

APPENDIX A RECORD OF RESOLUTIONS TO ACCEPT AND NOT ACCEPT THE RGS



The Corporation of the District of Central Saanich

January 31, 2017

File: 0400-60/17

Capital Regional District
625 Fisgard Street, PO Box 1000
Victoria, BC V8W 2S6

Attention: Board Chair Barbara Desjardins

Dear Chair Desjardins:

Re: 2016 RGS Bylaw 4017 – Referral for Municipal Acceptance

Please be advised that at their January 30, 2017 Special meeting, Council resolved the following:

- A. *That Council not accept "Capital Regional District Regional Growth Strategy Bylaw No. 1, 2016";*
- B. *That Council note its objection to policies 2.2 (1) and (2), noting concern that these policies need to be strengthened to avoid development and sprawl on rural lands in Electoral Areas which would be contrary to the objectives of the Regional Growth Strategy which supports complete and compact communities, but Council is supportive of water servicing from localized community water sources;*
- C. *That Council indicate that it could accept the RGS bylaw if amended in line with "Alternative 2" in Appendix E to the staff report to the CRD Board November 9, 2016.*

Should you have any questions, please contact the undersigned.

Yours truly,

Mayor Ryan Windsor

1903 Mount Newton Cross Road, Saanichton, B.C. V8M 2A9

Phone: (250) 652-4444 Fax: (250) 652-0135



CRD EXECUTIVE OFFICE
Received

JAN 30 2017

January 24, 2017

File: 6440-40-REG-12811

Capital Regional District
Regional and Strategic Planning
625 Fisgard Street, PO Box 1000
Victoria, BC V8W 2S6

<input checked="" type="checkbox"/> Chair	<input type="checkbox"/> Board
<input checked="" type="checkbox"/> CAO	<input type="checkbox"/> Communications
<input checked="" type="checkbox"/> GM <i>PPS</i>	
<input checked="" type="checkbox"/> For action / resp. by <i>Regional Planning</i>	
<input type="checkbox"/> Corresp. for Board / Committee meeting	
<input type="checkbox"/> For Information Only	
<input checked="" type="checkbox"/> Copies to <i>S. Singh</i>	
<i>0400-50 Colwood</i>	

Re: Capital Regional District Regional Growth Strategy Bylaw 4017 – Referral for Municipal Acceptance

The City of Colwood Council considered the Referral for Municipal Acceptance for the Capital Regional District Regional Growth Strategy Bylaw No. 4017 at the Regular Meeting of Council held on January 23, 2017. At the meeting Council endorsed the following resolution:

Not accept "Capital Regional Growth Strategy Bylaw No. 1, 2016"
AND,

Objects to "Map 3: Regional Growth Management Concept Plan" on the basis that it conflicts with the land use designations contained within Colwood's Official Community Plan; **AND,**

Objects to Chapter 6 in its entirety on the basis that it is overly vague with respect to how its policies would be acted on by the CRD in terms of potential new regional services and initiatives.

If you have any questions regarding the above, please contact me at 250-478-5999.

Thank you.

Iain Bourhill, MCIP, RPP
Director of Planning

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

CONTACT
Phone: 250 478 5999
Fax: 250 478 7516
ibourhill@colwood.ca

OFFICE HOURS:
8:30 am – 4:30 pm
Monday – Friday
except stat holidays

Colwood.ca

cc: Ian Howat, Chief Administrative Officer
Patricia VanBuskirk, Director of Administration

Via email to breems@crd.bc.ca

January 24, 2017

Brent Reems, Senior Manager
Legislative & Information Services
Capital Regional District
625 Fisgard Street, PO Box 1000
Victoria, BC V8W 2S6

Dear Mr. Reems:

RE: 2016 RGS Bylaw 4017 – Referral for Municipal Acceptance

Further to the letter from Board Chair Barbara Desjardins dated December 2, 2016 regarding the above captioned matter, I am pleased to provide the Board with Township of Esquimalt Council's decision related to Municipal Acceptance of the Regional Growth Strategy.

Council considered this matter at their January 9, 2017 regular meeting and passed two motions. The first motion stated as follows:

*That Council respond to the December 2, 2016 letter from the Chair of the Capital Regional District (Schedule "A") that it does not "accept" the 2016 Proposed Regional Growth Strategy for the reasons outlined in the "Issues" section of Staff Report DEV-17-001.
Furthermore, that Council indicate to the Capital Regional District Board that, "it is willing that a provision to which it objects be included in the proposed Regional Growth Strategy on the basis that the provision will not apply to the Township of Esquimalt". **Carried Unanimously.***

The "Issues" section of Staff Report DEV-17-001 referred to in the motion has been copied here for your convenience:

ISSUES:

*The proposed Regional Growth Strategy states: "Local municipalities will identify how their **Official Community Plan aligns to each policy** (emphasis added) in a Regional Context Statement." Because the entirety of the Township's Official Community Plan will need to align with its Regional Context Statement, some of the policies in the proposed Regional Growth Strategy could severely limit the Township's opportunities to develop. These policies are identified in Table 1.*

Table 1 Summary of proposed Regional Growth Strategy policies that create potential problems for the Township.

Objective and Policy	Staff Comments
Objective 1.1 Keep Urban Settlement Compact	
Policy 1. Provide for land uses consistent with the Growth Management Concept Plan depicted on Map 3 and adopt policies to implement the Growth Management Concept	Map 3 indicates that the Gorge Vale Golf Course is designated as "Renewable Resource Lands". As such, future development may not be possible. The Board of the Gorge Vale Golf Course is

Objective and Policy	Staff Comments
<p><i>Plan consistent with the land use policy designation described in Objective 1.1.</i></p>	<p><i>currently seeking to have a portion of its land removed from the Agricultural Land Reserve in order to develop it for medium to high density mixed residential/commercial uses. The proposed development of a portion of the golf course would be consistent with the “Approaches” identified in the proposed Regional Growth Strategy under Objective 1 – namely:</i></p> <ul style="list-style-type: none"> <i>- Focus employment and population growth primarily in complete communities, located in areas that meet criteria described in Objective 3.1, that will encourage the development of walkable, bikeable and transit-focused areas with a dense mix of housing, employment, services and public open space;</i> <i>- Increase the proportion of apartments, row houses and other attached housing types within the Growth Policy Area, especially within complete communities; and</i> <i>- Locate a minimum of 95% of the region’s new dwelling units to 2038 within the Growth Policy Area.</i> <p><i>The Gorge Vale Golf Course represents a fantastic opportunity to further the goals and objectives of the proposed Regional Growth Strategy for the “Growth Policy Area” which surrounds the Golf Course on all sides except for the First Nations Reserve which is exempt from the Regional Growth Strategy. Having it designated as “Renewable Resource Lands” because it is in the Agricultural Land Reserve is a classic “text out of context is pretext problem”. As part of the Official Community Plan review, staff will be recommending that portions of the Gorge Vale Golf Course be designated for Commercial and Residential Mixed Use.</i></p> <p><i>This issue was identified by Council and forwarded to the Capital Regional District in a letter dated October 17, 2016 (Schedule “C”). The Board chose not to act on Council’s request.</i></p> <p><i>Staff recommend that Council <u>not accept</u> this policy but indicate to the Board that it is willing that this provision be included in the proposed Regional Growth Strategy on the basis that the provision will not apply to the Township.</i></p>

