

## Notice of Meeting and Meeting Agenda Planning and Protective Services Committee

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Wednesday, January 20, 2021

10:00 AM

6th Floor Boardroom  
625 Fisgard St.  
Victoria, BC V8W 1R7

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C. McNeil-Smith (Chair), R. Martin (Vice Chair), F. Haynes, M. Hicks, J. Loveday, R. Mersereau  
K. Murdoch, M. Tait, K. Williams, R. Windsor, C. Plant (Board Chair, ex-officio)

The Capital Regional District strives to be a place where inclusion is paramount and all people are treated with dignity. We pledge to make our meetings a place where all feel welcome and respected.

### 1. Territorial Acknowledgement

### 2. Approval of Agenda

### 3. Chair's Remarks

### 4. Presentations/Delegations

*In keeping with directives from the Province of BC, this meeting will be held by Live Webcast without the public present.*

*To participate electronically, complete the online application for "Addressing the Board" on our website. Alternatively, you may email the CRD Board at [crdboard@crd.bc.ca](mailto:crdboard@crd.bc.ca).*

### 5. Committee Business

#### 5.1. [21-065](#) 2021 Planning and Protective Services Committee Terms of Reference

**Recommendation:** That the Planning and Protective Services Committee receive the 2021 Terms of Reference attached at Appendix A.

**Attachments:** [Staff Report: 2021 Planning & Protective Svs Cttee Terms of Reference](#)  
[Appendix A: 2021 PPSC Terms of Reference](#)

#### 5.2. [21-064](#) Deer Management Reconsideration

**Recommendation:** The Planning and Protective Services Committee recommends to the Capital Regional District Board:  
That through the 2022 service planning process, staff be directed to develop a scope of work for deer management options that can be delivered within existing service mandates and identify required service-level adjustments.

**Attachments:** [Staff Report: Deer Management Reconsideration](#)  
[Appendix A: Jurisdictional Roles Across Deer Mgmt Options](#)

### 6. Notice(s) of Motion

**7. New Business**

**8. Adjournment**

The next meeting is March 17, 2021.

To ensure quorum, please advise Tamara Pillipow (tpillipow@crd.bc.ca) if you or your alternate cannot attend.



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## REPORT TO PLANNING AND PROTECTIVE SERVICES COMMITTEE MEETING OF WEDNESDAY, JANUARY 20, 2021

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**SUBJECT**    2021 Planning and Protective Services Committee Terms of Reference

### **ISSUE SUMMARY**

This report is to provide the 2021 Terms of Reference for the Committee's review.

### **BACKGROUND**

Under the *Local Government Act* and the CRD Board Procedures Bylaw, the CRD Board Chair has the authority to establish Standing Committees and appoint members to provide advice and recommendations to the Board.

On January 13, 2021, the Regional Board approved the 2021 Standing Committee Terms of Reference. Terms of Reference (TOR) serve to clarify the mandate, responsibilities and procedures of standing committees and provide a point of reference and guidance for the committees and members.

For 2021, the Planning, Transportation and Protective Services Committee was split to create two separate committees:

- Planning and Protective Services Committee
- Transportation Committee

New TORs have been drafted for the Planning and Protective Service Committee to reflect its service mandate. The Planning and Protective Services Committee will meet every second month, on odd months.

In addition to refining the defined purpose of the Committee, minor housekeeping changes were made to the pro-forma provisions of the standing committees' TOR, including updates to the language under committee composition to clarify that all Board Members can attend all committees, but not vote unless a member; and, clarification to the provision regarding creation of the committee agenda to clarify Board Members may raise items for the agenda through the notice of motion process.

The TOR are being provided for review by the committee. Any proposed revisions to the TOR will require ratification by the Board.

### **CONCLUSION**

Terms of Reference serve to clarify the mandate, responsibilities and procedures of committees and provide a point of reference and guidance for the committees and their members.

### **RECOMMENDATION**

That the Planning and Protective Services Committee receive the 2021 Terms of Reference attached at Appendix A.

Submitted by:	Kristen Morley, J.D., General Manager, Corporate Services & Corporate Officer
Concurrence:	Kevin Lorette, P. Eng., MBA, General Manager, Planning & Protective Services
Concurrence:	Robert Lapham, MCIP, RPP, Chief Administrative Officer

**ATTACHMENT**

Appendix A: 2021 Planning and Protective Services Committee Terms of Reference

# Terms of Reference



## **PLANNING AND PROTECTIVE SERVICES COMMITTEE**

### **PREAMBLE**

The Capital Regional District (CRD) Planning and Protective Services Committee is a standing committee established by the CRD Board and will oversee and make recommendations to the Board regarding matters related to planning, protective services, and emergency management matters.

