municipality and a regional district.

Since joining Urban Systems in 2001, Dan has been involved in numerous governance and service delivery studies throughout the province, including: Salt Spring Island (Phase 1 governance study and Phase 2 incorporation study), Castlegar (boundary extension), Campbell River (boundary extension), Vernon (boundary extension), Trail (amalgamation study and boundary extension), Atlin (incorporation study), and the Regional District of North Okanagan (annexation and service delivery review). Dan will work closely with Dale and the rest of the Project Team, and provide key local government connections and dialogue based on his working relationship with the majority of municipalities and the CR

James Klukas, MCIO, RPP Local Government Advisor
James is a Community Planner and Local Government Advisor working with Urban Systems' Vancouver branch. With Urban Systems, James has twelve years of experience in planning and local government assignments throughout British Columbia and Alberta.

James was the primary author of incorporation studies in Barriere and Clearwater, resulting in the establishment of two new municipalities. James is currently completing an incorporation study for Salt Spring Island, and a Boundary Extension study with the City of Trail. He also recently completed a governance review for the Squamish-Lillooet Regional District, and a municipal amalgamation study for Trail/Warfield.

James thoroughly enjoys discussions around governance, and he is well equipped to address the many considerations related to governance, finance, and service delivery. Prior to joining Urban Systems, James completed a B.A. in Political Science and a Master of Urban and Regional Planning. James' previous experiences also include employment with the City of Ottawa and the Treasury Board of Canada, Secretariat. James will provide advice to the Project Team on the key service delivery aspects with respect to efficiency and effectiveness, as well as lead the research into best practices within BC and across Canada.

Shaun Heffernan, MCIP, RPP – Community Planner
Shaun grew-up in the Greater Victoria area and is a Community Planner in our Victoria office. He has experience in municipal planning, economic development and local government finance. In his time with Urban Systems, Shaun has worked on a number of boundary extension projects across British Columbia, as well as numerous local government finance assignments including Development Cost Charge (DCC) and Fees and Charges Bylaws. These have included DCC updates for the Capital Regional District, City of Fernie, City of Castlegar, District of Lake Country and the City of Pitt Meadows, among others, and a boundary expansion study for the City of Trail. From this experience he has developed a keen knowledge of local government finance and its critical role in maintaining the standard of service delivery and infrastructure in our communities. For this project, Shaun will support our team throughout the project undertaking background research, policy reviews, database creation and analysis, and assisting with consultation activities and summarizing consultation outcomes.

NEWS RELEASE

For Immediate Release
2016CSCD0028-000910
June 1, 2016

Ministry of Community, Sport and Cultural Development

Consultants chosen to facilitate work on governance and service integration

VICTORIA – The Province of British Columbia has selected consultants to work on the Capital Integrated Services and Governance Initiative with capital area local governments on exploring ways to integrate services and governance, Community, Sport and Cultural Development Minister Peter Fassbender said today.

Two consulting firms, Urban Systems and Circle Square Solutions, will facilitate fact-finding and discussion among local governments in the region to help inform opportunities that support the efficient delivery of services needed by communities and citizens. Dale Wall, a former B.C. provincial government deputy minister, will be project team leader.

Recognizing that local governments make their own decisions about integrated services and governance, the initiative will gather facts and facilitate dialogue between local governments. The Province will not impose an outcome. The consultants will also engage stakeholder organizations to gather feedback on perceptions of the issues and opportunities facing local governments in the area.

One of the first activities for the project team will be to meet with each local government in the capital area to discuss the work ahead and receive input from elected councils and the Capital Regional District board.

Community, Sport and Cultural Development Minister Peter Fassbender –

"Local governments are accountable to their taxpayers, so a serious consideration of service and governance integration in the capital area just makes sense. The provincial government is helping to facilitate the discussion among local governments. Following the completion of the consultants' report, local governments in the region will decide on next steps."

Quick Facts:

- The Capital Integrated Services and Governance Initiative is a product of a shared understanding reached between the region's municipalities and the Province in March, 2016.
- The initiative recognizes the need for more information on service and governance best practices, changes and opportunities. As well, the initiative supports principles of collaboration, consultation and communication.
- Urban Systems and Circle Square Solutions submitted a successful joint proposal through BC Bid, awarded last month, to help implement the initiative.
- The project team will prepare a report including:
    - information on how services are currently delivered in the region;
    - best practices from other local governments; and

    - challenges/opportunities identified by area local governments associated with various approaches to governance and service provision.
- Founded in 1975, Urban Systems is a private company that works with clients to help build prosperous, sustainable, resilient and healthy communities. Urban Systems operates offices in nine B.C. communities.
- Founded in 2013, Circle Square Solutions is a full-service policy and governance consulting firm based in British Columbia. Staff includes George Abbott, former B.C. provincial government minister and Chris Trumpy, former B.C. provincial government deputy minister.
- The Province of British Columbia awarded up to $94,500 to Urban Systems and Circle Square Solutions for their work on the Capital Integrated Services and Governance Initiative.
- An evaluation panel consisting of staff from the Ministry of Community, Sport and Cultural Development and senior staff from capital area local governments selected the joint proposal submitted by Urban Systems and Circle Square Solutions.
- Participants in the Capital Integrated Services and Governance Initiative include the Capital Regional District and 13 area municipalities, as follows: City of Victoria, City of Colwood, City of Langford, Township of Esquimalt, Town of View Royal, Town of Sidney, District of Oak Bay, District of Saanich, District of Central Saanich, District of North Saanich, District of Metchosin, District of Highlands and the District of Sooke.

Learn More:

Check out the provincial government's role in supporting communities, sport, arts and culture through the Ministry of Community, Sport and Cultural Development at: http://www.gov.bc.ca/cscd

Media Contact:

Ministry of Community, Sport and Cultural Development
250 356-6334

Capital Region

Integrated Services and Governance Initiative

Project

- Client - Ministry of Community, Cultural and Sport Development
- Process
  - Fact Gathering - Capital Area Service Provision and Governance
  - Best Practices - Other Local Governments and Public Sector Organizations
  - Dialogue - Local Councils, CRD Board, First Nations
  - Opportunity for Input - Community Stakeholders
- Outputs
  - Interim Report
  - Final Report - meant to inform future local government decision making but not provide specific recommendations on integration

Team

- **Urban Systems**
  - Dan Huang
  - James Klukas
  - Shaun Heffernan
- **Circle Square Solutions**
  - Dale Wall
  - George Abbott
  - Chris Trumpy
  - Bob de Faye

Time Frame

- First Round Dialogue - June/July
- Interim Report – by late September
- Second Round Dialogue – October
- Final Report November

Why Are We Here Now?

- Introduce Project
- Initiate first round of dialogue with local government elected officials.
- Our team will be working with your staff on the “establishing the facts” part of the project.

Our Questions of the Board

- Key Issues - related to integrated services and governance for the Board?
- What do you want to see covered in our work?
- What services provide the best opportunities?
- Are their opportunities for policy/regulatory harmonization? Where?
- Areas of caution?
- Constraints?
- What best practices/innovations are you most interested in?

Nancy More

From: Legserv
Subject: FW: Addressing the Board - Submission

Sent: Monday, June 27, 2016 8:28 AM
To: Legserv <Legserv@crd.bc.ca>
Subject: Addressing the Board - Submission

The following message was received through the form at 'https://www.crd.bc.ca/about/how-we-are-governed/addressing-the-board/addressing-the-crd-board-committees'. Neither the name nor the e-mail address can be confirmed as accurate.

Your name::
vicky husband

I represent::
Consortium on Regional Sustainability

Municipality/Electoral Area in which you reside:
Highlands

I wish to address::
Committee of the Whole

Meeting Date::
June 29/2016

Agenda Item::
5.1 Draft 2016 RGS Informal Referral Input

My reason(s) for appearing (is/are) and the substance of my presentation is as follows::
I will speak to the Draft 2016 Regional Growth Strategy and the Informal Referral Input.

The issue of extension of piped water as a growth management tool is an important issue if the CRD is committed to controlling rural sprawl. Also the conservation of water is a critical issue.

And other pertinent points on what the RGS should contain.

I will have a PowerPoint or video presentation and will submit it at least 24 hours in advance of the meeting.:
No

The meeting and my presentation will be webstreamed live via the CRD website and recorded.:
I understand,

Submitted at:6/27/2016 8:28:11 AM
Submitted via:https://www.crd.bc.ca/about/how-we-are-governed/addressing-the-board/addressing-the-crd-board-committees

Making a difference...together

PPS/RSP 2016-09

REPORT TO COMMITTEE OF THE WHOLE
MEETING OF WEDNESDAY, JUNE 29, 2016

SUBJECT **Draft 2016 Regional Growth Strategy Informal Referral Input**

ISSUE

To report on the Regional Growth Strategy (RGS) informal referral input from municipal Councils and the Juan de Fuca (JdF) Land Use Committee (LUC) and to receive direction on next steps.

BACKGROUND

At its March 9, 2016 meeting, the Capital Regional District (CRD) Board resolved to invite municipal Councils and the JdF LUC to provide input on the draft 2016 RGS document in response to an informal referral. The Board also directed staff to report back to the Committee of the Whole (CoW) with the following:

- a summary of municipal Council and electoral area input (see Appendix A);
- a draft food and agriculture section for possible inclusion in the draft 2016 RGS (see Appendix B); and
- an updated version of the "Community Profiles" from the approved 2003 RGS (see Appendix C).

On March 16, 2016, the CRD Chair invited municipal Councils and the JdF LUC to participate in the informal referral, with comments requested by May 18, 2016. The informal referral invited comment on matters that could affect acceptance of the RGS. Councils and the JdF LUC were also asked to provide updates, if needed, to their "Community Profiles".

The CRD heard back from 12 municipalities and the JdF LUC (Appendix A). Of those, three (Colwood, Metchosin and Sidney) had no comments. Ten (Central Saanich, Esquimalt, Highlands, the JdF LUC, Langford, North Saanich, Saanich, Sooke, Victoria and View Royal) provided comments. Growth management, water servicing and suggestions for clarifying and enhancing the comprehensiveness of the draft RGS document were the predominant comment themes.

DISCUSSION

Growth management and servicing policy concerns were central themes in the feedback received during the informal referral period and are anticipated to be the most likely triggers for dispute resolution should mutually agreeable policies not be arrived at prior to formal referral. Appendices D and E provide options for responding to growth management and servicing feedback.

There are two ways that the RGS can influence growth and development of the region:

1. Official Community Plan (OCP) policy guidance
2. CRD servicing policy guidance (indication of when/where/under what conditions CRD services will be provided)

Regional growth can only be managed to the extent that municipalities can agree to an approach. The agreed-upon approach is reflected in RGS policies with which OCPs must align. The less agreement there is, the greater the likelihood that policies will be high level and flexible. The more high-level and flexible the policies, the more difficult it will be to deem a municipal Regional Context Statement (RCS) out of alignment or a JdF OCP inconsistent.

The Board has previously directed that the RGS continue to adopt a high-level approach that allows for significant flexibility in how municipalities align to the RGS. A high-level approach makes it challenging to ensure consistent growth management because municipalities and the JdF EA may, within the context of flexibility, choose to pursue different growth management approaches and outcomes. In this context, the strongest possible growth management tool becomes not OCP policy guidance, but rather, CRD servicing policy. Legislation requires that, once an RGS is adopted, all new CRD bylaws (including servicing bylaws) must be consistent with the RGS. The requirement for CRD consistency with the RGS makes policies applying to CRD activities (including servicing decisions) more powerful than policies driving municipal OCP content.

ALTERNATIVES

That the Committee of the Whole recommends to the Capital Regional District Board:

1. That the input from municipal Councils and the Juan de Fuca Land Use Committee on the Regional Growth Strategy (RGS) informal referral (Appendix A) be received and staff be directed to advance to the Capital Regional District Board a revised version of the March 9, 2016 RGS draft that incorporates:
   a. a section on agriculture (Appendix B);
   b. a section describing municipalities (Appendix C);
   c. water servicing criteria (Alternative 1 in Appendix D);
   d. edits to improve the clarity and comprehensiveness of the RGS document (Appendix E); and
   e. additional policy provisions to ensure all policy that was covered in the Regional Sustainability Strategy is covered in the draft RGS (Appendix F).

2. That the input from municipal Councils and the Juan de Fuca Land Use Committee on the Regional Growth Strategy (RGS) informal referral (Appendix A) be received and staff be directed to advance to the Capital Regional District Board a revised version of the March 9, 2016 RGS draft that incorporates:
   a. a section on agriculture (Appendix B);
   b. a section describing municipalities (Appendix C);
   c. edits to improve the clarity and comprehensiveness of the RGS document (Appendix E); and
   d. additional policy provisions to ensure all policy that was covered in the Regional Sustainability Strategy is covered in the draft RGS (Appendix F).

IMPLICATIONS

The difference between the two alternatives is that Alternative 1 introduces water servicing criteria. Alternative 2 retains the silence on water servicing that was present in the March 9, 2016 draft RGS. Both Alternatives incorporate a section on agriculture and a section describing municipalities and respond to other input.

Water Servicing Implications
Municipal input suggests that policy refinements will likely be needed if the Board wishes to avoid dispute resolution during the bylaw adoption phase. Refinements to consider include balancing concerns related to the growth management, land economics and cost implications of being silent on water servicing with the desire of the JdF EA to have opportunities for water service expansion equivalent to those available to municipalities.

Alternative 1 affords all municipalities and JdF communities the opportunity to access water services in the context of meeting specific criteria.

Alternative 2 allows for universal access to water, unfettered by RGS restrictions.