Objective and Policy	Staff Comments
Objective 2.1 Protect, Conserve and Manage Ecosystem Health	
<p><i>Policy 1. Ensure the long-term protection of Capital Green Lands depicted on Map 3. This could include policies for buffering and land use transition between Capital Green Lands and adjacent settled areas (i.e. lands within Rural/Rural Residential Land Use Policy Area as well as the Growth Policy Area), as well as policies aimed at enhancing, restoring or naturalizing Capital Green Lands.</i></p>	<p><i>When Map 3 is enlarged approximately 1000 times (Schedule "D"), many small pixilated areas representing "Capital Green Lands" appear within the Township. It is impossible to positively identify most of them and absolutely impossible to accurately define the boundaries of each area. The proposed Regional Growth Strategy policy is incongruent with the lands indicated on Map 3 that are located within the Township. It is not reasonable that the Board would expect the Township to implement this policy on such small parcels of land that would have only a minute regional consequence.</i></p> <p><i>In addition, this policy could potentially block the Township from disposing of parkland through the statutory process outlined in the Community Charter.</i></p> <p><i>Staff recommend that Council not accept this policy but indicate to the Board that it is willing that this provision be included in the proposed Regional Growth Strategy on the basis that the provision will not apply to the Township.</i></p>
Objective 5.1 Realize the Region's Economic Potential	
<p><i>Policy 3. Prioritize the attraction of new businesses and investment that will support climate action.</i></p>	<p><i>The Township will prioritize the attraction of new businesses and investments that are desired by its citizens and that support the ship repair and refitting industry, high tech industry, and other allied industries irrespective of support for climate action.</i></p> <p><i>Staff recommend that Council not accept this policy but indicate to the Board that it is willing that this provision be included in the proposed Regional Growth Strategy on the basis that the provision will not apply to the Township.</i></p>
<p><i>Policy 4. Ensure the long-term protection of Renewable Resource Lands depicted on Maps 3 and 4.</i></p>	<p><i>As noted above, this would apply to the Gorge Vale Golf Course. Preventing the development of the Golf Course for housing or employment lands is a contradiction within the proposed RGS.</i></p> <p><i>Staff recommend that Council not accept this policy but indicate to the Board that it is willing</i></p>

Objective and Policy	Staff Comments
	<i>that this provision be included in the proposed Regional Growth Strategy on the basis that the provision will not apply to the Township.</i>

At the January 9th, 2017 Council meeting, the second motion passed by the Council of the Township of Esquimalt stated as follows:

*That all additional concerns identified by Council regarding Esquimalt be forwarded to the CRD by staff, to include reconsideration regarding the order of Priorities. **Carried Unanimously.***

The additional concerns that are referred to in the second main motion above are as follows:

- 1) Council would like the description of Esquimalt found in Appendix "A" amended by deleting the first sentence and adding reference in the description to Esquimalt's strengths such as its walkability and its outstanding green spaces.
- 2) Council would like to see the Climate Action objective moved up in the list of objectives. It is currently listed last; however, the importance of dealing with climate action is crucial and therefore, should be given greater importance by moving it up the list.

Please let me know if you have any questions relating to this matter.

Yours truly,



Anja Nurvo, BA, LLB
Director of Corporate Services



File 0470-43

January 31, 2017

CRD Board Chair Barb Desjardins
Via email: crdchair@crd.bc.ca and
Capital Regional District
625 Fisgard Street
Victoria BC V8W 2S6

Dear Chair Desjardins:

Re: 2016 Regional Growth Strategy Bylaw 4017 – District of Highlands' Referral Response

District of Highlands Council considered the 2016 RGS Bylaw 4017 at its meetings of January 16 and 30, 2017, and at its January 30, 2017 Meeting resolved:

THAT Council refuse the 2016 Regional Growth Strategy Bylaw No. 4017, citing the removal of piped water services as a growth management tool (policy 2.2 (2)) as the provision to which it objects, and further that it be conveyed to the CRD that Council's reasons for wanting to retain the current restriction on water servicing within the RUSCPA are:

1. The use of piped water fosters a change in stewardship with regards to land use policy protecting the quality and quantity of aquifer resources.
2. The cumulative effect of piped water dependence is a society that is less resilient to major disaster events. Expansion of piped water services – a single system – to increasingly remote rural areas makes the whole system more vulnerable. This impacts all CRD communities.
3. Some communities appear to support proposed policy 2.2(2) with the rationale that it will allow them water for health and safety reasons. Highlands Council questions this reasoning because such provisions are in proposed policy 2.2(3).
4. Installing infrastructure in areas with low density is not a good use of regional funds and all of the CRD will face increasing costs of maintenance of the water system due to expanding piped water coverage.
5. The 2003 RGS is a stronger tool to support managed growth for the benefit of the entire region.
6. Incremental sprawl affects biodiversity, increases greenhouse gases and fundamentally negates the value of an RGS.



.../2

7. Maintaining control of water servicing at a regional level reinforces official community plans. Relying solely on official community plans is not adequate because OCPs can be amended easily. If they are changed to allow for more development (outside current servicing boundaries), there will be greater pressures on the rural fringes to develop. Over time, this will increase land values and negatively impact housing affordability.
8. Allowing piped water contradicts the objectives of an RGS as stated in Appendix B of the draft and therefore is not consistent with the requirements in the *Local Government Act*.

In response to *Local Government Act* section 436 (7)(c), Council is not willing to accept the RGS if policy 2.2 (2) would not apply to the District of Highlands.

If you have any questions, please do not hesitate to contact the undersigned.