The Committee's official name is to be:

Planning and Protective Services Committee

### **1.0 PURPOSE**

- a) The mandate of the Committee includes overseeing, providing advice and/or making recommendations to the Board regarding the following functions:
  - i. Regional Growth Strategy
  - ii. Protective services – including 911, fire dispatch and hazmat
  - iii. Emergency Preparedness
  
- b) The following committees will report through the Planning and Protective Services Committee:
  - i. Development & Planning Advisory Committee
  - ii. Local Government Emergency Program Advisory Commission
  - iii. Regional Emergency Program Advisory Commission
  - iv. Regional Food and Agriculture Task Force
  - v. Any other advisory body established by the Committee

### **2.0 ESTABLISHMENT AND AUTHORITY**

- a) The Committee will make recommendations to the Board for consideration; and
- b) The Board Chair will appoint the Committee Chair, Vice Chair and Committee members annually.

### **3.0 COMPOSITION**

- a) Committee members will be appointed CRD Board Members;
- b) All Board members are permitted to participate in standing committee meetings, but not vote, in accordance with the CRD Board Procedures Bylaw; and

- c) First Nation members are permitted to participate in standing committee meetings at their pleasure, in accordance with the CRD Procedures Bylaw, where the Nation has an interest in matters being considered by the committee.

#### **4.0 PROCEDURES**

- a) The Committee shall meet on a bi-monthly basis, except August and December, and have special meetings as required;
- b) The agenda will be finalized in consultation between staff and the Committee Chair and any Committee member may make a request to the Chair to place a matter on the agenda through the Notice of Motion process;
- c) With the approval of the Committee Chair and the Board Chair, Committee matters of an urgent or time sensitive nature may be forwarded directly to the Board for consideration; and
- d) A quorum is a majority of the Committee membership and is required to conduct Committee business.

#### **5.0 RESOURCES AND SUPPORT**

- a) The General Manager of the Planning and Protective Services Department will act as a liaison to the committee; and
- b) Minutes and agendas are prepared and distributed by the Corporate Services Department.

*Approved by CRD Board January 13, 2021*



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## REPORT TO PLANNING AND PROTECTIVE SERVICES COMMITTEE MEETING OF WEDNESDAY, JANUARY 20, 2021

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**SUBJECT**    Deer Management Reconsideration

### **ISSUE SUMMARY**

To respond to the Planning, Transportation and Protective Services Committee's request to reconsider a regional deer management service.

### **BACKGROUND**

A summary of all Capital Regional District (CRD) wildlife management functions and recommendations for an ongoing service was presented to the CRD Board on August 12, 2015. Staff were directed to continue to manage wildlife services, as necessary, at an operational level by various line departments, and not establish an ongoing service for deer.

The Regional Deer Management Strategy (RDMS) identified three high level deer-human conflict problem areas:

1. Financial hardship due to property damage, crop loss and economic hardship due to deer browsing on agricultural lands,
2. Increased risk to public safety from aggressive deer or deer vehicle/bike collisions; and
3. Increased risk of environmental damage to sensitive environments due to heavy deer browsing on sensitive or endangered species.

The RDMS recommended management options across four categories.

1. Conflict Reduction: options include hazing and frightening, landscaping alternatives, fencing and repellents.
2. Public Education: options include social media blasts, providing materials, and presentations.
3. Deer-Vehicle Collision Mitigation: options were divided into infrastructure (e.g., signage and road side brushing) and administrative (e.g., driver training, media awareness).
4. Population Reduction: options include capture and relocate, capture and euthanize, controlled public hunting, crop protection and fertility control (immune-contraception).

While all local governments in the CRD have experienced deer-human conflicts, the frequency, type and intensity of conflicts are varied, as are the demands for a management response.

### **Ongoing Deer Management Functions in the Region**

Since 2015, CRD staff have provided educational resources around managing deer and stayed connected to key agricultural stakeholders through the implementation of the Regional Food and Agriculture Strategy. CRD staff have also worked closely with stakeholders on Mayne Island to manage the increasing populations of fallow deer and conducted a pilot study funded with support of the Provincial Urban Deer Cost-Share Program.

Some local governments have continued to work on deer management issues. Central Saanich, Esquimalt and Oak Bay conducted deer counts which revealed the population is increasing. Oak Bay, in collaboration with the Province and the Urban Wildlife Stewardship Society, applied immuno-contraceptive treatment (IC) to Oak Bay deer since the fall 2019. Until the Oak Bay pilot project concludes, the Province has indicated that no additional IC pilot projects will be approved.