CRD servicing bylaws would need to be consistent with Alternative 1 should it become RGS policy.

Both Alternatives provide greater and more equal access to water than exists under the 2003 RGS.

The municipalities/EA that would, under Alternative 1, have greater *eligibility* for access to water from an RGS perspective than they do under the current (2003) RGS and accepted RCS include:

- Central Saanich
- Highlands
- JdF EA
- North Saanich
- Saanich
- View Royal

Municipalities not listed above are either entirely within the RGS growth boundary and are therefore already eligible for water service or alternatively, the Board has accepted a municipal RCS that allows for regional water services to be provided to the entire municipality.

In the absence (Alternative 2) of CRD limitations or criteria, the onus would shift *entirely* to local jurisdictions to determine where/under what circumstances water services would be extended. That level of municipal control is appealing to some and disconcerting to others.

In order to manage risks and address concerns raised by some municipalities, as an alternative to the approach that provides no limitations on the access to water services (Alternative 2), criteria and principles could be put in place to identify conditions under which water servicing would be deemed appropriate (Alternative 1). Proposed criteria relate to alignment with RGS land use / local OCP provisions and proposed principles relate to financial considerations and supply management (see Appendix D).

Growth Management Implications
The RGS includes a target of keeping growth outside the growth boundary to less than 5% of the regional total.

The region has significant latent development potential conferred by *existing* zoning and/or by *existing* OCP provisions. The amount of growth outside the growth boundary that will be triggered by access to piped water services (Alternatives 1 and 2) will depend on the extent to which development has to date been held back by the lack water services.

In the absence of RGS policy guidance, the potential for growth will depend on both the extent of latent development potential and on the extent to which municipalities and the JdF EA servicing policies constrain achievement of that potential.

The JdF EA has potential for growth resulting from removal of water servicing restrictions because: the area is large (151,189 ha); minimum lot sizes and other existing zoning regulations provide for additional potential; and there are no OCP limits relating to water servicing. Growth in other areas of the region outside the growth boundary is held back by large minimum lot sizes, limited latent development potential, and/or by municipal OCPs that restrict where water services will be extended.

When compared to the 2003 RGS, the draft 2016 RGS Map 3: Growth Management Concept Plan expands the extent of lands designated as Rural/Rural Residential in the JdF EA to reflect settlement areas shown in approved OCPs. The majority of the expanded lands are Private Managed Forest Land (PMFL). PMFL is a BC Assessment property classification that encourages private landowners to manage their lands for long-term forest production. PMFL does not confer protection of land for forestry purposes; land can be removed from the PMFL for non-forest management activities subject to an exit fee. The 2016 RGS designates most PMFL parcels as Renewable Resource Lands, meaning that the *primary* use of those lands cannot shift to residential without an RGS amendment. Approximately 2600 ha of PMFL parcels are shown as Rural/Rural Residential in the JdF EA, meaning that, from an RGS standpoint, these lands *could* be used primarily for residential purposes should they be removed from the PMFL.

Realization of latent development potential can possibly be forestalled by servicing policy, but it cannot be fully blocked. Completely blocking potential would require changing existing zoning and not providing for further development potential through OCPs.

Financial Implications
The expansion or extension of water services has financial implications for customers in CRD water supply and distribution areas.

The CRD operates the water supply and distribution systems on a cost-recovery basis. Revenue generated from the sale of water is used to cover the operational, maintenance and capital improvement costs of the water system.

The costs of water service extensions are covered by the applicant on a user-pay basis. Under the user-pay approach, water services are extended as long as the applicant is willing to pay.

Although an applicant covers the *initial* cost of an extension, all users of the water system – both the new users who are benefiting from the expansion and existing users already supplied by the system – cover the costs of operating and maintaining the new infrastructure over its life cycle. Operating and maintaining pipes in areas with limited or low density, which add fewer new users per unit length of pipe than the system average would generally be more expensive than in denser areas. The number of paying customers would increase as a result of the extension. But, since the new low density customers would be paying the *same* unit rate as customers in denser areas, the higher ongoing costs would be borne not just by the low density customers, but by *all* water system customers. Although the CRD operates the water system on a cost-recovery basis and the extension of the water system on a user-pay basis, existing CRD bylaws do not provide for consideration of the ongoing financial, equity, and environmental implications of servicing growth. Alternative 1 provides policy direction to ensure that implications of servicing growth can be considered. Alternative 2 does not.

Implementation Implications

Water Servicing
If the Board wishes to influence the circumstances under which water services are to be extended, then criteria will need to be included in the RGS (Alternative 1).

Under Alternative 2, there would be no RGS criteria regarding water servicing extensions. As such, following RGS adoption, there would be no further opportunity for the Board to weigh in on servicing decisions. Such decisions would be made by the applicable water distribution commissions and the Regional Water Supply Commission, all of which have broad delegated authority, meaning that most Commission decisions do not come to the Board for approval.

Growth Management
The JdF OCP is among the bylaws that must be consistent with the RGS. Those members on the Board who are part of Voting Blocks A and B would vote on JdF OCPs. The full Board would *not* vote on the actual JdF OCPs – only on whether they are consistent with the RGS. The Board can only deem a JdF OCP inconsistent if it does not align with RGS policy. The more vague and permissive the policy in the RGS, the more difficult it will be for the Board to deem inconsistency.

The only chance the CRD Board has to exert influence over a municipal OCP is by ensuring that the municipality's RCS aligns properly with the RGS. An RCS must be referred to the Board for acceptance. The Board can only refuse acceptance if the proposed RCS does not align appropriately. For an RCS to be rejected, there must be a clear inconsistency. The more vague and permissive the policy in the RGS, the more difficult it will be for the Board to reject an RCS.

As such, it is important that the RGS be clear enough to provide the Board with any direction members may wish to cite in reviews of future JdF OCPs and municipal regional context statements. This consideration is germane to any policy content to be inserted into the RGS (Alternative 1 or 2).

Social/Equity Implications

Under both Alternative 1 and 2, access to water would be possible (without satisfying additional RGS criteria) if such were to be required to address a pressing public health, public safety or environmental issue relating to existing development.

Both Alternatives provide equal opportunity for JdF and municipalities to access water. Alternative 1 introduces criteria for accessing water. The same criteria would apply to all. The same process would apply – as long as the criteria are satisfied, there would be no need for an RGS amendment. That approach places municipalities and the JdF EA on equal footing.

Intergovernmental Implications

Both Alternatives provide for the possibility of extending water services throughout the region. Municipalities could, within that policy environment, impose tighter restrictions in their OCPs should that be their desire.

Alternative 1 specifically acknowledges the potential for municipalities to apply additional restrictions and notes that, from the perspective of the RGS, water extensions are only permitted if such are provided for in a municipal OCP (see provisions in Appendix D). Should a municipality wish to bind itself *further*, then it can either include reference to tighter restrictions in a RCS (amendments would then require CRD Board approval) or advocate for RGS inclusion of additional municipality-specific restrictions (amendments would then require approval of the Board AND all municipalities). The RGS can be written in such a way as to have different policies in place for different parts of the region.

Requests for servicing may come not just from municipalities, but possibly also from non-CRD members. It is recommended that such requests be assessed with a view towards supporting mutually beneficial relationships and fostering development consistent with RGS policies and objectives. That approach is detailed in item #E11 of Appendix E and has been reflected in both Alternatives.

Climate Action Implications

The region's ability to achieve greenhouse gas emissions reductions targets will be dependent on successfully implementing many of the RGS policies. Without compact urban settlement, sustainable management of environment and resources, complete communities, more environmentally friendly transportation systems, green business practices and robust local food systems, it will not be possible to significantly reduce greenhouse gas emissions. Proposed revisions (see item #E18 in Appendix E) strengthen the connection of climate action to the rest of the document and identify that climate change mitigation and adaptation should be considered as a key part of regional decision-making. These revisions are reflected in both Alternative 1 and 2.

Much of the RGS has an impact on Climate Action. Management of *where* growth happens will be the RGS's most significant contribution to Climate Action. This is because directing growth to areas where residents can and will be likely to access services by walking, cycling and transit can significantly reduce greenhouse gas emissions (on-road transportation is the source of 55% of the region's GHG emissions[1]). Adding homes in areas where services can only be accessed by long car trips will increase community GHG emissions. Alternative 1 provides the strongest growth management. Alternative 2 could stimulate additional development if lack of access to water services has hitherto held back attainment of zoned development potential. If that were to be the case, then Alternative 2 would result in higher GHG emissions than Alternative 1.

Legal Implications

Proposed language updates (see item #E20 in Appendix E) in the introduction of the document clarify that the intent of the RGS is for it to serve as a planning policy document which *guides* decision-making. This language is intended to prevent any perception that the document would fetter municipal discretion.

RSS Content Implications

Content prepared for the Regional Sustainability Strategy (RSS) included policies *as well as* actions for the CRD, municipalities and other partners such as the provincial and federal governments. As per prior Board direction, the focus of the RGS has been on policies. RSS *actions* have been included in the RGS to the extent required to satisfy minimum legislative requirements.

The March draft 2016 RGS addressed policy content relating to topic areas covered in the 2003 RGS (i.e., managing and balancing growth, environment and resources, housing and community, transportation and economic development), as well as policy for greenhouse gas emissions reductions as required by legislation. Upon review of the March draft, the Board directed that policy also be developed for food and agriculture (see Appendix B).

Appendix F provides an overview of the relationship between RSS and RGS content and includes suggestions for additional policy content that could be incorporated in the 2016 RGS to ensure that all *policy* covered in the RSS is also reflected in the 2016 RGS. The added policies (dealing with: climate change and risk-based adaptation; public investment and land use to support economic growth; and cost-effectiveness and wise management of infrastructure and utilities) are

[1] Source: 2010 GHG Emissions Sources (CRD Total), Community Energy and Emissions Inventory, Province of BC.

reflected in both Alternatives 1 and 2. Should the Board wish to omit any of these items, the Board can do so by identifying items to be excluded.

Substrategy/Supporting Documents Implications
The Board has previously directed that following a decision on the final content of the 2016 RGS document, staff consider integration of RSS content not captured in the draft 2016 RGS in subsidiary CRD documents. Both alternatives address all *policy* content areas of the RSS, leaving only proposed CRD actions for further review. Regional Planning staff can advance actions to the relevant divisions for future consideration.

The Regional Green/Blue Spaces Strategy was a foundational document for the development of the 2003 RGS. Several comments from the informal referral period identified the need to update the Regional Green/Blue Spaces Strategy. The Strategy, approved in 1997, has been superseded by subsequent planning initiatives such as the Regional Parks Strategic Plan, the Integrated Watershed Management Program Plan, the Regional Parks Land Acquisition Strategy and park management plans for the Sooke Hills Wilderness and Sea to Sea regional parks. To ensure that the foundational content from the Regional Green/Blue Spaces Strategy continues to be integrated in the RGS and implemented at a regional level through current planning initiatives, staff recommend revision of RGS Section 2 "Environment and Resources" to include the principles of the Regional Green/Blue Spaces Strategy in policy and to remove references to the Strategy itself (see item #E10 in Appendix E). Both alternatives reflect this proposed approach. This approach is consistent with providing municipalities with flexibility to align to policies.

RGS Acceptance Implications
For the RGS to be adopted, a majority of the Board must agree to it, as must *each* Council (by majority vote). Acceptance by the JdF LUC is not required.

Water servicing and related growth management implications have been identified as matters that may affect RGS acceptance. In the absence of changes to the March 9, 2016 draft, one or more municipalities may refuse to accept the RGS. It is anticipated that Alternative 2 would not be accepted by each Council. Alternative 1 has been designed to respond to issues raised during the referral process. Should there not be acceptance by all, a settlement process that could include facilitation, non-binding arbitration or binding arbitration would be directed by the Minister of Community, Sport and Cultural Development in accordance with Sections 439-442 of the *Local Government Act* (LGA). As per Section 442 of the *LGA*, there would be cost implications for both the CRD and the affected local governments participating in the settlement process. Additionally, that process could result in an imposed agreement.

Next Steps
Following Board direction on content revisions, staff will prepare a revised document and submit such to the Board for review and direction to prepare the document for first and second reading. A public hearing would be scheduled following second reading. Following the public hearing, the Board could decide whether to direct changes in advance of formal referral to municipalities.

CONCLUSION

Municipal Councils and the JdF LUC participated in the informal referral and provided input on the draft 2016 RGS. Refinement of policy approaches is recommended to address identified concerns so as to avoid the need for a settlement process.

RECOMMENDATION

That the Committee of the Whole recommends to the Capital Regional District Board:

That the input from municipal Councils and the Juan de Fuca Land Use Committee on the Regional Growth Strategy (RGS) informal referral (Appendix A) be received and staff be directed to advance to the Capital Regional District Board a revised version of the March 9, 2016 RGS draft that incorporates:

a. a section on agriculture (Appendix B);
b. a section describing municipalities (Appendix C);
c. water servicing criteria (Alternative 1 in Appendix D);
d. edits to improve the clarity and comprehensiveness of the RGS document (Appendix E); and
e. additional policy provisions to ensure all policy that was covered in the Regional Sustainability Strategy is covered in the draft RGS (Appendix F).