Sincerely,



Laura Beckett, MURP, MCIP, RPP
Municipal Planner / Approving Officer

LB/lc

cc: Mr. R. Lapham rlapham@crd.bc.ca
Ms S. Bagh sbagh@crd.bc.ca
Ms E. Sinclair esinclair@crd.bc.ca



City of Langford

www.cityoflangford.ca

2017/01/31

Capital Regional District Board
625 Fisgard St
Victoria, BC V8W 2S6

Dear CRD Board members,

RE: City of Langford response to the CRD Regional Growth Strategy referral

Please be advised that at their Special Meeting held January 24th, 2017, that the Council for the City of Langford passed the following resolution with regards to the RGS:

**a) CRD – 2016 Regional Growth Strategy Bylaw 4017 – for Municipal Acceptance
- Staff Report (Planning)**

MOVED BY: COUNCILLOR BLACKWELL
SECONDED: COUNCILLOR SIFERT

That Council accept the proposed new Regional Growth Strategy as contained in Bylaw No. 4017 and recommend its adoption to the CRD Board.

CARRIED.

Sincerely,

Jim Bowden,
Administrator



CRD EXECUTIVE OFFICE

Received

JAN 25 2017

January 24, 2017

DNS File: 6440-20 RCS Amendments

Capital Regional District Board
Capital Regional District
625 Fisgard Street
Victoria, BC V8W 1R7
Attention: Barb Desjardins, Chair

☒ Chair ☐ Board
☒ CAO ☐ Communications
☒ GM PPS
☒ For action / resp. by Regional Planning
☐ Corresp. for Board / Committee meeting
☐ For Information Only
☒ Copies to S. Bach

Dear Chair Desjardins:

Re: **Bylaw 4017 "Capital Regional District Regional Growth Strategy Bylaw No. 1, 2016" Formal Referral**

At the meeting held January 23, 2017, North Saanich Council adopted a resolution to reject the Capital Regional District formal municipal referral of Bylaw 4017 "Capital Regional District Regional Growth Strategy Bylaw No. 1, 2016". Pursuant to Section 436(7) of the *Local Government Act*, Council provides the following comments:

1. That Council objects to provisions Managing Growth 1.1 (Keep Urban Settlement Compact) and 1.2 (Protect the Integrity of Rural Communities) for the following reasons:
 - a. there are not sufficient integrated objectives and targets with respect to reduced development pressures contained in the RGS which would strengthen the protection of rural communities;
 - b. there are not clear population projections broken by municipality to provide sufficient certainty;
 - c. there is not sufficient strength in aspirational targets such as the food systems target to ensure objectives are met, particularly containing development and meeting crop production goals;
 - d. food systems targets are not linked to food security and climate change targets;
 - e. meeting climate action targets are not linked specifically to rural communities. The District of North Saanich has a high percentage of transportation by cars and a large agricultural land base which may limit its ability to meet climate change targets. The RGS does not fully integrate climate action considerations into all aspects of regional growth management;
 - f. the RGS ought to specifically demonstrate how land use designations in Regional Context Statements correspond to the RGS to limit growth; and

- g. that urban containment boundaries are a more certain and effective approach to protecting rural communities than emphasizing urban growth areas.
2. That Council objects to provisions 2.2 Manage Regional Infrastructure Services Sustainably for the following reasons:
 - a. that the expansion of water services promotes growth in rural areas
 3. That Council objects to provisions in 4.1 Improve Multi-Modal Connectivity for the following reasons:
 - a. that the transportation plan is not sufficiently integrated with population projections
 4. That Council objects to the provisions in 6.1 Foster a Resilient Food and Agriculture System for the following reasons:
 - a. the target of 5,000 ha is aspirational and not linked to population projections or food security

North Saanich Council is not willing to include any of the objectionable provisions in the Regional Growth Strategy on the basis that the provision will not apply within the District of North Saanich except for reason 1.b.

On behalf of the Mayor and Council or the District of North Saanich, thank you for your attention to this matter.

Sincerely,



Curt Kingsley
Director of Corporate Services



THE CORPORATION OF THE DISTRICT OF OAK BAY
MUNICIPAL HALL – 2167 OAK BAY AVENUE – VICTORIA, B.C. V8R 1G2
PHONE 250-598-3311 FAX 250-598-9108 WEBSITE: www.oakbay.ca

CRD EXECUTIVE OFFICE
Received

January 16, 2017

JAN 20 2017

Brent Reems
Senior Manager, Legislative
And Information Services
Capital Regional District
625 Fisgard Street
P.O. Box 1000
Victoria, BC V8W 2S6

<input checked="" type="checkbox"/> Chair	<input type="checkbox"/> Board
<input checked="" type="checkbox"/> AGO	<input type="checkbox"/> Communications
<input checked="" type="checkbox"/> GM	PPS
tion / resp. by _____	
sp. for Board / Committee Meeting	
information Only	
Copies to _____	
S. Bayh	
0400-50 Oak Bay	

Dear Mr. Reems:

Regional Growth Strategy Amendment Bylaw

Your correspondence dated November 9, 2016 was considered by Oak Bay Municipal Council at its meeting held January 9, 2017.

At that time, Council passed the following resolution:

"That Council accept the RGS Bylaw No. 4017, the Capital Regional District Regional Growth Strategy Bylaw No. 1, 2016, and direct staff to notify the Capital Regional District of their acceptance."

Yours truly,

Maura Jones
Deputy Director of Corporate Services

MJ/jp

cc: Manager of Planning

File: 2160-20

January 30, 2017

Chair Barbara Desjardins and Directors
Capital Regional District
PO Box 1000
625 Fisgard Street
Victoria BC V8W 2S6

Dear Chair Desjardins and Directors:

RE: 2016 Regional Growth Strategy – Proposed Comprehensive Update to 2003 Regional Growth Strategy

This letter confirms that at their meeting held January 23, 2017, Council considered a report of the Director of Planning dated January 13, 2017 and Bylaw 4017, Capital Regional District Regional Growth Strategy Bylaw No. 1, 2016 and resolved as follows:

"That Council not accept Bylaw 4017, Capital Regional District Regional Growth Strategy Bylaw No. 1, 2016," for the following reasons as outlined in Option 1 of the report of the Director of Planning dated January 13, 2017:

- There is insufficient direction for growth management within the Growth Area to provide a predictable land use pattern that could focus transportation and infrastructure investment and create less carbon intensive development; and
- The proposed criteria for water servicing extensions are insufficient to prevent significant additional development in outlying rural areas that would contribute to transportation issues, increase greenhouse gas emissions and divert development away from land inside the Growth Area boundary.