CRD advocacy to the provincial government has resulted in public education information, minor policy changes, materials for population reduction and some funding. Since 2015, the CRD's role has been responsive, acting as a facilitator given staff experience with the RDMS and several deer management pilot studies. While minimal, the CRD could continue to provide this existing service level on an on-going basis.

### **Potential Areas for Future Action**

Deer management needs to be sustained to be effective. Pilot projects and one-time requests will have only short term impacts on deer-human conflicts and results will be piece-meal if there is no coordination. See Appendix A for a summary of jurisdictional roles across the different deer management options.

Based on a review of the RDMS, staff have identified deer management options that could be completed under existing service mandates. Moving ahead with any of these options would result in an increase to service levels and associated costs:

1. Place primary emphasis on management options related to public education, deer-human conflict reduction and deer-vehicle collision mitigation.
2. Work collaboratively with interested municipalities to define and coordinate project work through clearly documented agreements as to the roles and responsibilities of municipal, regional and provincial staff, with project sign-off responsibilities identified.
3. Advocate for a stronger role for the Province and for more timely, consistent and comprehensive provincial assistance.

Taking a direct role on population reduction requires a new service mandate.

## **ALTERNATIVES**

### *Alternative 1*

The Planning and Protective Services Committee recommends to the Capital Regional District Board:

That through the 2022 service planning process, staff be directed to develop a scope of work for deer management options that can be delivered within existing service mandates and identify required service-level adjustments.

### *Alternative 2*

The Planning and Protective Services Committee recommends to the Capital Regional District (CRD) Board:

That staff be directed to maintain existing service levels such as limited, periodic facilitation support and expertise.

### *Alternative 3*

The Planning and Protective Services Committee recommends to the Capital Regional District (CRD) Board:

That staff be directed to canvas local government councils regarding which population reduction management options are supported within their community, and their interest in the CRD initiating a new deer management service, and report back.

## **IMPLICATIONS**

### *Environmental Implications*

Deer damage in parks and protected areas owned and/or managed by the CRD has been documented periodically over time, however, the long term environmental implications are unknown. Mill Hill was the focus of academic papers that examined the population and impacts observed within the park. Two impacts are reduced forest understory vegetation and reduced songbird populations, an early indicator of ecological health.

### *Intergovernmental Implications*

Local governments have regulatory authorities that impact the tools the provincial government uses to manage wildlife populations, including control over firearms discharge bylaws, land parcel size, and density. The Province looks to local governments for direction on the deer management options that residents in individual communities will support.

Local First Nations, through their Douglas Treaty rights, actively seek out opportunities to hunt or acquire wild game in their traditional territory. In rural areas, there are direct relationships and agreements between private landowners and First Nations hunters. Partnerships in the urban context are more involved as the population reduction process is undertaken by a third party contractor. The complexity of the activity calls for a more formalized and orchestrated partnership with each respective Nation than is the case with individual hunters. Additional opportunities partnering with First Nations for population counts should be explored.

Should the CRD establish a new service related to population reduction, it will signal to the Province acceptance to deliver a service that is currently a provincial responsibility.

### *Social Implications*

Public safety is often cited as a concern during the rut (November – December) and birthing season (April- May). During these times deer are more confrontational and reports of deer-human conflicts and conflicts with pets increase. Violent interactions with humans are extremely rare, however, reports of perceived threatening behavior are common. Residents report deer feces in their yards and an increased risk of spreading Lyme disease, however, the reported rate of Lyme disease in the Island Health Region has not changed.

### *Financial Implications*

There is no funding in place for deer management services to continue on an ongoing basis. Activities to date were funded through supplemental budget approvals. Maintaining the status quo would not result in a permanent budget increase; however, may require one-time supplemental budget approvals depending on the nature of the work. Should staff be directed to increase service levels or consider establishing a new service, service level and budget implications would be identified through the service planning process. The cost to increase service levels could be roughly between \$35,000 and \$60,000. The cost to establish a new service is unknown at this time.

### *Economic Implications*

A survey of farmers on the Peninsula in 2011 to quantify agricultural losses due to wildlife damage estimated the total annual losses of approximately \$400,000 annually. In 2014, the Peninsula and Area Agriculture Commission surveyed farmers and estimated losses at \$300,000 that year. ICBC no longer releases the number, frequency and cost of deer vehicle collisions, but states that the cost does not warrant a specific public education campaign. Between 2009 and 2014 about 300 deer vehicle collisions were reported each year, not including deer bike collisions.

*Service Delivery Implications*

Based on the summary of jurisdictional roles across deer management options provided in Appendix A, the following service activities would be considered when developing a proposal for deer management options within the current service mandate: permit coordination; public education; complaint/damage collection management; coordination of local government public works efforts; collection and aggregation of environmental damage assessment in local and regional parks, collection and aggregation of agricultural damage and farm permit coordination, liaising with First Nations Relations Division to support traditional food harvest; education and training for deer-bike collision mitigation and deer-vehicle collision mitigation; and, advocacy.