Submitted by:	Emily Sinclair, MCIP, RPP, Planner Regional and Strategic Planning
Concurrence:	Signe Bagh, MCIP, RPP, Senior Manager Regional and Strategic Planning
Concurrence:	Kevin Lorette, P.Eng., MBA, General Manager Planning and Protective Services
Concurrence:	Robert Lapham, MCIP, RPP, Chief Administrative Officer

SB/ES

Attachments:
Appendix A: Municipal Council and Juan de Fuca Land Use Committee Input from the Informal RGS Referral
Appendix B: Draft food and agriculture section
Appendix C: Updated version of the “Community Profiles”
Appendix D: Water Servicing Criteria Policy Options
Appendix E: RGS Edit Options
Appendix F: Inclusion of Remaining RSS Policy Content

Colwood

VIA EMAIL: sbagh@crd.bc.ca

File: 6440-40-REG-12811
Date: May 11, 2016

Capital Regional District
625 Fisgard Street
Victoria, BC V8W 1R7

ATTENTION: Signe Bagh,
Senior Manager Regional and Strategic Planning

Dear Ms. Bagh:

RE: Draft CRD Regional Growth Strategy Update

At the Regular Meeting of Council held May 9, 2016, Colwood Council reviewed the draft Capital Regional District Regional Growth Strategy Update.

I am pleased to advise you that Council passed the following resolution:

" That Council:

1. Receive the (report titled: 2016 CRD Regional Growth Strategy Update, dated May 4, 2016) and the draft CRD Regional Growth Strategy for information; and

2. Direct staff to prepare a letter to the Capital Regional District advising that Colwood Council has no concerns regarding the amendments proposed within the Draft 2016 Regional Growth Strategy Update."

Sincerely,

Marcy Lalande,
Administrative Assistant IV

COLWOOD CITY HALL
3300 Wishart Road
Colwood, BC V9C 1R1

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Monday – Friday
except stat holidays

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The Corporation of the District of Central Saanich

Signe Bagh, Senior Manager, Regional and Strategic Planning
Planning and Protective Services - Capital Regional District
625 Fisgard Street
Victoria, BC V8W 2S6

May 12, 2016

Dear Ms. Bagh:

Re: CRD Regional Growth Strategy informal referral

At the Regular Council meeting held May 2nd, 2016, Central Saanich Council resolved as follows:

"That (Resolution 325.16) the District of Central Saanich community profile be updated in the Regional Growth Strategy as suggested in the report from the Director of Planning and Building Services dated April 6, 2016, regarding the draft 2016 Regional Growth Strategy, as follows:

> *"The community of Central Saanich, including the Tsartlip and Tsawout First Nations, spans the centre of the Peninsula. The municipality includes the greatest concentration of agricultural production in the region, along with light industrial land, residential areas with rural and suburban character, and compact village centres. In order to maintain rural character and protect the function of natural ecosystems, slow and managed growth is accepted within defined urban settlement areas and outside of rural and agricultural lands. The intensification of high quality knowledge-based and light industrial business and industrial growth is encouraged in the Keating Industrial area."*

That (Resolution 327.16) the Capital Regional District be requested to provide a more detailed list of those elements which were in the Regional Sustainability Strategy that will not be in the Regional Growth Strategy, and in what strategy/policy they might fit within the CRD.

That (Resolution 328.16) the Capital Regional District identify the bylaw targets for reducing homelessness and poverty."

If you have any questions in this regard, please do not hesitate to email the undersigned at bruce.greig@csaanich.ca or call 250-544-4214.

Sincerely,

Bruce Greig
Director of Planning and Building Services

Cc. Patrick Robins, Chief Administrative Officer

1903 Mount Newton Cross Road, Saanichton, B.C. V8M 2A9
Phone: (250) 652-4444 Fax: (250) 652-0135

TOWN OF SIDNEY

2440 Sidney Avenue, Sidney, British Columbia V8L 1Y7
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Email: admin@sidney.ca Website: www.sidney.ca

File No.: 0400-50

May 12, 2016

Capital Regional District
625 Fisgard Street
Victoria, BC V8W 1R7

Barbara Desjardins
Chair, Capital Regional District

Dear Ms. Desjardins:

Re: Draft CRD 2016 Regional Growth Strategy

Thank you for your referral by email on March 16, 2016, whereby you provided information on the draft CRD 2016 Regional Growth Strategy. Please be advised that the Town of Sidney Council passed the following resolution at the May 9, 2016 Council meeting:

> *That staff be directed to respond to the Capital Regional District with a statement of no significant concerns with the draft Regional Growth Strategy at this stage of informal referral.*

Should you have any questions or wish to discuss this matter further, I may be reached at 250-655-5419 or by email at averhagen@sidney.ca.

Best Regards,

Alison Verhagen, MCIP, RPP
Manager of Planning

/mb

To: Signe Bagh
Subject: RE: RGS and community profile.

From: metchosin planner [mailto:planner@metchosin.ca]
Sent: Tuesday, May 17, 2016 3:06 PM
To: Signe Bagh <sbagh@crd.bc.ca>
Subject: RGS and community profile.

Hi Signe,
Metchosin Council reviewed the Draft RGS at its recent meetings and did not identify any objections or concerns with the RGS, or show-stoppers that would prevent their adoption of the plan.

We did have the following suggestions for our community profile, and recommend changing it to read as follows:

Metchosin is a community of rural character with a choice of rural lifestyles. The vibrant and locally-supported agricultural industry continues to thrive and diversify with a range of products and organic crops. Our natural areas, shorelines, sensitive ecosystems and biodiversity are valued, preserved and protected. There is an expanded system of local and regional parks and natural open spaces linked with multi-use trails, along with improved access to shoreline areas, allowing increased recreational opportunities and fostering active healthy lifestyles. Metchosin village continues to be the community hub and primary commercial centre for local businesses and retailers, with some limited room for expansion. Metchosin's rural character is an integral component of, and valued contributor to the broader complete regional community.

Let me know if you have any questions.

Thanks,
Sherry

Legislative and Regulatory Services Department

Legislative Services

#1 Centennial Square
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CITY OF VICTORIA

May 18, 2016

Ms. Signe Bagh
Senior Manager, Regional and Strategic Planning
625 Fisgard Street
Victoria, BC V8W 1R7

Re: Draft 2016 Regional Growth Strategy – Request for Feedback

I am writing to advise you that Victoria City Council passed the following resolution at the May 12, 2016 Council meeting:

"That Council consider the draft 2016 Regional Growth Strategy and:

1. *Provide comments to the Capital Regional District regarding the policy consistency and alignment with the City of Victoria Official Community Plan:*
   a. *that the City of Victoria express concern to the CRD regarding the potential implications of the extension of water services from the stand point of urban sprawl;*
   b. *that the City of Victoria encourages the CRD to review and update the Capital Green/Blue Space Strategy;*
   c. *that the City of Victoria encourages the CRD to optimize the ecological, social and economic potential of rural resource lands.*
2. *Direct staff to provide the Capital Regional District with the proposed Community Profile text described in this report as the basis for replacing the Community Profile text contained in Appendix A of the 2003 Regional Growth Strategy; and*
3. *Provide any additional comments or identify any existing issues with the draft 2016 Regional Growth Strategy for the Capital Regional District's consideration."*

If you require further information please contact Robert Batallas, Senior Planner, at 250.361.0286.

Yours truly,

Chris Coates
City Clerk,
:af
C: J. Tinney, Director, Sustainable Planning and Community Development

The City of Victoria recognizes the Songhees and Esquimalt Nations in whose traditional territories we live and work
"Hay swx qa"

DISTRICT OF
HIGHLANDS

File: 0470-43

May 18, 2016

Ms Signe Bagh
Senior Manager Regional and Strategic Planning
Capital Regional District
PO Box 1000
Victoria BC V8W 2S6

Dear Ms Bagh:

Re: District of Highlands Comments into the Draft Regional Growth Strategy

In response to the CRD Board's request for informal input on the most recent Regional Growth Strategy draft, we respectfully submit the following feedback, including a request for clarity around draft RGS policy 1.2 (3).

It remains the District's intention for these comments to constructively provide views that represent the Highlands' strongly rural viewpoint. The District maintains a strong commitment to providing alternatives to urban development; to preserve nature; and to provide nature oriented recreation opportunities for the region. The continued protection of these rural values is considered in the highest of the community's priorities.

Council's feedback:

1. Council wishes to reaffirm its position that the Regional Growth Strategy should continue to use water servicing as a growth management tool. Council's view in regards to being "silent" on water servicing goes against the premise of being proactive with respect to growth management. Other commentary and rationale:
    (i) It remains Council's opinion that extending piped water services beyond the RUCSPA would alter rural growth patterns. The "right to clean water" for Highlanders means sound planning and caring for the environment in a manner that respects and protects all water sources.
    (ii) For the Highlands, controlled access to piped water has proven to be the most effective strategy to limit growth outside of the Highlands Servicing Area (which is the RUCSPA within the Highlands).
    (iii) Expanding piped water services outside of the RUCSPA reduces the resilience of the entire water system and especially those already serviced by

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1980 Millstream Road, Victoria, British Columbia V9B 6H1
Tel: 250-474-1773 Fax: 250-474-3677 Web: www.highlands.ca

piped water. Expansion would increase risk from earthquakes and from impacts of climate change.

2. The District seeks clarity in regards to the interpretation of limits to rural growth with respect to two local (Highlands) issues further explained below – potential policy development for secondary accommodations and amenity rezonings. The District wishes to assure that its own goals and objectives can be maintained through the Region's RGS. It is clear through the draft RGS that the CRD collectively would propose to restrict growth in areas outside the RUCSPA to 5% (draft RGS policy 1.1). Draft RGS policy 1.2 (3) provides some additional direction specific to rural communities, but that direction is unclear as to how that 5% would be distributed. For ease of reference, draft RGS policy 1.2 (3) states:

   "...Restrict development potential on lands identified as Capital Green Lands, Renewable Resource Lands, and Rural/Rural Residential on Map 3 to subdivision and density limits in the designated official community plan as determined at the date of the adoption of the Regional Growth Strategy Bylaw. Regional Context Statements could reference specific mechanisms (for example, density bonusing provisions) that could be used to achieve this overall goal."

   (The District of Highlands understands that the "date of the adoption of the RGS Bylaw" referred to above is the adoption date of this latest draft, be it 2016, 2017. Please advise if this is incorrect.)

   With respect to Secondary Accommodations: The District will be potentially considering policy and regulations in regards to secondary accommodations, such as secondary suites, carriage houses, etc. While the majority of the policy and regulations would be aimed forward, some of the policy development is expected to be reactive due to existing suites, etc. What direction any of this will take is yet to be seen. Because of this unknown, the District wishes to have the freedom to develop its own land use policy and regulations while respecting the overall intent of the Regional Growth Strategy.

   With respect to Amenity Rezonings: The District's policy around amenity rezonings acknowledges that the District is willing to accept some growth providing that there is a demonstrable benefit to the community. This policy direction has been reflected back to the CRD through the District's Regional Context Statement, which states (in Table 10.1, under RGS Strategic Direction of "Protect the Integrity of Rural Communities"):

   "Policy 2.2 (20) generally allows for public amenity proposals through rezoning. Appendix A elaborates by explaining that the basic premise of an amenity proposal is that the value of the additional density gained by a developer through an amenity rezoning should be shared between the community and the

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developer. Highlands Sustainability Appraisal Form Policy and Amenity Rezoning Considerations Policy together provide criteria to help assess applications. Highlands has gained significant green space and park over the years for the region through its public amenities policy."

While the Highlands has relied on the above policy for amenity rezonings, it has never been exactly clear what the "limit" of growth is. With the understanding that the District is not seeking urban-type development outside its version of the RUCSPA, the District acknowledges that growth over time may be compounded due to these two local issues and seeks clarity for mutual cooperation.

3. Council wanted to express their disappointment with the loss of the overall intent of the RSS (March 2015 version). Council supported that document's attempt to fully integrate sustainability objectives into planning for the region. Council felt that incorporating the deleted material into various other documents would risk compartmentalizing the policies that seemed to amount to more than their individual effects when placed all together in one policy document. Full integration of these values would be more effective for implementation, both in policy and public education and resulting action.

4. Council wishes to offer a suggestion for defining growth:
   (i) Growth could be defined as increases in energy use, water consumption, waste production, GHG emissions, and amount of manufactured capital because it is fundamentally these items that contribute to climate change. While increases in population typically accompany increases in these items, defining growth by the actual contributors to climate change may assist in changing human behaviour to reduce over impacts. The population of the CRD continues to grow, and the challenge remains to reduce impacts on the local carrying capacity of the region.
   (ii) Using this concept and as a suggestion toward clarity in regards to the interpretation of limits to rural growth, if 5% is the targeted growth rate for areas outside the RUCSPA, perhaps the 5% measures the increase in manufactured capital (specifically dwellings) instead of numbers of people. It was felt that this would allow the District of Highlands to meet the functional objectives of limiting growth without impacting the ability to meet sustainability objectives of creating smaller and more affordable housing options.

5. In regards to policy 2.2 (3) and its reference to "water", Council expressed that the policy should inherently connect "rural" water (i.e. groundwater or other individual sources) with "urban" water (i.e. piped regional water services). This inclusion brings awareness of the interconnectedness of all water sources as a limited resource not only for human consumption but for ecological services.

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6. Council noted the importance of ensuring that all legislative requirements in respect to the RGS are met.

If you have any questions, please contact Laura Beckett, Municipal Planner, at 250-474-1773 or LBeckett@highlands.ca.

Your truly,

Loranne Hilton
Chief Administrative Officer

LB/an

JUAN DE FUCA LAND USE COMMITTEE
MEETING OF TUESDAY, MAY 17, 2016

Specific Comments on 2016 RGS

(Note all page numbers relate to the clean version of the Draft (v.1.4) February 2016)

Objective 1: Managing and Balancing Growth - Land Use Policy Designations

Capital Green Lands Policy Area – page 8

The RGS notes that the Capital Green Lands Policy Area was identified in the Regional Green/Blue Spaces Strategy. However, Maps 3 and 4 include current Ecological Reserves, CRD Water Lands and Major Parks mapping data which supersedes the Regional Green/Blue Spaces Strategy. Therefore the reference to the Regional Green/Blue Spaces Strategy should be removed. The Regional Green/Blue Spaces Strategy needs to be updated and this should be acknowledged in the document.