If you require further clarification, please contact me at 250-475-5494, Ext. 3500.

Sincerely,



Donna Dupas,
Legislative Manager
dh

Attachments

cc: Mayor and Council
Paul Thorkelsson, CAO
Sharon Hvozdzanski, Director of Planning
Brent Reems, Senior Manager, Legislative and Information Services

2160-20
Regional Growth
Strategy

**2016 REGIONAL GROWTH STRATEGY – PROPOSED COMPREHENSIVE
UPDATE TO 2003 REGIONAL GROWTH STRATEGY (RGS)**

MOVED by Councillor Derman and Seconded by Councillor Haynes: “That Council not accept “Bylaw 4017, Capital Regional District Regional Growth Strategy, Bylaw No. 1, 2016” for the following reasons as outlined in Option 1 of the report of the Director of Planning dated January 13, 2017:

- **There is insufficient direction for growth management within the Growth Area to provide a predictable land use pattern that could focus transportation and infrastructure investment and create less carbon intensive development; and**
- **The proposed criteria for water servicing extensions are insufficient to prevent significant additional development in outlying rural areas that would contribute to transportation issues, increase greenhouse gas emissions and divert development away from land inside the Growth Area boundary.”**

CARRIED

1410-04
Report –
Planning

xref: 2160-20
Regional Growth
Strategy

2016 REGIONAL GROWTH STRATEGY – PROPOSED COMPREHENSIVE UPDATE TO 2003 REGIONAL GROWTH STRATEGY (RGS)

Report of the Director of Planning dated January 13, 2017 recommending that Council not support Bylaw 4017 “Capital Regional District Regional Growth Strategy Bylaw No. 1, 2016”.

In response to questions from Council, the Manager of Community Planning stated:

- The 2003 RGS Bylaw links water servicing to the growth containment boundary and sewer servicing and does not permit extensions except in the cases of fire suppression, public health or environmental issues; the proposed 2016 bylaw includes some criteria for extensions for water servicing outside the growth containment boundary including majority approval from the Capital Regional District (CRD) Board. A provision also has also been added to permit water service along existing lines that service agricultural lands within the Agricultural Land Reserve (ALR) provided there is no increase to density.
- View Royal and Esquimalt Councils have rejected the proposed bylaw, ensuring it will be entering into a dispute resolution process.
- If Saanich rejects the proposed bylaw, they would partner in selecting the dispute resolution process and through the Council motion provide input into the issues that would be part of that process.
- If Saanich accepts the proposed bylaw, they would have the option to still participate in the dispute resolution process, but would not have input into the type of process that is used or the issues to be discussed as part of the process.
- Staff comments would not form part of the communications to the CRD but specific rationale for rejection could be included.

In response to questions from Council, the Chief Administrative Officer stated:

- It will be important for Saanich to participate in the dispute resolution process regardless of the decision made in relation to the proposed bylaw; it is necessary to make Saanich's policy perspective clear.

In response to questions from Council, the Director of Planning stated:

- In terms of determining and measuring sustainability, there are agreed upon standards; an excerpt in the Official Community Plan (OCP) references the foundational work of the Brundtland Report which speaks of “not making decisions that would preclude those coming behind us from having an equal quality of life that we enjoy”; livability is also well defined through long standing planning and urban design principles

PUBLIC INPUT:

J. Anderson, Lauder Road, stated:

- Saanich Council is to be complimented on the leadership provided at the Capital Regional District; Saanich should go on record to highlight concerns with the proposed bylaw.
- The initiative on transportation needs to be strengthened; if there are to be “centres”, mobility and linkages need to be priorities.

T. Barry, Lily Avenue, stated:

- Saanich is the largest and most significant partner in the RGS; the proposed changes in the bylaw provides incentives and subsidies to other municipalities.
- Growth needs to be contained and be located as close to centres as possible or built as properly planned "nodes" with amenities.
- This is an opportunity to give direction to the CRD to create a RGS that reflects sustainability priorities.

R. Wickson, Inez Drive, stated:

- The RGS is an opportunity to influence regional intrusions; all decisions should reflect Saanich's goals.

C. Horne, Knight Avenue, stated:

- The RGS is concerning; other municipal RGS include plans for where growth will happen.
- The proposed bylaw influences other municipalities through their regional context statement of their OCP in that they must adhere to the RGS.
- It is important that First Nations are included in consultation for the RGS.

COUNCIL DELIBERATIONS:

Motion:

MOVED by Councillor Derman and Seconded by Councillor Brice: "That it be recommended that Council not accept "Bylaw 4017, Capital Regional District Regional Growth Strategy, Bylaw No. 1, 2016" for the following reasons as outlined in Option 1 of the report of the Director of Planning dated January 13, 2017:

- **There is insufficient direction for growth management within the Growth Area to provide a predictable land use pattern that could focus transportation and infrastructure investment and create less carbon intensive development; and**
- **The proposed criteria for water servicing extensions are insufficient to prevent significant additional development in outlying rural areas that would contribute to transportation issues, increase greenhouse gas emissions and divert development away from land inside the Growth Area boundary."**

Councillor Derman stated:

- The region needs to aim for a compact region around a central core; removing the word "centre" has decreased the ability for that to take place.
- The emphasis on climate change mitigation has weakened; the bylaw should reflect using climate change mitigation as a lens through which decision making will take place.

Councillor Murdock stated:

- It is disappointing that municipalities and the CRD were not able to work together collaboratively and that arbitration is necessary; it is indicative of a region divided.

Councillor Brice stated:

- Council has supported different strategies that are not reflected in the proposed bylaw; it is necessary to go on record and use Saanich's influence to hold out for

- a better plan for a more sustainable community.
- Council should maintain its environmental integrity.

MOVED by Councillor Derman and Seconded by Councillor Brice: "That the meeting continue past 11:00 p.m."

CARRIED

Councillor Haynes stated:

- The staff report is thorough and concise; "using climate change mitigation as a lens" need to be defined in terms of a Saanich perspective.
- This is a vote to support Saanich's vision.

Councillor Sanders stated:

- It will be important to be at the table to ensure that what Saanich feels strongly about is represented; the proposed bylaw is disappointing.

Councillor Wergeland stated:

- In 2003, some municipalities may have felt there would be flexibility in the bylaw; it is important to move forward and build relationships with other municipalities.