*Alignment with Existing Plans & Strategies*

Addressing the issues caused by deer-human conflict would align with a number of existing CRD plans and strategies:

1. Regional Parks Master Plan (i.e., loss of habitat and damage to threatened ecosystems such as Garry Oak Meadows);
2. Regional Food and Agriculture Strategy (Recommendation 5 to consider ongoing support for deer management activities); and
3. Regional Growth Strategy (RGS) (Objective 1.2 support agricultural land; and Policy 6.1.1 to implement the RGS in accordance with the principles set out in Objective 6.1).

**CONCLUSION**

Deer-human conflicts are varied across the region. After the completion of the pilot project evaluation in 2015, no municipalities requested an ongoing service. Since then municipalities continue to experience conflicts with varied municipal responses. The CRD could deliver deer management options that focus on a coordinated response to conflict reduction, public education and deer-vehicle collision mitigation within its existing service mandate. Undertaking any of this work would represent a service level increase that would be brought forward during the annual service planning process. The CRD would require a new service authority to undertake population reduction options.

**RECOMMENDATION**

The Planning and Protective Services Committee recommends to the Capital Regional District Board:

That through the 2022 service planning process, staff be directed to develop a scope of work for deer management options that can be delivered within existing service mandates and identify required service-level adjustments.

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

**ATTACHMENT(S)**

Appendix A: Jurisdictional Roles Across Deer Management Options

**Appendix A: Jurisdictional Roles Across Deer Management Options**

The table below uses a RACI matrix to summarize jurisdictional roles across deer management options recommended in the Regional Deer Management Strategy. The table shows the broad categories of activities which the CRD could undertake. The table also provides a high-level framework as to the roles and responsibilities of different agencies that could be used for project sign-off.

<b>RACI Matrix</b>	
<b>Responsible</b>	Agency that does the work (implementation)
<b>Accountable</b>	Agency that establishes regulatory framework for the work (authority)
<b>Consulted</b>	Agency with subject matter expertise that provides input
<b>Informed</b>	Agency that receives information about the work

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	<b>CRD</b>	<b>Municipalities</b>	<b>Not for Profits (NFP) / Public</b>	<b>Province</b>
<b>Public Education</b>	<b>Accountable / Responsible</b> Prepare and disseminate information	<b>Informed</b> Receive information	<b>Informed</b> Receive information	<b>Consulted</b> Primary content expert
<b>Advocacy</b>	<b>Accountable</b> Prioritize management options and advocate to Province	<b>Consulted</b> Provide input on preferred management options	<b>Consulted</b> Provide input into options and prioritization processes	<b>Responsible</b> Develop response (i.e., policy, programs and funding)
<b>Hazing and Scaring</b>	<b>Responsible</b> Support education efforts; coordination	<b>Responsible – public land</b> Use hazing and scaring techniques for parks	<b>Responsible – private land</b> Use hazing and scaring techniques on private property	<b>Accountable</b> Regulation (permitting)
<b>Bylaws: Firearms Discharge/Feeding / Fencing</b>	<b>Responsible</b> Disseminate information; coordination	<b>Accountable</b> Regulation (update bylaws)	<b>Responsible</b> Apply management technique on private property	<b>Consulted</b> Primary content expert
<b>Deer Vehicle and Bicycle Collision Mitigation</b>	<b>Responsible</b> Advocate for greater programs and education	<b>Accountable – Local Roads</b> Develop and implement infrastructure / administrative management options	<b>Responsible</b> Support public education	<b>Accountable – Highways</b> Develop and implement infrastructure / administrative management options
<b>Population Reduction (hunting)</b>	<b>Responsible</b> Coordination, education, facilitation	<b>Responsible</b> Align bylaws to provincial framework (e.g., firearms discharge bylaw and parcel size allowance)	<b>Responsible</b> Responsible hunt deer	<b>Accountable</b> Regulatory framework for wildlife management
<b>Population Reduction (Immuno-contraception)</b>	<b>N/A</b>	<b>Consulted</b> Provide input that represents the public interest	<b>Responsible</b> Pilot project implementation	<b>Accountable</b> Regulatory framework for wildlife management
<b>Population Reduction (capture and euthanize)</b>	<b>Unknown</b> No clear role / responsibility for administering a capture and euthanize program	<b>Unknown</b> No clear role / responsibility for administering a capture and euthanize program	<b>Informed</b> Receive information about management option	<b>Accountable</b> Regulatory framework for wildlife management