Renewable Resource Lands Policy Area – page 8

The RGS notes that the Renewable Resource Lands Policy Area was identified in the Regional Green/Blue Spaces Strategy. However, Maps 3 and 4 include current Agricultural Land Reserve (ALR), Crown and Private Managed Forest Lands (PMFL) mapping data which supersedes the Regional Green/Blue Spaces Strategy.

It should be noted that the Renewable Resource Lands Policy Area, besides including agricultural and forest harvesting uses on Crown Forest and PMFL, can also include forestry related industrial uses, mining and gravel extraction, all of which are provincially regulated. Further, the Rural Resource Lands OCP accommodates resource extraction, tourism, residential (one dwelling unit) and recreational uses in appropriate locations. Therefore, it is suggested that the definition be amended to read:

> "**Renewable Resource Lands Policy Area**: Includes lands within the Agricultural Land Reserve (ALR), the Privately Managed Forest Land and Crown Forest Lands. The Regional Growth Strategy sets out in policy 1.2(2) the continued long-term use of these lands as renewable resource working landscapes, as well as uses supported under current Juan de Fuca EA Official Community Plans. These working landscapes also contribute to the regional green space system."

Unprotected Green Space Policy Area – page 9

The RGS notes that Unprotected Green Space Policy Area includes lands, shown on Maps 3 and 4, identified in the Regional Green/Blue Spaces Strategy as unprotected core green space (i.e., areas with green space value which are not in existing parks or protected areas). The Regional Green/Blue Spaces Strategy mapping has not been updated to reflect the lands that have been provided protection through a variety of means including designation as a development permit area for the protection of ecological values or protection by a conservation covenant. The Unprotected Green Space Policy Area shown on Maps 3 and 4 should be updated by incorporating more recent data from OCPs prior to adoption of the 2016 RGS.

Rural/Rural Residential Policy Area – page 9

Within JdF, this designation may also include PMFL.

Objective 1: Managing and Balancing Growth - Map 3: Growth Management Concept Plan – page 11

Map 3 Growth Management Concept Plan reflects the underlying OCPs designations and zoning in JdF with the exception of Port Renfrew.

Although the Port Renfrew Comprehensive Community Plan was adopted prior to the RGS, Map 3 in the 2003 RGS designated Port Renfrew as renewable resource lands, while the Community Plan designated most of the area as Tourism Commercial and Residential. In addition, part of the community is serviced by CRD water, using a local ground water source, and by a small CRD sewer service. Map 3 in the 2016 RGS, which designates Port Renfrew as Rural/Residential does not reflect the current zoning and servicing, which provides for urban-scale lots and commercial tourism uses and CRD water and sewer in a portion of the community. It is suggested that Port Renfrew be designated as a "Regional Urban Containment and Servicing Policy Area" (RUCSPA). This designation would be congruent with the OCP and current levels of servicing.

Objective 1: Managing and Balancing Growth - Policy 4 – page 13

It is noted that the 2016 RGS eliminates the restriction to extend urban water services outside the RUCSPA as a growth management tool. Instead the RGS proposes to manage growth through land use tools.

The JdF Land Use Committee strongly supports the elimination of the restriction to extend urban water services outside the RUCSPA as a growth management tool. Growth is managed in the JdF through OCPs, which establish land use designations and related density limits. As noted above, all JdF OCPs and all OCP amendments must be consistent with the RGS and it is the full CRD Board that determines consistency.

Further, as this policy now relates to sewer service, delete the words "…to provide fire suppression".

Objective 1.2 Protect the Integrity of Rural Communities – policy 2 and 4 – page 14

As Maps 3 and 4 include updated mapping data for the Capital Green Lands and Renewable Resource Lands, sentence two of the introductory paragraph should be amended by deleting reference to the Regional Green/Blue Spaces Strategy.

As noted above, the Renewable Resource Lands Policy Area, besides including agricultural and forest harvesting uses on Crown Forest and PMFL, can also include forestry related industrial uses, mining and gravel extraction, all of which are provincially regulated. Further, the Rural Resource Lands OCP provides for tourism and uses within these lands. Therefore, it is suggested that policy (2) be amended to read:

> "2. Ensure the long–term protection of Renewable Resource Lands depicted on Maps 3 and 4. This would include policies aimed at buffering Renewable Resource Lands from activities in adjacent urban areas, and policies that support farming within the Agricultural Land Reserve, and forestry, <u>silviculture, forestry related industrial uses, mining and gravel extraction, as well as uses supported under current Juan de Fuca EA Official Community Plans</u> within the Crown forest and the Privately Managed Forest Land."

As the District of Sooke RUCSPA is adjacent to portions of JdF, policy 4 should be amended to also include Rural/Rural Residential Lands. Therefore, it is suggested that policy (4) be amended to read:

> "4. Identify <u>in a Regional Context Statement or urban area OCP</u>, where appropriate, policy guidelines for buffering and land use transition between urban areas and Capital Green Lands, Renewable Resource Lands <u>and Rural/Rural Residential Lands</u>, and how the guidelines would be applied through regulation."

Objective 2: Environment and Resources - Section 2.1 Protect Regional Green and Blue Space – page 15

Paragraph one refers to Map 4: Regional Green/Blue Spaces System. As Map 4 includes Crown Forest, ALR and PMFL, and updates of mapping data not included in the Regional Green/Blue Spaces Strategy, it is suggested that sentence five be deleted and sentence six amended to read:

> "Map 4 identifies the regional green/blue space system that the Regional Growth Strategy intends to achieve, including the protection of a sea to sea green/blue belt running from Saanich Inlet south to Juan de Fuca Strait, and the development of an integrated system of parks and trails linking urban areas to rural green space areas within the Capital Green lands, the ALR, Crown forest lands and PMFL."

It is also recommended that the first sentence of the second paragraph delete reference to the Regional Green/Blue Spaces Strategy.

Local governments can provide polices in their OCPs and zones within land use bylaws regarding the protection and permitted use of the surface of marine water and the foreshore environment. Therefore, it is suggested that the last paragraph be amended to read:

> "The Capital Region's rich marine water and foreshore environments are an equally important part of the proposed green/blue space system. The Regional Green/Blue Spaces Strategy identifies many of these waters and tidal zones as having ecological value of regional and indeed national significance. These marine areas fall primarily under the jurisdiction of the federal and provincial government, however local government can provide land use regulation over the surface of marine waters. The RGS proposes that the CRD, member municipalities, the JdF Electoral Area and the provincial and federal governments work together to protect the ecological integrity of the marine areas identified as Blue Space Core Policy Area on Map 4."

Objective 2: Environment and Resources - Section 2.2 Manage Natural Resources and the Environment Sustainably – page 16

The JdF Land Use Committee supports the management of surface water, drainage and groundwater and there is concern for the protection of the quality and quantity of potable water available to private wells for domestic use. The Land Use Committee supports the *Water Sustainability Act* and following Provincial regulations in this matter.

While the resource base (forestry and mining) is governed by the Province and operates outside local government jurisdiction, the RGS should advocate for the Province to include the CRD, member municipalities and JdF EA communities in their decision-making process to ensure that local community impacts are considered. It is suggested that paragraph 2 in Section 2.2 include a statement that the CRD in responding to resource development referrals reflect the noted principles and local community impacts.

Objective 3: Housing and Community – page 17

In Section 3.1 policy 1 should clearly indicate that complete communities applies to lands within the RUCSPA.

While this objective focuses on the RUCSPA consideration should be given to how all parts of the region can contribute to improving housing affordability. For instance, in the JdF EA improving housing affordability is addressed through the multiple dwelling provisions of the Rural A zone, recognition of mobile homes as a dwelling unit and by the provision of secondary suites and detached accessory suites. This can be done by acknowledging these forms of housing in the introductory paragraph of Section 3.2.

Objective 4: Transportation – page 19

The Land Use Committee acknowledges that increased urban development adjacent to the Juan de Fuca and within the boundary of the CRD has significant impact on vehicular traffic. The LUC supports coordinated regional transportation planning.

Objective 5: Economic Development – Section 5.1 Strengthen the Regional Economy – page 20

The RGS in 2003 recognized that the resource-based economy of Sooke and JdF was changing. While there is active forest harvesting occurring in JdF there are few jobs created as most value added production occurs off shore. Also there is a small agricultural sector in the JdF EA however it focuses primarily on market gardens and farm-gate sales. Therefore, one of the significant regional growth and quality of life issues that need to be addressed continues to be finding ways to expand and diversify the economy of formerly resource–dependent communities in Sooke, the JdF EA, and the region as a whole. The Rural Resource Lands OCP makes provision for consideration of small-scale recreational and tourism developments. Therefore, a new policy is suggested:

> "3. Allow for recreational and tourism developments supported under current Juan de Fuca EA Official Community Plans within the Renewable Resource Lands Policy Area, in order to support the expansion and diversification of the JdF EA economy."

Implementation Measures – page 23

Item I-3(b)

There is only one electoral area subject to the RGS; therefore, amend this item by replacing the words "electoral areas" with the words "JdF Electoral Area".

Item I-4

As the Juan de Fuca OCPs must be consistent with the RGS, it is suggested that this item be amended to read:

> "I-4. Work to reach agreement with local municipalities on Regional Context Statements within two years of the adoption of the Regional Growth Strategy. Regional Context Statements, adopted within the applicable OCP, set out how each municipality will address RGS policies. <u>OCPs in the Juan de Fuca Electoral Area will identify how the plan correlates with the objectives and policies in the RGS</u>."

Item I-6

As the Regional Green/Blue Spaces Strategy was a foundation document for the RGS, it is suggested that this measure be amended to read:

> "I-6 Coordinate the review and update of regional planning documents, <u>including the Green/Blue Space Strategy</u>, to inform future updates of the Regional Growth Strategy."

TABLE 2: TARGETS BY PRIORITY AREA AND OBJECTIVE – page 25

Priority Area 1 – Managing and Balancing Growth, Objective 1.2 Protect the Integrity of Rural Communities

It is suggested that a new bullet be added which states:

- Report on the municipal OCPs that include inter-municipal policy guidelines for buffering and land use transitions between urban areas and Capital Green Lands, Renewable Resource Lands and Rural/Rural Residential Lands.

Priority Area 2) Environment and Resources, Objective 2.1 Protect Regional Green and Blue Spaces

It is suggested that the second bullet be amended by deleting the words "a minimum of" and adding at the end of the bullet the words "as identified in the Regional Trails Management Plan".

It is suggested that a new bullet be added which states:

- Identify long-term opportunities for protection of environmentally sensitive lands and areas of interest within the Renewable Resource Lands.

APPENDIX C Glossary

Further clarification could be provided with the inclusion of definitions for "rural", "buffering and land use transition", "urban areas", "urban development", "renewable resource working landscapes", "subdivision and density limits", "urban-standard sanitary sewerage services" and "liquid waste service".

Updated Community Profile

The CRD Board Chair has requested consideration of how the LUC might want the JdF EA profile updated in the draft 2016 RGS. The 2003 RGS recognized the Langford and Sooke EA rather than the JdF EA. The LUC recommends that consideration be given to the following:

> "The Juan de Fuca Electoral Area comprises approximately 151,189 hectares or about 61% of the CRD land area. It contains significant provincial, regional and locally controlled parks and trail systems, ecological reserves and the CRD Water Supply area. The Rural Resource Lands comprise approximately 132,000 ha or 83% of land in the Juan de Fuca Electoral Area and is primarily Crown Forest or Private Managed Forest Land. These lands are preserved for renewable resource working landscapes, and provide for natural green space and outdoor recreational and eco-tourism opportunities for residents and visitors to the Capital Region. Port Renfrew, a tourism and forestry based community provides for small-lot tourism-oriented urban development. Five small community areas, East Sooke, Otter Point, Malahat, Shirley/Jordan River and Willis Point maintain the rural character while providing rural residential choices.

District of Sooke
Incorporated December 7, 1999

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Phone: 250-642-1634 • Fax: 250-642-0541 • Email:info@sooke.ca • Website: www.sooke.ca

CRD EXECUTIVE OFFICE
Received
MAY 19 2016

☑ Chair ☐ Board
☑ CAO ☐ Communications
☑ GM PPS
☑ For action / resp. by PPS
☐ Corresp. for Board / Committee meeting
☐ For Information Only
☑ Copies to S. Bagh
0400-50 District of Sooke

May 10, 2016

Capital Regional District Board
Barbara Desjardins, Board Chair
PO Box 1000
Victoria, BC V8W 2S6

Re: Draft Regional Growth Strategy

On March 16th 2016, the District of Sooke received an email from the Capital Regional District inviting Municipal Councils to provide comments on the draft Regional Growth Strategy. On May the 9th the District of Sooke's Council, with input from staff, reviewed the draft document, and, as requested we provide the following comments.

The District of Sooke's Regional Context Statement and our community growth policies within our Official Community Plan, 2010, must be consistent with the RGS.