The Motion was then Put and CARRIED



The Corporation of the District of Saanich

Report

Mayor
Councillors
Administrator

Council
Administrator
Media
Jan 16/17

To: Mayor and Council
From: Sharon Hvozdzanski, Director of Planning
Date: January 13, 2017
Subject: 2016 Regional Growth Strategy – Proposed Comprehensive Update to 2003 Regional Growth Strategy
File: 2160-20

PURPOSE

The purpose of this report is to:

1. Provide background information on the existing Regional Growth Strategy, the current update process, and the dispute resolution process;
2. Highlight key legislative authority considerations related to the review process;
3. Outline the CRD's response to issues previously identified by Saanich Council during the informal referral of the proposed Regional Growth Strategy in March 2016;
4. Provide an overview of substantive changes made to the proposed Regional Growth Strategy since the informal referral in March 2016;
5. Outline potential options for Council to consider; and
6. Seek Council's recommendation on the proposed amendment so that it can be conveyed to the Capital Regional District within the prescribed 60-day referral period.

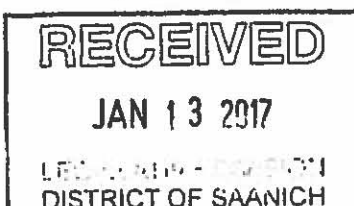
BACKGROUND

Existing Regional Growth Strategy

In 1995, the Provincial Government passed into law the "Growth Strategies Act". The purpose of this provincial initiative was to encourage regional districts and member municipalities to prepare for growth and future change in an integrated manner. The "Growth Strategies Act" provides a framework for interactive planning between municipalities and a regional district. Member municipalities are bound to the Regional Growth Strategy (RGS) through adoption of Regional Context Statements in their Official Community Plans.

The "Local Government Act" provides direction for content and process and states that a Regional Growth Strategy must address: Housing; Transportation; Regional district services; Parks and natural areas; Economic development; and Greenhouse gas emissions.

In February 1996, the Capital Regional District Board formally initiated a Regional Growth Strategy. After significant public and stakeholder consultation, the Regional Growth Strategy was formally adopted by the Capital Regional District (CRD) Board, with the support of all municipalities, on August 13, 2003.



The Regional Growth Strategy includes eight strategic initiatives that together express a 25-year program for this joint partnership reflective of the content and process set out in the "Local Government Act". The eight strategic initiatives of the existing (2003) Regional Growth Strategy are: Keep urban settlement compact; Protect the integrity of rural communities; Protect regional green and blue space; Manage natural resources and the environment sustainably; Build complete communities; Improve housing affordability; Increase transportation choice; and Strengthen the regional economy.

Current Regional Growth Strategy Update

A process to update the existing District Regional Growth Strategy (2003) has been underway since 2008. The Growth Strategy is a regional vision that commits affected local municipalities to a course of action to meet common social, economic, and environmental objectives. The updated Regional Growth Strategy would set the vision for the future of the region to 2038.

At the outset, the primary focus of the update was to transition the Regional Growth Strategy (RGS) to a Regional Sustainability Strategy (RSS) that would address a broader range of subject matter. However, on October 25, 2015, the CRD Board directed staff to revert the Regional Sustainability Strategy to a Regional Growth Strategy. This decision reflects the CRD Board's desire to focus more on the statutory requirements of a Regional Growth Strategy with an emphasis on: Meeting legislative requirements; Incorporating directions from adopted plans; and Providing up to date data and information.

A draft 2016 RGS was presented to the CRD Board on March 9, 2016, following which an informal referral was made to local governments for comment. Comments on key issues and potential implications were provided by Saanich Council on May 16, 2016.

The CRD Board considered comments from member municipalities at their June 29, 2016 meeting, following which direction was provided to:

- Integrate a section on food and agriculture;
- Integrate a section describing municipalities;
- Integrate water servicing criteria;
- Provide for climate action as the overarching objective of the RGS;
- Edit the document to improve clarity and comprehensiveness; and
- Integrate additional policy provisions to ensure all policy that was covered in the Regional Sustainability Strategy is covered in the draft RGS.

The Regional Growth Strategy Bylaw was revised and received 1st and 2nd reading on July 13, 2016. A Public Hearing was held on October 19, 2016. As a result of subsequent amendments, an amended 2016 Regional Growth Strategy Bylaw received 1st and 2nd reading on November 9, 2016.

The amendments made after the October 19, 2016 Public Hearing, and which are further explored in the Discussion section of this report are:

- Reducing the Rural/Rural Residential Area and expanding the extent of the Renewable Resource Lands Policy Area shown in Map 3 Growth Management Concept Plan in the community of Shirley-Jordan River to reflect the recently completed OCP; and
- Proposed amendment to the 2003 RGS, which is included in the Proposed 2016 RGS Bylaw, to include 154 hectares within the RUCSPA (Growth Area) as part of a boundary adjustment between the District of Metchosin and the City of Langford.

A referral to municipal councils for acceptance or rejection as per Section 436 of the "Local Government Act" was made on December 2, 2016. Referral for municipal acceptance is the last step in the provincially-mandated update process before the Regional Growth Strategy bylaw can be adopted. The referral period is 60 days, beginning December 2, 2016 and ending on February 1, 2017. A non-response is considered to be a response in support of the proposed amendment bylaw.

Dispute Resolution Process

Before the CRD Board can adopt the Regional Growth Strategy Bylaw, it must be accepted by all municipalities. If acceptance by all parties cannot be reached, provincial legislation sets out a dispute resolution process for resolving the outstanding matters.

At the date this report was finalized, two municipalities, Esquimalt and View Royal have voted to not accept the Regional Growth Strategy. This assures that a dispute resolution process will be required in order to reach acceptance.

Issues highlighted in Council rejection motions will be the subject of the dispute process. Local governments who accept the Regional Growth Strategy Bylaw are also able to participate in the settlement process.

LEGISLATIVE AUTHORITY

The "Local Government Act" requires the Capital Regional District (CRD) Board to submit a proposed Regional Growth Strategy bylaw to: member municipalities; the Board of the adjoining Regional District; and the Minister of Community Services for formal consideration, following the Public Hearing, and prior to third reading.

Legislation requires affected local governments to respond to the Regional District Board within 60 days of formal notification, with a resolution to either:

- Accept the proposed Regional Growth Strategy; or
- Not accept the proposed Regional Growth Strategy, and outline their reasons for objecting.