Sooke's current vision for growth is consistent with the draft RGS. The primary population growth will continue in areas serviced by our sewer system, with the highest population densities and commercial growth occurring in the Town Center. The draft RGS makes reference to protecting the integrity of rural communities. The issue here is the RGS fails to identify Sooke as a major center for employment and population growth alongside Langford, Colwood, Saanich and Sidney. The RGS must identify Sooke as major center. Our vision is for a complete vibrant community with a mix of businesses, affordable housing, services and public open spaces. Sooke as a young, vibrant and accessible municipality with a significant growth projection should not be penalized for growing later than other older established communities in the region. Sooke being identified as a major center or growth node will create economic vitality and employment opening the door for a healthy and sustainable community as envisioned by our strategic plan. In keeping with the strategic plan, the District of Sooke is working towards streamlining development processes further encouraging investment and growth in the Town Core. Being a major center will also reduce the pressure on the transportation system by reducing our dependency on vehicles. While some continued growth is expected outside the growth boundary, it will minimal due to the large parcel sizes pursuant to existing zoning , maintaining the rural ambiance outside the major center of the town core.

In summary, the District of Sooke in its endeavor to become a viable, sustainable and economically healthy municipality must be identified as major center.

Sincerely,

Maja Tait
Mayor

May 18, 2016 DNS Files: 6440-20; 6430

Capital Regional District
625 Fisgard Street
Victoria, BC V8W 1R7
Attn: Signe Bagh, Senior Manager Regional and Strategic Planning

Dear Ms. Bagh,

Re: Regional Growth Strategy Informal Referral to the District of North Saanich

The Capital Regional District Board (the "CRD") has invited local governments to consider the Regional Growth Strategy (v. 5 March, 2016) (RGS) in relation to their Official Community Plan (OCP) and:

1) comment on any matters that may affect acceptance of the RGS; and
2) provide any updates to community profiles.

The District of North Saanich's cornerstone vision is to:

Retain the present rural, agricultural and marine character of the community.

The RGS seeks to achieve the regional vision largely through a shift to policies that encourage investment and development in designated urban centres and concentrates new growth in designated urban centres.

The District identifies the following areas of concern and comments that may affect acceptance of the RGS.

1) MATTERS THAT MAY AFFECT ACCEPTANCE

The District of North Saanich (the District) finds the RGS growth management policies insufficient.

a) Managing and Balancing Growth

The District of North Saanich believes the growth management policies and objectives to keep urban settlement compact and protect the integrity of rural communities insufficient. These policies fail to meet the stated intent

to maintain quality of life and community character in rural areas. Further, they do not ensure that these areas will remain strongly rooted in their agricultural and resource land base. Finally, they provide no mechanisms to reduce development pressures in rural communities (and contained urban areas).

The District requests that the CRD identify, and if missing include, policies that are intended to reduce development pressures in the RGS.

The growth projections for the CRD estimate 95,000 net new growth by 2038, or an average of 1.5% net growth/year regionally. The CRD provides population projections for the Peninsula (Central Saanich, North Saanich and Sidney) with a growth projected 19% in population (net increase of 8,048) from 2011 to 2038. The RGS states that even modest population growth would undermine the regional vision if it were accommodated as it has been since the 1950s, through further urban expansion into farms, forest and countryside. Without municipal specific population projections, the District suggests the RGS will be challenged to meet its vision and also risks the quality of life and community character in rural areas to ensure they remain strongly rooted in the agricultural and resource land base.

The District requests population projections specific to the District of North Saanich.

b) Map 3 Growth Management Concept Plan

The CRD formally recognizes that the District is currently in a review of OCP policies on Map 3 Growth Management Concept Plan and that the lands in North Saanich as currently identified are draft and may be subject to change. The District advises that this process is underway and the District will notify the CRD when this process is complete. The District acknowledges that the draft containment area may require changing by amendment if this process is not completed by the time the CRD adopts the bylaw.

The District will advise the CRD of any Map 3 amendments in future correspondence.

c) Food Systems Policy

The District of North Saanich, which has approximately 14 km² or 38 % of its land base in the Agriculture Land Reserve (the ALR) intends to provide comments on the CRD draft Food Systems Policy (the Policy) which the District understands will be available to the CRD Committee of the Whole by summer, 2016. The District encourages the CRD to ensure key policies from the Regional Sustainability Strategy (the RSS) such as Policy 2.3: "Foster a viable regional food and agriculture economy" which considered the concept of a regional farmland trust and farmland acquisition fund are retained in the Food Systems Policy.

The District understands that during the background phase of the RGS-Update process, the topic of food and food systems received the greatest amount of interest of the nine sustainability policy brief topics from participating stakeholder groups and members of the public. The District

encourages a strong and robust Food Systems Policy in keeping with the key interest and significance of food
security to the region.

The District will provide comments on the draft Food Systems Policy in future correspondence.

2) UPDATE OF COMMUNITY PROFILES

The District requests that the Profile of North Saanich is replaced with the following:

Situated in the northerly tip of the Saanich Peninsula approximately 27 kilometres north of downtown Victoria, the District of North Saanich is a collection of coastal focused neighbourhoods which surround agricultural lands. The community's long term development plans are based on the desire of residents to retain rural character and safeguard environmental qualities. The District's policies reflect a strong commitment to preserve the agricultural land base and agricultural activities in the municipality.

Deleted: External demands for housing growth are not accommodated.

3) OTHER – FOOD & AGRICULTURE STRATEGY

The District provides the following comment on matters outside of the scope of the informal referral:

The District understands that the CRD Food and Agriculture Strategy (the Strategy) has been drafted and may be considered by the CRD Planning Transportation and Protective Services May 25th. The District encourages the CRD to support the intent of the farmland trust as discussed in the CRFAIR report Findings Report. Exploring Farm and Food Lands Access in the CRD: A Local Government Farmland Trust Approach (CRFAIR Report) (August, 2015) which support options for implementing a local government farmland trust and land acquisition fund. The creation of a farmland trust would allow the CRD or individual municipalities to secure farmland and support affordable land access for farmers. The District supports regional direction which will strengthen the food and agriculture sector and lay sufficient groundwork for large scale transitions required to support viable agriculture production with climate change and population growth considerations.

Thank you for the opportunity to comment on the Regional Growth Strategy (v.5 March 2016).

Yours truly,

Mayor Alice Finall
District of North Saanich

CORPORATION OF THE TOWNSHIP OF ESQUIMALT
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Office of the Mayor

May 18, 2016

CRD Board Chair Barbara Desjardins
Capital Regional District
625 Fisgard Street
Victoria BC V8W 2S6

Dear Chair Desjardins:

RE: Council Review of the Draft Regional Growth Strategy

The Township of Esquimalt Council reviewed the Draft version 1.5 of the Regional Growth Strategy at its May 16, 2016 regular meeting and wishes to provide the following comments:

- Overall, this version is a significant improvement over the previous regional sustainability plan.

- Council would like to see a policy statement added outlining how the Capital Regional District will work with the First Nations, particularly in terms of cooperating in the area of economic development.

- The Strategy frequently refers to "environment and natural resources" as if the two concepts are mutually exclusive. However, natural resources are typically a part of the environment (e.g. forests, fish, water, etc.). Council believes that a more accurate phrase is required.

- One of the goals of the strategy states that Victoria will be the primary regional employment centre along with the major centres of Langford, Colwood, Saanich and Sidney. Conspicuous by its absence is any reference to Esquimalt, home of the majority of CFB Esquimalt and the Graving Dock. Council feels that Esquimalt should be added to this goal as it is a major employment centre.

- The strong growth management provisions in the draft Strategy are supported by Council.

- Council has concerns about limiting sewage collection but not water supply beyond the urban containment policy area. This could lead to significantly increased domestic water use without the concomitant increase in the capacity of septic fields which could potentially lead to the contamination of soils and ground water.

. . . /2

- The policies related to the protection of Blue Space should be strongly supported by Council. The policies should be reworded to make it clear that protection of the Blue Space includes the protection of the adjacent foreshore.

- Council wants, "protection of our saltwater shoreline" clearly enunciated in the regional growth strategy.

- Council is concerned about the lack of regional parks in Esquimalt. Consideration should be given to adding a policy related to developing partnerships with municipalities to provide an equitable distribution of resources related to regional parks.

- Missing from the economic development section is any reference to the Graving Dock which brings millions of dollars into the regional economy every year. Council would like to see a reference to the Graving Dock added to this section.

- The Strategy suggests that wetlands be used to sequester carbon dioxide. Wetlands are also a significant source of methane which is a greenhouse gas. The CRD should provide a detailed analysis to prove that wetlands sequester more greenhouse gasses than they emit.

- The Strategy contains a target to acquire 100 % of the green/blue belt but does not say how much it will cost or how they will amend the necessary legislation to allow them to acquire the bed and shore of the various water bodies in the blue belt. This information should be provided before Council agrees to it.

- Council would like to see policies added in support of a commuter train from Langford to Victoria using the existing infrastructure.

- Council would like to see more specific policies related to the affordable housing section – for example, "as part of the densification of the urban fabric, ensure that land is set aside for a blend of housing types and costs as well as a variety of tenures".

- The Strategy contains targets to reduce greenhouse gas emission but does not contain a methodology by which it will calculate whether or not the targets are being met. One example of a methodology that might help the CRD to understand if its policies are having the intended effect would be to monitor whether the greenhouse gas emissions from commuter traffic increases or decreases after the Strategy is implemented.

Council wishes to thank the Capital Regional District for the opportunity to review the draft Regional Growth Strategy at this time and looks forward to the statutory review of the Regional Growth Strategy in the near future.

Yours truly,

Barbara Desjardins

Barbara Desjardins, Mayor

City of Langford
www.cityoflangford.ca

2016/05/26

Emily Sinclair
625 Fisgard Street
Victoria, BC V8W 2S6

Dear Ms. Sinclair

RE: RGS Informal Referral Input

At the regular Council meeting held on May 16th, 2016, Council for the City of Langford passed the following resolution with respect to the current draft of the new Regional Growth Strategy:

That Council:

1. Direct Staff to notify the CRD Board that they accept the changes made in the 2016 Draft Regional Growth Strategy if the following concerns are addressed:
   - Maps included in the 2016 Draft RGS are outdated and do not accurately represent current land use in Langford.
2. Direct staff to forward the Draft Regional Growth Strategy to the Westshore Developers' Association for comment.

Please inform City of Langford Planning staff when you would like to further discuss how the maps included in the RGS will be updated in order to reflect current land use throughout the municipality.

Sincerely,

Matthew Baldwin MCIP, RPP
Director of Planning

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May 18, 2016

Emily Sinclair
Capital Regional District
625 Fisgard Street
Victoria, BC V8W 2S6

Dear Emily,

RE: Regional Growth Strategy Feedback

On April 19, 2016 the following minutes were ratified by Council:

a) Regional Growth Strategy Update

1. Report dated April 14, 2016 from the Director of Development Services

   The Director of Development Services spoke to Council in regard to staff's concerns, as outlined in the staff report, with the draft Regional Growth Strategy.

   Council confirmed the existing Urban Containment Boundary in the Official Community Plan.

   Council discussed and is seeking clarification on the following issues from the CRD:

   Council expressed concerns about potential conflicts between local service area bylaw boundaries for water and the RUCSPA, with an interest in understanding how growth in rural areas would be managed under this proposed policy change. There was also discussion about amending the local service area bylaw boundaries and queries about the process that might be involved with doing this.

   Council is concerned that removing the prohibition on water servicing outside the RUSCPA will result in increased development in these areas. Questions were raised about the number of development units that are possible under this policy change, particularly in the Juan de Fuca Electoral Area.

   Council also expressed interest in how fees and charges for water infrastructure would be calculated in the future, with an emphasis that eventual users must pay the full cost of servicing.

Recycled Paper

MOVED BY: Councillor Mattson
SECONDED: Councillor Rogers

C-28-16 THAT the Town of View Royal provide early feedback to the Capital Regional District with respect to the February 2016 draft Regional Growth Strategy;

AND THAT the feedback focus on concerns with respect to provision of water services outside of the Regional Urban Containment Service Provision Area (RUCSPA) boundary;

AND FURTHER THAT staff seek clarification from the Capital Regional District and/or Juan de Fuca Water Commission in regard to the impact of the CRD's servicing area bylaw boundaries on the Town of View Royal.

CARRIED

If you need clarification on any of these matters please call or email. I look forward to participating further in the review of the RGS.

Sincerely,

Lindsay Chase, MCIP, RPP
Director of Development Services

District of Saanich
Legislative Services
770 Vernon Ave.
Victoria BC V8X 2W7

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LEGISLATIVE SERVICES

File: 2160-20

June 23, 2016

(via email: breems@crd.bc.ca)

Mr. Brent Reems
Senior Manager, Legislative and
Information Services
Capital Regional District
PO Box 1000
Victoria, BC V8W 2S6

Dear Mr. Reems:

Draft 2016 Regional Growth Strategy

This letter is to confirm that on May 16, 2016 Saanich Council considered the attached report of the Director of Planning dated May 3, 2016 regarding the above and resolved as follows:

"That Council:

1. *Support the integration of a regional food and agricultural systems section into the 2016 Regional Growth Strategy.*
2. *Request that the CRD incorporate more stringent criteria to guide any further piped water service extensions.*
3. *Request that the CRD add policies to Section 5 of the 2016 Regional Growth Strategy to address:*
   - *The protection of industrial land; and*
   - *Collaboration on issues of regional economic development, including through shared research and analysis, and work with regional economic development entities.*
4. *Request that the CRD integrate the following points into an updated community profile for Saanich:*
   - *Mention that Saanich's framework for growth is based on sustainability and livability;*
   - *Recognition of environmental integrity as paramount for ensuring social wellbeing and economic vibrancy; and*
   - *Acknowledgement of the role "Centres" and "Villages" play in managing growth and building complete communities.*
5. *Request that the CRD include language to establish climate change mitigation and adaptation as an overarching lens through which all decision making and subsequent actions must pass"; and*

"That Saanich Council support the CRD developing stand-alone Strategies for Social Wellbeing, Housing and Energy, and these documents be developed through the normal process at the CRD."

Council thanks you for this opportunity to provide input.

Sincerely,

Sharon Froud,
Deputy Legislative Manager

dh

Attachments

cc: Mayor and Council
Paul Thorkelsson, CAO
Sharon Hvozdanski, Director of Planning

1410-04
Report – Planning

xref: 2160-20
2016 Regional Growth Strategy

INFORMAL REFERRAL – DRAFT 2016 REGIONAL GROWTH STRATEGY (RGS)

Report of the Director of Planning dated May 3, 2016 recommending that Council provide feedback to the Capital Regional District (CRD) on the potential inclusion of a food and agricultural section; support for the retention of piped water servicing as a growth management tool; enhanced content with respect to economic development; and suggested changes to the Saanich Community Profile that would bring the profile in better alignment with the current Saanich Official Community Plan.

S. Bagh, Senior Manager of Regional and Strategic Planning, CRD, and E. Sinclair, Planner, CRD, were in attendance to answer questions from Council.

The Director of Planning stated:
- The CRD is undertaking an informal review process with all local governments within the region; this is an opportunity to provide early input.
- The feedback provided will be forwarded to the CRD and ultimately provided to the CRD Board for consideration before the formal referral process occurs.
- The formal referral process has strict timelines that do not easily facilitate lengthy discussion.

MOVED by Councillor Derman and Seconded by Councillor Murdock:
"That Council:
1. **Support the integration of a regional food and agricultural systems section into the 2016 Regional Growth Strategy.**
2. **Request that the CRD retain piped water servicing as a growth management tool, or at a minimum, incorporate more stringent criteria to guide any further water service extensions.**
3. **Request that the CRD add policies to Section 5 of the 2016 Regional Growth Strategy to address:**
   - **The protection of industrial land; and**
   - **Collaboration on issues of regional economic development, including through shared research and analysis, and work with regional economic development entities.**
4. **Request that the CRD integrate the following points into an updated community profile for Saanich:**
   - **Mention that Saanich's framework for growth is based on sustainability and livability;**
   - **Recognition of environmental integrity as paramount for ensuring social wellbeing and economic vibrancy; and**
   - **Acknowledgement of the role "Centres" and "Villages" play in managing growth and building complete communities.**
5. **Request that the CRD include language to establish climate change mitigation and adaptation as an overarching lens through which all decision making and subsequent actions must pass."**

Councillor Derman stated:

- This is meant to be a 25 year planning document; it needs to recognize the effects of climate change.

Councillor Murdock stated:
- Capturing the intent to mitigate climate change is supportable.

In response to questions from Council, the Senior Manager of Regional and Strategic Planning, CRD, stated:
- Legislation for the RGS requires setting targets for greenhouse gas reductions and the specified actions to be taken to meet the targets.
- Direction from the CRD Board was to fulfil legislative requirements and stay at a higher level of policy direction, rather than a more detailed level of content that speaks to actions.
- Currently, the CRD is preparing a Housing Strategy and once that has been completed, detailed targets will be set; the Housing Strategy, the Climate Action Blueprint and the Community Health and Wellbeing Plan are separate reports which support the RGS but the subject matters in relation to these plans are not included in the RGS.

In response to questions from Council, the Director of Planning stated:
- The 2003 RGS had the provision in place that if there are concerns regarding safety of water, services can be extended beyond the containment boundaries; service extensions are also permitted for fire safety.
- Proposed changes are about the extension of piped water beyond current service/growth boundaries; safety of water is not an issue.

- If the draft 2016 RGS is adopted as is, water service will no longer be a means to control growth, nor is there clarity around who would pay for such new infrastructure.
- Having significant controls in place to maintain regional growth is appropriate; water service, sewer service, and OCP policies are tools to manage regional growth, that are best used when in tandem.

Councillor Plant stated:
- Water should not be used as a growth management tool; there are other management tools that could be used.
- Point #2 is not supportable; residents should have access to water.

Mayor Atwell stated:
- Residents in the western community are frustrated that they cannot access water from the reservoir that is located in their own neighbourhood.

Councillor Derman stated:
- Spending a large amount of money to expand water service to a small number of residents is not supportable; a unanimous vote is required to make changes to the RGS.

Councillor Wergeland stated:
- To get unanimous approval for the original RGS, there was a commitment to being flexible to the smaller communities that had not been developed; there are other means to control regional growth.

Councillor Brownoff stated:

- All municipalities would be required to pay to extend piped water to an area with a small population; rural areas have access to wells.
- It could be a great expense for Saanich taxpayers to extend services to the western community.

In response to questions from Council, the Director of Planning stated:
- If the 2016 RGS is adopted, Saanich would be obliged, within two years, to bring its' policies into conformance; Saanich's OCP would likely need to be amended to remove piped water provision as a growth control measure; this would need to be double checked with legal advice.
- Whatever Council decides, it needs to be clear if, when and under what conditions piped water service can be extended beyond growth boundaries.
- The policy needs to be clear for today's Council and for future Councils.

In response to questions from Council, the Chief Administrative Officer stated:
- There is latent development potential in rural areas that do not require zoning or OCP amendments and could be triggered by the availability of water; it is important to guide development in a managed way.
- Changes to the RGS could impact the way that Saanich is managing growth and remove the control from the hands of Council and policy framework.

In response to questions from Council, the Senior Manager of Regional and Strategic Planning, CRD, stated:
- Municipal Councils must be in unanimous support of the RGS; there would then need to be a majority vote of the CRD Board.

In response to questions from Council, the Director of Planning stated:
- Residents can apply for an extension of the sewer service system or water system for health reasons or failure of a well or a septic system.

Councillor Sanders stated:
- Saanich, at the regional level, provides 48% of funding; providing piped water to small communities is not economically viable and does not support growth management.

In response to questions from Council, the Senior Manager of Regional and Strategic Planning, CRD, stated:
- The document does not specify who pays for extending services.

Councillor Derman stated:
- If infrastructure was added within Saanich, it would be funded by Saanich taxpayers.

Councillor Brownoff stated:
- The onus will be on CRD staff to determine the stringent criteria to guide future piped water service extensions.

MOVED by Councillor Plant and Seconded by Councillor Brownoff: "That the motion be amended that point #2 read as follows: Request that the CRD incorporate more stringent criteria to guide any future piped water service extensions."

The Amendment to the Motion was CARRIED with Mayor Atwell OPPOSED

In response to questions from Council, the Senior Manager of Regional and Strategic Planning, CRD, stated:
- Sea level rise would be dealt with at a municipal level via land use policies; the RGS includes climate change as one of the many criteria to be considered in the context of the RGS at a higher level; detailed actions come through other supporting documents and policies.

Councillor Derman stated:
- The CRD Board has agreed that climate change should be an overarching lens.

Mayor Atwell stated:
- It is unjust that a small population within our region does not have access to fresh water; a small watermain could provide water to this community and the region could subsidize the project.
- Decisions should be made with a regional mindset.

The Main Motion, as Amended, was then Put and CARRIED with Mayor Atwell OPPOSED

MOVED by Councillor Brownoff and Seconded by Councillor Plant: "That Saanich Council support that the CRD developing stand-alone Strategies for Social Wellbeing, Housing and Energy, and these documents be developed through the normal process at the CRD."

Councillor Brownoff stated:
- These are key issues that have to be addressed in the region.

The Motion was then Put and CARRIED

INPUT SUMMARY

The table below summarizes municipal and JdF LUC input, grouped by RGS content area. The right-most column cross-references the relevant appendix for information on the proposed response. Where an appendix is not noted, staff propose retaining the policy as written in the March 9, 2016 draft RGS as the possible response may be outside the scope of the RGS or outside the scope of CRD jurisdiction. Developing alternative policy to address those requests would therefore require further consideration.

	Input	Raised by	Proposed Response
1	**Providing for Rural Growth Management** (a) Identify policies to reduce development pressures in the RGS so as to strengthen the protection of rural communities.	North Saanich	Appendix E #E1 - #E6
	(b) Provide population projections by municipality / electoral area.		
	(c) Clarify the interpretation of limits to rural growth with respect to secondary accommodations (would increase the population and reporting on dwelling units) and amenity rezonings (Highlands does not identify a growth limit in the OCP.	Highlands	
	(d) Clarify how the 5% growth target outside the RUCSPA would be distributed.		
	(e) Clarify whether "date of RGS adoption" refers to 2016-17 or 2003.		
	(f) Suggest defining growth in terms of contributors to climate change (e.g., energy use, emissions, water consumption and waste production) and using the 5% target to measure the increase in manufactured capital (i.e., dwellings).		
2	**Water Servicing** (a) Removal of water servicing as a growth management tool undermines the premise of strong growth management and may alter rural growth patterns, leading to urban sprawl.	Highlands Victoria View Royal	Appendix D
	(b) Request that the CRD incorporate more stringent criteria to guide any future water service extensions. NOTE: Comments relating to potential criteria include: i. Right to clean water means sound planning and caring for the environment in a manner that protects water sources. ii. Expanding piped water services reduces the resilience of the entire water system, and would increase risk from earthquakes and climate change.	Saanich Highlands	
	(c) Support removal of water servicing policy.	JdF LUC	
3	**Major Centres** Provide for major centres in Esquimalt and Sooke.	Esquimalt Sooke	Appendix E #E7
4	**Renewable Resource Lands Policy Area** (a) Amend description and policy 1.2(2) to reflect that Privately Managed Forest Land (PMFL) includes: i. Provincially-regulated uses not listed (e.g., forestry-related industrial uses, mining and gravel extraction) ii. Other uses as permitted in the JdF OCPs.	JdF LUC	Appendix E #E8
	(b) Consider policy to optimize the ecological, social and economic potential of rural resource lands.	Victoria	Appendix E #E8 Appendix F #F2

Input		Raised by	Proposed Response
5	**Maps 3 + 4** Update maps with the most current available data.	JdF LUC Langford North Saanich	Appendix E #E9
6	**Rural / Rural Residential Policy Area** Amend policy 1.2(4) to include "rural / rural residential lands" in the context of buffering land use transitions between urban areas, because of the addition of Sooke to the RUCSPA.	JdF LUC	Appendix E #E20
7	**Regional Green / Blue Spaces Strategy is outdated** (a) Remove RGS references to the Strategy as it is out of date.	JdF LUC	Appendix E #E10
	(b) Update Map 3 + 4 Unprotected Green Space Layer to remove areas that have been protected through a development permit.		
	(c) Review and update the Regional Green / Blue Spaces Strategy document.	Victoria	
8	**Approach to Environment and Natural Resources** Document refers to environment and natural resources as if the two concepts are mutually exclusive. Consider developing a more accurate phrasing.	Esquimalt	Appendix E #E10
9	**Green / Blue Spaces Target** Provide indication of how the CRD will acquire 100% of the proposed green / blue belt, specifically the foreshore.	Esquimalt	Appendix E #E10
10	**Blue Spaces** Clarify that protection of blue space includes the foreshore and include "protection of our saltwater shoreline" as RGS policy language.	Esquimalt JdF LUC	Appendix E #E10
11	**Environmental Impact of Water Servicing Policy Change** Concern that allowing for water and limiting sewer beyond the RUCSPA may increase water consumption that cannot be handled by septic systems, resulting in negative impacts to soils and ground water.	Esquimalt	For Board consideration when evaluating Alternatives 1 and 2
12	**Regional Parks** Council is concerned about the lack of regional parks in Esquimalt. Consider adding a policy related to developing partnerships with municipalities to provide an equitable distribution of resources related to regional parks.	Esquimalt	Appendix E #E10
13	**Providing Services to First Nations and other jurisdictions** Include a policy that outlines how the CRD will work with First Nations.	Esquimalt	Appendix E #E11
14	**Complete Communities** (a) Clarify that the development of complete communities using the "urban development criteria" applies to lands within the RUCSPA.	JdF LUC	Appendix E #E12
15	(b) Provide more specific policies related to affordable housing, for example "as part of the densification of the urban fabric, ensure that land is set aside for a blend of housing types and costs as well as a variety of tenures.	Esquimalt	Appendix E #E13
16	**Housing Affordability** Acknowledge that rural and urban areas play a role in achieving housing affordability.	JdF LUC	Appendix E #13
17	**Housing Targets** Specify targets for reducing homelessness and poverty.	Central Saanich	Addressed in RGS Table 2 footnote

Input		Raised by	Proposed Response
18	**Light Rail Transit** Include policies in support of a commuter train from Langford to Victoria using the existing infrastructure.	Esquimalt	Appendix E #E14
19	**Industrial Land Protection** Consider including a policy related to industrial land protection.	Saanich	Appendix E #E15
20	**Regional Collaboration** (a) Consider a policy related to collaboration on regional economic development issues.	Saanich	Appendix E #E16
	(b) Consider including a policy around cooperating with First Nations in the area of economic development.	Esquimalt	
21	**Economic Development Hubs** (a) Allow for recreational and tourism development within the Renewable Resource Lands Policy Area to support the diversification of the JdF EA economy.	JdF LUC	Appendix E #E8
	(b) Acknowledge the role of the Esquimalt graving dock.	Esquimalt	Appendix #E15
22	**Climate Action Lens** The draft 2016 RGS does not fully integrate climate action considerations into all aspects of regional growth management.	Highlands Saanich	Appendix E #E18
23	**Climate Action Targets** The draft 2016 RGS does not include a methodology for monitoring progress towards GHG emissions reduction targets.	Esquimalt	Will be addressed under RGS I-2
24	**Emissions – Wetlands** Wetlands are a significant source of GHG emissions. Detailed analysis should be provided to prove that wetlands sequester more than they emit.	Esquimalt	
25	**Measure I-4** Clarify how JdF OCPs relate to the RGS.	JdF LUC	Appendix E #E19
26	**Measure I-6** Provide list of CRD planning documents to be coordinated with the RGS review process.	JdF LUC	Appendix E #E20
27	**RSS Policy** Provide a more detailed list of those elements which were in the RSS that will not be in the RGS, and which strategy / policy they may fit within the CRD.	Central Saanich	Appendix F
28	**Legislative Requirements** Ensure the RGS meets all legislative requirements.	Highlands	Appendix E #E20
29	**Text Edits** Minor text edits to improve readability of document.	JdF LUC Esquimalt	Appendix E #21
30	**Definitions** Add new definitions for “rural”, “buffering and land use transition”, “urban areas”, “urban development”, “renewable resource working landscapes”, “subdivision and density limits”, ”urban-standard sanitary sewerage services” and “liquid waste service”.	JdF LUC	Appendix E #E22

Draft Food and Agriculture Section

6. Food Systems

6.1 Foster a resilient food and agriculture system

Food and agriculture are part of a food system which includes planting, irrigation, harvesting, processing, distribution, preparation and marketing and consumption, in addition to food waste management and soil betterments.