In order for the CRD Board to be able to adopt a Regional Growth Strategy amendment bylaw, unanimous support from member municipalities is required. The legislative process for amending the Regional Growth Strategy is the same as it was for its original adoption in 2003.

When a Regional Growth Strategy is adopted, Saanich and other municipalities will be required to update the Regional Context Statement in their Official Community Plans within two years of Regional Growth Strategy Bylaw adoption.

As previously noted, the formal Regional Growth Strategy Bylaw referral period is 60 days, beginning December 2, 2016 and ending on February 1, 2017. A non-response is considered to be a response in support of the proposed amendment bylaw.

DISCUSSION

This report provides an analysis of the proposed 2016 Regional Growth Strategy (RGS) Bylaw. As part of the earlier informal referral of the draft Regional Growth Strategy in early 2016, staff assessed the document from a Saanich perspective and Council provided comment on potential

issues and areas of change to the CRD. Given this context, the discussion section of this report focuses on three areas:

- An overview of the structure of the proposed 2016 Regional Growth Strategy Structure;
- An examination of the CRD's response to issues previously identified by Saanich Council as part of the informal referral in March 2016; and,
- An overview and assessment of substantive changes to the document that have occurred since the informal referral in March 2016.

Proposed 2016 Regional Growth Strategy Structure

Overall, the proposed 2016 RGS Bylaw maintains the general direction of the 2003 Regional Growth Strategy, with the following updated sections and objectives serving as the framework:

Managing and Balancing Growth

Keep Urban Settlement Compact

Protect the Integrity of Rural Communities

Environment and Infrastructure

Protect, Conserve and Manage Ecosystem Health

Manage regional Infrastructure Services Sustainably

Housing and Community

Create Safe and Complete Communities

Improve Housing Affordability

Transportation

Improve Multi-Modal Connectivity and Mobility

Economic Development

Realize the Region's Economic Potential

Food Systems (new)

Foster a Resilient Food and Agriculture System

Climate Action (new)

Significantly Reduce Community-Based Greenhouse Gas Emissions

CRD Response to Issues Previously Identified by Saanich Council

As part of the informal review of the draft 2016 Regional Growth Strategy (RGS) an analysis of the document was undertaken by staff and presented to Council for review and consideration. A staff report was presented to Council at its May 16, 2016 Committee of the Whole meeting where the following motion was endorsed:

"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 future 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."

This section of the report identifies how the items identified in the May 16, 2016 motion have been addressed in the proposed 2016 Regional Growth Strategy Bylaw.

1. Food and Agricultural Systems

The initial draft 2016 Regional Growth Strategy did not include any new content related to agriculture and food systems. Following informal referral and direction from the CRD Board, a section on food systems is now included with the main objective to "Foster a Resilient Food and Agriculture System". Its aim is to: Enable food production, processing, distribution; Foster a place-based food economy that increases access to local, nutritious, safe and culturally appropriate food; Support food waste management that is environmentally sustainable, benefits the regional economy; and Improve resident's connection to rural and agricultural landscapes.

In addition, policy has also been included in the Economic Development section of the Regional Growth Strategy to ensure long-term protection of Renewable Resource Lands and to address the need for transition buffer areas that support farming within the Agricultural Land Reserve.

Staff comment: The food systems section in the proposed 2016 Regional Growth Strategy adequately addresses the previous Saanich comments. Regional Growth Strategy principles and policy together with the CRD Food and Agriculture Strategy will serve as tools to address this regional issue and guide future regional decision making.

2. Piped Water Servicing as a Growth Management Tool

The initial draft 2016 Regional Growth Strategy did not include water as a growth management tool. This represented a significant departure from the 2003 Regional Growth Strategy, which restricted water and sewer servicing outside the Regional Growth Containment Area. In the draft 2016 Regional Growth Strategy all references to restricting water extensions outside the Growth Containment Area were removed.

As part of its response to the draft Regional Growth Strategy, Saanich Council passed a motion on May 16, 2016 to "Request that the CRD incorporate more stringent criteria to guide any future piped water service extensions". In other feedback to the CRD, piped water service was viewed by a number of communities as being a key tool to manage growth and meet Regional Growth Strategy objectives. That being said, other communities felt that the 2003 Regional Growth Strategy was too restrictive.

Based on the informal referral feedback and Public Hearing comments, a number of water servicing options were considered by the CRD. As a result, the proposed 2016 Regional Growth Strategy was updated to include several policies to guide future water service extensions. This represents a major change from the 2003 Regional Growth Strategy, which restricted piped water service extensions outside the Growth Containment Area, except to address public health or environmental issues, to provide fire suppression or to support agriculture.

The proposed 2016 Regional Growth Strategy Bylaw maintains the exceptions for public health, environment, fire suppression and agriculture, but introduces criteria to guide water service extensions, including those outside the Growth Area. Policy 2 under Objective 2.2 outlines the criteria for water service extensions, both for municipalities and the Juan de Fuca Electoral Area, as follows:

"2. 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 Policy Area or Rural/Rural Residential Policy Area 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. Before approving a new water service bylaw, the full CRD Board must review the request for the new bylaw as it relates to the Regional Growth Strategy and deem the new bylaw consistent with the Regional Growth Strategy. This review is to include a detailed analysis of costs and cost recovery implications, including implications, related to parcel taxes, fees, charges and grants, and subject to the principles as noted above.
- b) For the Juan de Fuca Electoral Area, the areas to be serviced are shown on RGS Map 3 as either Growth Policy Area or Rural/Rural Residential Policy Area 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. Where new water system services are provided to the community of Shirley-Jordan River, areas to be serviced may also include lands shown on RGS Map 3 as Renewable Resource Lands Policy Area and designated in the OCP as Coastal Uplands subject to limiting development potential of serviced parcels to a density of one parcel per four hectares, as set out in the OCP."

Additionally, Policy 4 in this section permits the provision of water service to residential units within the Agriculture Land Reserve that are along an existing line that services agriculture, provided that the municipality's OCP prevents further subdivision or residential density increases.

Staff Comment: The changes incorporated into the proposed 2016 Regional Growth Strategy Bylaw provide more guidance for water extensions than the previous draft version, which removed water service as a growth management tool. However, the integrity of the overall growth management policy framework is degraded, as the explicit link between the growth containment boundary, sewer service and water service is removed. The potential areas where water service could be incorporated is greatly expanded, as the area of land designated as Rural / Rural Residential is roughly equivalent to the area of land within the Growth Area Boundary.