A viable and resilient local food and agriculture system is important to the Capital Regional District's health, sustainability, security and visual/cultural identity.

Changes in climate, energy costs and water availability will impact agricultural production and will draw greater attention to regional food system resiliency.

The widespread impact of food and agriculture and the nature of the challenges likely to be faced in coming years make food and agriculture a matter of regional interest. Challenges include loss of farmland, lack of farm profitability and financial sustainability, increasing average age of farmer, increasing food prices, limited (72 hour) supply of fresh food in an emergency, food wastage, need to revitalize indigenous food systems, lack of knowledge of how to grow and prepare healthy food, increasing rates of food insecure people and increasing rates of diet-related chronic disease. Regional alignment will strengthen the food and agricultural sector.

The Regional Food and Agriculture Strategy recommends actions to create a viable, healthy and resilient food system. Regional Growth Strategy policies are intended to work in tandem with the Regional Food and Agriculture Strategy to guide future decisions.

Achieving a healthy, viable and resilient local food and agriculture system will require adherence to the following related principles:

Principles:

I. Support First Nations food interests and rights;
II. Protect and enhance the region's food and farmlands;
III. Avoid urban/agricultural land use conflict; mitigate where avoidance is not possible;
IV. Enhance access to nutritious, safe and culturally-appropriate food;
V. Expand food system economic opportunities;
VI. Encourage food system education and agri-tourism; and
VII. Foster resiliency in the face of an unpredictable climate, increased pest resistance, and declining, increasingly expensive water and energy supplies.

Policies:

1. Implement initiatives in accordance with the principles outlined in Objective 7.1.
2. Enable food production, processing and distribution that will foster a place-based food economy that increases access to local, nutritious, safe and culturally appropriate food.
3. Support food waste management that is environmentally sustainable, benefits the regional economy and improves residents' connections to rural and agricultural landscapes.

Target:

By 2038, increase the amount of land in crop production by 5000 ha.

Updated Version of the "Community Profiles"

Spanning coastal, forest and agricultural landscapes, communities in the capital region range from seaside towns to rural farms, to suburban and downtown neighbourhoods. This diversity is our strength. Residents can access a variety of lifestyles thanks to the commitments of municipalities and the Juan de Fuca Electoral Area to protect and perpetuate our natural environments and to foster shared regional amenities and resources. This is made possible by our communities working together as a region, creating a whole that is greater than the sum of its parts.

The Regional Growth Strategy champions a collaborative approach to realizing our vision and objectives. It supports decision-making that takes a regional perspective while valuing the community characteristics of the 13 local municipalities and the Juan de Fuca Electoral Area.

Community profiles/vision statements are described below:

Central Saanich

The community of Central Saanich, including the Tsartlip and Tsawout First Nations, spans the centre of the Peninsula. The municipality includes the greatest concentration of agricultural production in the region, along with light industrial land, residential areas with rural and suburban character, and compact village centres. In order to maintain rural character and protect the function of natural ecosystems, slow and managed growth is accepted within defined urban settlement areas and outside of rural and agricultural lands. The intensification of high quality knowledge-based and light industrial business and industrial growth is encouraged in the Keating Industrial area."

Colwood

Colwood will become a more urban community while retaining its exceptional heritage resources and natural areas. Colwood Corners is transformed into an attractive, welcoming town centre. Royal Bay, Olympic View and Colwood Corners have expanded as complete communities. Hatley Park Estate is the home of Royal Roads University and features extensive public open space.

Esquimalt

Esquimalt exhibits a more sustainable model of urban development where the quality of the natural and built environment passed on to the next generation is healthier than at present. The Wardroom/Hospital DND site has clusters of low and medium density multiple family housing surrounded by green space. Macaulay Point/Work Point is a complete community that is pedestrian oriented, socially diverse, with a mix of uses and services and park space, treed areas, and continuous waterfront access. It is Esquimalt's intention to strengthen its commercial/retail sector to service the expanding needs of the community and to market our central location to businesses and high-tech industries. The Esquimalt graving dock is an important contributor to the regional economy.

Highlands
The Highlands will continue to preserve large areas of natural green space protecting elements of the regional ecosystem and providing outdoor recreational opportunities for CRD residents and visitors. Lands retained in a natural state preserve diversity of plant and animal life. Development remains primarily residential on rural acreages or large lots, with no role as an area for urban development.

Juan de Fuca Electoral Area
The Juan de Fuca Electoral Area comprises approximately 151,189 hectares or about 61% of the CRD land area. It contains significant provincial, regional and locally controlled parks and trail systems, ecological reserves and the CRD Water Supply area. The Rural Resource Lands comprise approximately 132,000 ha or 83% of land in the Juan de Fuca Electoral Area and is primarily Crown Forest or Private Managed Forest Land. These lands are preserved for renewable resource working landscapes, and provide for natural green space and outdoor recreational and eco-tourism opportunities for residents and visitors to the Capital Region. Port Renfrew, a tourism and forestry based community provides for small-lot tourism-oriented urban development. Five small community areas, East Sooke, Otter Point, Malahat, Shirley/Jordan River and Willis Point maintain the rural character while providing rural residential choices.

Langford
The District of Langford has a cohesive town centre with pedestrian areas, commercial districts, and convenient vehicle access, providing a central community focus and an enhanced regional role. An open space system made up of treed areas, lakes and streams links and defines neighbourhoods.

Metchosin
Metchosin is a community of rural character with a choice of rural lifestyles. The vibrant and locally-supported agricultural industry continues to thrive and diversify with a range of products and organic crops. Our natural areas, shorelines, sensitive ecosystems and biodiversity are valued, preserved and protected. There is an expanded system of local and regional parks and natural open spaces linked with multi-use trails, along with improved access to shoreline areas, allowing increased recreational opportunities and fostering active healthy lifestyles. Metchosin village continues to be the community hub and primary commercial centre for local businesses and retailers, with some limited room for expansion. Metchosin's rural character is an integral component of, and valued contributor to the broader complete regional community.

North Saanich
Situated in the northerly tip of the Saanich Peninsula approximately 27 kilometres north of downtown Victoria, the District of North Saanich is a collection of coastal focused neighbourhoods which surround agricultural lands. The community's long term development plans are based on the desire of residents to retain rural character and safeguard environmental qualities. The District's policies reflect a strong commitment to preserve the agricultural land base and agricultural activities in the municipality.

Oak Bay
Oak Bay continues to be a green, landscaped, quiet residential community with a mix of housing types and neighbourhood commercial centres with a special emphasis on heritage preservation. Oak Bay village is a strong shopping area and the historical, cultural, community and business

core of the municipality. Public access to waterfront amenities including clean safe beaches is maximized.

Saanich
Environmental integrity is paramount to ensuring social wellbeing and economic vibrancy. Saanich remains a series of community focused neighbourhoods, within an urban containment boundary that clearly separates the urban area from the rural portion of the municipality. This growth framework is based on principles of sustainability and livability. Rural Saanich forms part of the peninsula farm lands. Population increases are managed within the context of the local area planning process, where land use, density and development policies direct growth to "Centres" and "Villages" to build complete communities that encourage diversity of lifestyle, housing, economic and cultural opportunities.

Sidney
Sidney remains the commercial centre for the north Peninsula and the economic competitiveness of Sidney is maintained and enhanced. Commercial/industrial lands are available and there are growing knowledge-based industries. Orientation between the town and the ocean is strong, including enhanced ocean–side amenities.

Sooke
Sooke, located on the Sooke Harbour and Basin, will become a complete vibrant community with a mix of businesses, affordable housing, services and public open spaces. The highest population densities and commercial growth occur in the Town Centre, serving the growing population base and the surrounding coastal communities. Residential growth will continue within the designated Community Growth Area. Large parcel sizes will maintain the rural ambiance, and limit the development outside the town's core.

Victoria
Victoria is an urban sustainability leader inspiring innovation, pride and progress towards greater ecological integrity, livability, economic vitality, and community resiliency confronting the changes facing society and the planet today and for generations to come, while building on Victoria's strengths as a harbour-centred, historic, capital city that provides exceptional quality of life through a beautiful natural setting, walkable neighbourhoods of unique character, and a thriving Downtown that is the heart of the region.

View Royal
View Royal will have a series of economic centres providing expanded retail, professional financial and convenience services. Single family detached housing will remain the predominant housing form with some provision made for other types of housing. A network of foot and cycle paths will provide neighbourhoods with access to shopping, recreation and natural open space. Natural amenities associated with shorelines, streams, estuaries, hillsides and forested areas will be protected.

Water Servicing Criteria Policy Option

ALTERNATIVE 1: PROPOSED WATER INFRASTRUCTURE POLICY

The following policy is proposed for inclusion as a new objective on servicing in section 2 "Environment and Infrastructure".

1. Provide new water system services (public or private) only to areas where:

    a. For a municipality, the areas to be serviced are shown on RGS Map 3 as either Growth Area or Rural/Rural Residential policy designations and the area to be serviced is consistent with OCP servicing provisions and an accepted Regional Context Statement identifies the population to be serviced and how growth in water demand will be addressed.

    b. For the Juan de Fuca Electoral Area, the areas to be serviced are shown on RGS Map 3 as either Growth Area or Rural/Rural Residential policy designations and the area to be serviced is consistent with OCP servicing provisions and the applicable OCP identifies the population to be serviced and how growth in water demand will be addressed.

2. Manage water supply and distribution in accordance with the principles specified in Objective 2.1 (Protect, Conserve and Manage Ecosystem Health) as well as the following principles:
    - promote settlement patterns that are cost-effective and efficient to service;
    - minimize negative financial impacts to those currently serviced (impacts to consider system life cycle costs); and
    - avoid negatively impacting the long-term availability of water for existing development and planned growth within the growth boundary, recognizing the climate change impacts on water demand and supply.

3. Notwithstanding policy 1, the CRD may extend water service if required to address a pressing public health, public safety or environmental issue relating to *existing* units or to service agriculture.

4. Notwithstanding policy 1, evaluate requests for services from jurisdictions outside of Capital Regional District membership with a view towards supporting mutually beneficial relationships and fostering development consistent with all RGS objectives and policies.

Proposed RGS Edits

The edits below are proposed to improve the clarity and comprehensiveness of the draft RGS document.

Managing and Balancing Growth

E1. **Link the land use designations to policy:** Create new policies for Objective 1.1 and 1.2 that clearly set out in policy the definitions for each land use policy area. This would then require the JdF OCPs and the municipal Regional Context Statements to show how municipal / electoral area land use designations correspond to the RGS land use designations. This approach is likely the most clear / direct way to set out expectations in policy.

E2. **Update Rural / Rural Residential Policy Area definition:** Update the policy area definition as follows:

"Rural / Rural Residential Policy Area: Includes lands to be used for rural and rural residential purposes and the Victoria International Airport (with development potential as established through approved Memorandum of Understanding). Rural / rural residential lands are not intended to become future urban areas requiring extensive services. Residential uses are of a form, density and character that support rural working landscapes. Commercial uses are local serving and such uses and other employment opportunities result in minimal impact to the surrounding community and to the environment. Low-impact tourism uses complement rural character. The policy area also includes lands with ecosystem benefits to be identified and protected through means such as development permit areas, conservation covenants, or acquisition and designation as a park or ecological reserve."

E3. **Clarify Map 3: Growth Management Concept Plan:** Change the names of the layers to clarify where growth is to be directed and where the growth boundary is.

- Specify a Growth Area (change the name of the orange layer currently called "Regional Urban Containment and Servicing Policy Area")
- Change the "Regional Urban Containment and Servicing Policy Area" to the "Growth Boundary"

E4. **Update Objective 1.2 preamble:** Update the preamble to improve the definition of the role of rural communities across the region.

E5. **Rural Growth Management:**

- Update the preamble to acknowledge the role of rural communities within the region.
- Identify principles that would apply to the protection of rural communities.
- Provide new policies that require municipalities with lands identified as Rural/Rural Residential to be consistent with the principles and the land use policy designation.
- Move policy 1.2(1) long-term protection of Capital Green Lands to the revised Objective 2.1 (see #E10).
- Move policy 1.2(2) long-term protection of Renewable Resource Lands to Objective 5.1, Strengthen the Regional Economy.
- Remove policy 1.2(3) and references to it as it is unclear, may be at cross-purposes to achieving other RGS goals, and is inconsistently addressed in Regional Context Statements. Instead, address the land use alignment called for in 1.2(3), by linking

RGS land use designations in the new policies developed for this section. Remove associated target.

- Remove policy 1.2(4) as the policy is a duplication of content in 1.2(1) and 1.2(2).

E6. **Municipalities can choose to bind themselves:** Provide the opportunity for municipalities to identify any additional RGS policies that they wish to have apply to their *own municipality*.

E7. **Major Centres:** Provide municipalities with the ability to identify areas for growth with the Regional Urban Containment and Servicing Policy Area according to criteria for complete communities (i.e., walkable, bikeable, transit-serviced areas with a range of housing types and jobs). This would see the removal of the Metropolitan Core and Major Centres from the Growth Management Concept. Further, any municipality interested in calling attention to the development a complete community may do so in the Community Profile.

E8. **Renewable Resource Lands Policy Area:** Update the land use designation to acknowledge that land use management decisions in most of the policy area are under provincial jurisdiction. Update policy 1.2(2) to include "Crown Forestry Lands", "forestry-related industrial uses", "mining", "gravel extraction", and "low-impact recreation and tourism". With these updates, the policy sends a clear signal that the CRD supports forestry uses and economic development opportunities that complement the maintenance of a working landscape. Implementation Measure I-9 acknowledges that the RGS will respect the authority of areas under provincial jurisdiction.

E9. **Update maps:** Show Port Renfrew within the RUCSPA to reflect the adopted OCP, update the Renewable Resource Lands to be consistent with applicable data layers, show Tseycum First Nation polygon.

Environment and Resources

E10. **Regional Green / Blue Spaces Strategy is outdated:** The Regional Green / Blue Spaces Strategy was a foundational document that informed subsequent Board-endorsed work such as the Regional Parks Strategic Plan, the Integrated Watershed Management Program Plan, the Regional Parks Land Acquisition Strategy and park management plans for the Sooke Hills Wilderness and Sea to Sea Regional Parks.

- Change the name of Section 2 from "Environment and Resources" to "Environment and Infrastructure".
- Integrate RGS Objective 2.1 and 2.2 into a new Objective 2.1 called "Protect, Conserve and Manage Ecosystem Health". Should direction be given to provide for water servicing criteria (Alternative 1) as proposed in Appendix D, a new section 2.2 would be prepared.
- Update the introduction to the new Objective 2.1 to focus on the underlying principles of the Regional Green/Blue Spaces Strategy. Add "healthy ecosystems" as a principle and link all principles to policy. Remove references to the Regional Green/Blue Spaces Strategy throughout the document.
- Remove the Unprotected Green Space Policy Area as a land use policy designation and from the growth concept map. Include protection of "healthy ecosystems" as part of the Rural / Rural Residential Land Use Policy Area description (see proposed wording in item E2).
- Update Map 4 to be a detail of the Renewable Resource Lands rather than the Regional Green/Blue Spaces map.

- Update policy 2.1(1) to focus on the protection of a "connected system of natural areas" rather than referencing the "green-blue space system" to reflect terminology used in the Regional Parks Strategic Plan.
- Update policy 2.1(2) to replace "Unprotected Green Space Policy Area" with policy to protect healthy ecosystems.
- Remove reference to the Blue Space Core Policy Area in policy 2.1.3 and add "watersheds" in addition to marine areas to capture what was included in the "Blue Space Core Policy Area".
- Update targets to reflect monitoring of ecosystem health, using data currently being collected.

E11. **Providing services to First Nations and other jurisdictions:** Provide a policy for evaluating requests for CRD services from jurisdictions not part of the CRD with the aim toward supporting positive and equitable relationships that foster development consistent with RGS policies and objectives.

Housing and Community

E12. **Complete communities:** As described in #E7, above, include criteria for complete communities (i.e., walkable, bikeable, transit-serviced areas with a range of housing types and jobs) to provide municipalities with the ability to identify areas for growth.

- Update preamble to improve description of complete communities and clarify that different communities will become complete through different types of action / intervention, not just through increased density or growth.
- Update criteria to address range of housing types and tenures, affordability and to clarify that the focus is not on the location of "new project", rather the creation of communities with specific characteristics.
- Update policy 3.1(1) to specify that municipalities are to identify locations for growth consistent with complete community criteria and clarify that the development of complete communities applies to lands within the Growth Area.
- Add a new policy 3.1(2) to specify that only municipalities with the Growth Area are to create complete communities consistent with the criteria through policy, regulation or strategies.
- Create a new policy based on Principle 3.1(v) to clarify that new development across the region should avoid location in areas at risk of seismic hazard, slope instability or flooding.

E13. **Housing affordability:** Update preamble text under Objective 3.2 to acknowledge that rural communities provide for housing affordability. Update preamble text to define the housing affordability spectrum.

Transportation

E14. **Light rail transit:** Replace "Regional Multi-Modal Network" with "Regional Transportation Plan" in policy 4.1(1). The Regional Transportation Plan contains an action related to assessing the feasibility of Light Rail Transit in the region.

Economic Development

E15. **Employment:** Add a principle to enhance established employment centres. Update principle III to include "low-impact recreation and tourism". Removed the wording "and the region as a whole" as it is no longer required given the new principle to enhance established employment centres.

E16. **Industrial land protection:** Add "industrial land" to policy 5.1(2).

E17. **Regional collaboration:** Include "regional collaboration, including with First Nations" as an economic development consideration under Objective 5.1. Link the considerations to policy 5.1(1).

Climate Action

E18. **Climate action lens:** Update the vision to include climate action. Add a new paragraph in the "Context" section to describe the importance of climate action to the region and to explain how achieving growth management, environment and natural resource protection, complete communities and transportation are critical to reducing GHG emissions. Strengthen the connection between economic development and climate action by including a policy around nurturing economic development that will contribute to achievement of climate action goals. Change the name of the Objective from "Reduce Greenhouse Gas Emissions" to "Climate Action" and place the Objective as the last section in the document to emphasize that each objective builds on the next toward the goal of reducing GHG emissions. Remove "compact, complete communities" to acknowledge that there are different tools that rural communities can use to reduce GHG emissions.

Implementation Measures

E19. **Measure I-4:** For clarity, split I-4 into part (a) and part (b). Part (a) would remain the same and part (b) would identify that JdF OCPs are to be developed in a manner to ensure RGS consistency.

Other

E20. **Legislative requirements:** Identify actions for the CRD related to housing, transportation, regional district services, parks and natural areas in the "Implementation Measures" section that aligns to RGS policy. Update wording on p.1 or p.7 to clarify that the RGS is a document that guides future decision-making. Remove language related to mapping boundary alignment to reflect clarification that the RGS provides guidance and that previously overlapping layers have been addressed. Update targets to clarify that the time-horizon for all targets is 2038.

E21. **Text edits:** Remove reference to fire suppression in policy 1.1(4). Replace "urban areas" with "lands within the Rural / Rural Residential Policy Area" to clarify buffering and land use transition requirements in policy 1.2(4). Remove "minimum" from target 2.1 "complete a minimum of 100% of the Regional Trail Network. Edit Implementation Measure I-3(B) to reflect that there are not multiple EAs subject to the RGS. Additional text edits for wording clarity.

E22. **Definitions:** Some proposed definitions overlap with existing land use policy area designations, others will be removed and staff will review remaining for clarity.

Inclusion of Remaining RSS Policy Content

A graphic is provided on the next page to illustrate how RSS content relates to the March 2016 draft RGS.

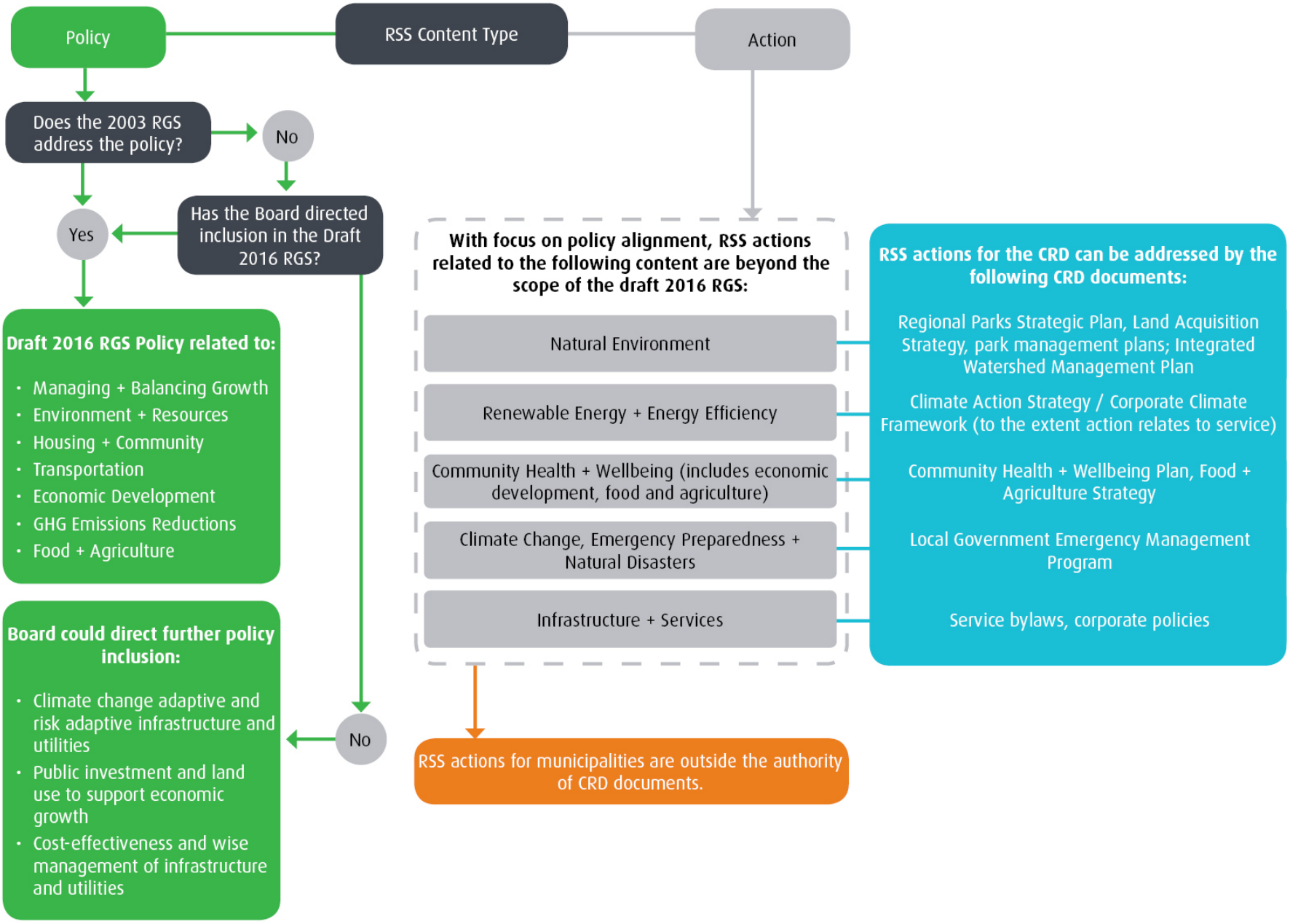
The only remaining RSS *policy areas* that the Board has not previously specifically asked to have included in the RGS and that have not been addressed through Appendix E recommendations could be addressed with inclusion of the following:

F1. **Climate change and risk-based adaptation:** Further refine the proposed new policy described in Item E12 (new policy to clarify that new development across the region should avoid location in areas at risk of seismic hazard, slope instability or flooding) to include that new development, infrastructure and utilities be climate-change-adaptive and risk-adaptive. This proposed policy addition would be consistent with the recommendation in Item E17 to consider climate action implications in regional growth management.

F2. **Public investment and land use to support economic growth**: Include a new policy to leverage public investment and land use to support economic growth. This policy would recognize the economic development potential of the Renewable Resource Lands, while acknowledging that investment in these lands falls under provincial authority and therefore outside of CRD jurisdiction.

F3. **Cost-effectiveness and wise management of infrastructure and utilities:** Include an additional principle under Objective 2.2 that relates to the management of infrastructure and utilities. Policy 2.2(1) would also be updated to link the principles to the policy.

Alternatives 1 and 2 both reflect inclusion of the above.


Policy
RSS Content Type
Action
Does the 2003 RGS address the policy?
No
Has the Board directed inclusion in the Draft 2016 RGS?
Yes
Draft 2016 RGS Policy related to:
Managing + Balancing Growth
Environment + Resources
Housing + Community
Transportation
Economic Development
GHG Emissions Reductions
Food + Agriculture
Board could direct further policy inclusion:
Climate change adaptive and risk adaptive infrastructure and utilities
Public investment and land use to support economic growth
Cost-effectiveness and wise management of infrastructure and utilities
No
With focus on policy alignment, RSS actions related to the following content are beyond the scope of the draft 2016 RGS:
Natural Environment
Renewable Energy + Energy Efficiency
Community Health + Wellbeing (includes economic development, food and agriculture)
Climate Change, Emergency Preparedness + Natural Disasters
Infrastructure + Services
RSS actions for municipalities are outside the authority of CRD documents.
RSS actions for the CRD can be addressed by the following CRD documents:
Regional Parks Strategic Plan, Land Acquisition Strategy, park management plans; Integrated Watershed Management Plan
Climate Action Strategy / Corporate Climate Framework (to the extent action relates to service)
Community Health + Wellbeing Plan, Food + Agriculture Strategy
Local Government Emergency Management Program
Service bylaws, corporate policies