For municipalities, expansion to water service would be evaluated based on adherence to the relevant municipal OCP and require an indication how future water demand would be addressed. Provisions are included to enable the CRD Board to review new water service bylaws for consistency with the Regional Growth Strategy, with information on costs and cost recovery to assist in their decision-making. This approach would enable a significant area of the region to potentially have access to piped water service.

For the Juan de Fuca Electoral Area, similar requirements for consistency with local OCPs is required for expansion of water service. Additionally, in Shirley-Jordan River water service may be provided in areas designated as Renewable Resource lands, provided they are designated as Costal Uplands in the OCP, with a development limit of one parcel per four hectares. Similar to municipalities the CRD Board would need to approve new water service bylaws in the Juan de Fuca Electoral Area. Including similar language around CRD Board approval, as is noted for municipal extensions, would help to provide clarity around the approval process. While OCPs in the Juan de Fuca Electoral Area provide density limits, the provision of water service would increase the viability of development and increase the likelihood of densification in areas far from urban centres.

Provisions to enable water service to residential properties along pre-existing water lines that service agricultural lands are supportable. This helps improve the overall sustainability of operation and maintenance of these lines and includes language to limit any future subdivision or density increases. Additionally, given that the core infrastructure already exists, significant capital expenditures would not be required.

The criteria incorporated into the proposed Regional Growth Strategy Bylaw represent a move away from water as a growth management tool, but provides more guidance than the previous Regional Growth Strategy draft. This could have potential impacts for climate change, compact settlement patterns and fiscal sustainability of infrastructure systems. The availability of water service in Rural/Rural Residential areas will increase the viability of development in these areas outside the regional Growth Area boundary and contribute to transportation issues, increase greenhouse gas emissions and work against the objective of keeping settlement compact. Generally, the delivery of infrastructure is more efficient and cost-effective in areas where there is a higher density of users. Servicing development with low density is generally more costly, with overall system cost implications for operation and maintenance.

3. Economic Development Content

The economic development section of the draft 2016 Regional Growth Strategy largely contained the contents of the 2003 Regional Growth Strategy minus the direction around the creation of an Economic Development Strategy. Saanich feedback during the informal referral suggested this content could be enhanced, including through directions around protection of industrial lands and collaboration on issues of regional economic development.

Resulting from feedback received following the informal review by local municipalities and direction to include content from the Regional Sustainability Strategy, a number of enhancements were included to the proposed 2016 Regional Growth Strategy document, namely: Prioritization of attracting businesses that will support climate action; Policies to support the food agriculture economy; and Policy to support regional collaboration on issues surrounding the supply and demand for employment lands.

Staff comment: Changes have been made to enhance the economic development section with respect to collaboration on regional issues, climate action and the agricultural economy. Though the protection of industrial lands is deemed as important from a Saanich and regional perspective, it is important to note that the CRD does not have a direct role in economic development or the ability to protect or ensure adequate supply of industrial lands. In general, previous suggestions have been addressed within the scope of the CRD's mandate.

4. Community Profile Update

The proposed 2016 Regional Growth Strategy includes updated profiles of all regional municipalities and electoral areas, reflecting input from municipalities during the informal referral process. Saanich's profile reads as follows:

"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."

Staff comment: This revised statement is reflective of changes highlighted by Saanich during the informal review process and is consistent with the Saanich OCP vision.

5. Climate Change as an Overarching Lens

The Council motion passed on May 16, 2016 included comment to the CRD to "include language to establish climate change mitigation and adaptation as an overarching lens through which all decision making and subsequent actions must pass".

The proposed 2016 Regional Growth Strategy Bylaw addresses this comment through revision of the Strategy's vision to note that "Our choices reflect our commitment to collective action on climate change". A figure that emphasizes Regional Growth Strategy interconnections has been introduced to show relationships between various parts of the Strategy and highlight climate change as the overarching lens that links all elements together. Additionally, policies have been added to address climate change mitigation and adaptation in various sections of the strategy, including Housing and Community and Economic Development.

Staff Comment: The incorporation of a revised vision, text framing the objectives, new policies and a figure that highlights the primary role of climate change in framing directions helps to address previous Council comments. Ultimately, regional decision-making with respect to the Strategy's fundamental objectives and growth management framework will dictate how well climate change mitigation and adaptation are addressed.

Substantive Changes to the RGS since the Informal Referral Process

The proposed 2016 Regional Growth Strategy Bylaw includes a number of substantive changes that have been made since the informal referral process in March 2016. Some of these changes are the result of feedback from member municipalities and stakeholders, while others are in response to concurrent planning processes. Substantive changes for Council's review and consideration are as outlined below:

1. Changes to land use designations;
2. Revisions to designations in Shirley-Jordan River to align with their recently completed OCP;
3. Inclusion of portions of Port Renfrew in the Growth Area on Map 3; and
4. Expansion of the Growth Area to include 154 hectares as part of a municipal boundary adjustment to transfer the land from the District of Metchosin to the City of Langford.

1. Changes to Land Use Designations

The proposed 2016 Regional Growth Strategy Bylaw contains a number of changes to land use designations that have been made since the March 2016 draft Regional Growth Strategy was informally referred for comment. These changes relate to Section 1 - Managing and Balancing Growth and Map 3 - Growth Management Concept Plan and are:

- Change in designation terminology from "Regional Urban Containment and Servicing Policy Area" to "Growth Area";
- Removal of designation identifying Metropolitan Core and Major Centres; and
- Removal of the Unprotected Green Space Designation and changes to the Rural/Rural Residential Designation.

Change from "Urban Containment and Servicing Policy Area" to "Growth Area"

Language in the Land Use Designation definitions and on Map 3 has been changed from "Regional Urban Containment and Servicing Policy Area" to "Growth Area". The rationale for the change is twofold. Firstly there is a desire for simpler terminology. Secondly given the changes to water servicing policy there is no longer an explicit link between the provision of servicing and growth containment boundaries.

Saanich staff is concerned over the change in terminology and the weakening of this fundamental approach to both growth management and sustainability. The term growth/urban containment conveys more strongly the intent of focusing more dense development within a prescribed area.

CRD staff indicated the name change reflects the CRD Board direction that water servicing not be used as a growth management tool.

Removal of Reference to "Metropolitan Core and Major Centers"

The existing 2003 Regional Growth Strategy and March 2016 draft Regional Growth Strategy both identified the Metropolitan Core and eight Major Centres within the Growth Management Concept Plan Map. Of the eight Major Centres, five were either completely or partially in Saanich.

The proposed 2016 Regional Growth Strategy Bylaw removes any reference or mapping of "Major Centres" and the "Metropolitan Core" and instead uses general criteria for complete communities and notes that future population and employment growth should be directed to areas that meet these objectives.

In removing the defined growth hierarchy, the proposed Regional Growth Strategy defers to individual municipal OCPs with respect to where population and employment centres should develop. This approach effectively diminishes the significant value of a regionally coordinated approach to growth management found in the current Regional Growth Strategy.

Without a coordinated and thoughtful regional approach to growth, it makes it more difficult to provide a predictable land use pattern that would allow for focus transportation and infrastructure investment and the creation of less carbon intensive development.

Changes to Rural/Rural Residential Policy Area and Removal of Unprotected Green Space Policy Area Designation

In the proposed 2016 Regional Growth Strategy Bylaw the previous designations of Rural/Rural Residential and Unprotected Green Space Policy Area have been folded into one designation, Rural/Rural Residential.

In the existing 2003 Regional Growth Strategy, the intent of the designations was largely the same, except that the Unprotected Green Space Policy Areas included areas identified in the Regional Green/Blue Space Strategy as areas of potential ecological value that may require protection through a variety of means such as Development Permit Areas.

The language around identifying and protecting areas with ecosystem benefits through a variety of tools has been incorporated into the Rural/Rural Residential designation, reflecting the key emphasis of the Unprotected Green Space designation. The Environment and Infrastructure section also includes new principles to manage ecological resources and policies referring to the use of a variety of tools to protect, restore and enhance ecosystem health in general, as opposed to a specific link to the Unprotected Green Space designation.

An additional change noted in the Rural / Rural Residential designation is with respect to commercial uses. Previously the designation noted that the area included "isolated local commercial and industrial land uses" in areas of predominantly rural character. The proposed 2016 Regional Growth Strategy Bylaw notes that "Commercial uses are local serving and such uses and other employment opportunities result in minimal impact to the surrounding community and to the environment." There is a distinction here, as local serving could potentially have a much broader connotation than isolated local uses.

Staff comment: By themselves, the changes to land use designations do not dramatically change the fundamental intent of the Regional Growth Strategy, as supporting policies, such as stating that new development in rural areas should not exceed 5% of all new dwelling units serve to make the objectives of the Regional Growth Strategy clear.

However, in comparison to the existing 2003 Regional Growth Strategy, it would appear that the proposed 2016 Regional Growth Strategy, with its loss of language around urban containment, removal of Major Centres and Metropolitan Core designations and removal of the Unprotected Green Space designation has a reduced emphasis on a regional and focused approach to sustainable growth management.

2. Shirley-Jordan River Land Use Designation Change

The community of Shirley-Jordan River has been working on their Official Community Plan concurrently with the Regional Growth Strategy update. In earlier stages of the Regional Growth Strategy process, land use policy was still being developed for the Shirley-Jordan River area, therefore Regional Growth Strategy policy area designations were shown at their most expansive, pending the outcome of the Shirley-Jordan River planning process.

With the recent conclusion of the Shirley-Jordan River OCP planning process, the proposed 2016 Regional Growth Strategy Bylaw has been updated to reflect these changes. This includes re-designating 1779 hectares in Shirley Jordan River from Rural/ Rural Residential Policy Area to Renewable Resource Land Policy Area. The affected lands are currently within the Private Managed Forest Lands program.

The Regional Growth Strategy sets out in policy the continued long-term use of the Renewable Resource Lands Policy Area as renewable resource working landscapes. The Renewable Resource Lands Policy Area allows for residential use so long as forestry is the primary use. The CRD staff report dated September 21, 2016, indicates that while the area is proposed for forestry use, single family residential is also supported but limited to a minimum lot size of 4 ha by the OCP Coastal Upland designation.

Staff Comment: Re-designating 1779 hectares as Renewable Resource Area Policy Area will better support Regional Growth Strategy growth management objectives and provide more predictability around the footprint of development in Shirley-Jordan River. Given the proposed changes in water servicing policy, reducing the quantity of land designated as Rural / Rural Residential is desirable to assist in sustainable growth management.

3. Inclusion of a Portion of Port Renfrew in the Growth Area

The existing 2003 Regional Growth Strategy and draft 2016 Regional Growth Strategy identified the central area of Port Renfrew as Rural/Rural Residential. In response to comments received during the informal referral, the proposed 2016 Regional Growth Strategy Bylaw was amended to change this designation to Growth Area. .

The inclusion of this area within the Growth Area would recognize existing servicing and the direction of the Port Renfrew Comprehensive Community Development Plan, which has been in place since 2004. The CRD currently operates a water and sewer service within a portion of the area proposed to be added within the Growth Area. The proposed amendment would acknowledge the Port Renfrew Comprehensive Community Development Plan Area as a growth area and allow the expansion of services within the designated area.

It should be noted that zoning in the Port Renfrew OCP allows for differential densities depending on the level of servicing provided. The two primary zoning designations within the area are Tourism Commercial 1 and Community Residential 1. For Tourism Commercial 1, if the parcel is not serviced the minimum parcel size is 4 hectares, if it has sewer or water hook-up the minimum parcel size changes to 0.4 hectares and if it has both sewer and water there is no minimum parcel size. For Community Residential, if a parcel is hooked up to both sewer and water the minimum parcel size changes from 1 hectare to 0.1 hectare.

In advance of adoption of the updated Regional Growth Strategy, a motion was put forward at the CRD Board to extend water serving within the entire Port Renfrew Comprehensive Community Development Plan area. In response, on November 23, 2016, the CRD Board confirmed the intent to provide water service within the Comprehensive Community Development Plan area in Port Renfrew.

Staff Comment: The proposed change acknowledges the Port Renfrew Comprehensive Community Development Plan's objective to develop a town centre in Port Renfrew. A water

and sewer service already exists in Port Renfrew for a portion of the land proposed to be included in the Growth Area, with recent direction from the CRD Board to provide water service to the entire area. While the changes have the potential to significantly increase the quantity of development in Port Renfrew, the footprint is consistent with the area identified in Port Renfrew's Comprehensive Community Development Plan. Additionally, given the distance from other urban centres in the CRD, the development is more likely to support the development of a complete community in Port Renfrew, as opposed to rural sprawl associated for Electoral Area land closer to existing urban centres.

4. Metchosin-Langford Boundary Adjustment and Inclusion in Growth Area

The proposed 2016 Regional Growth Strategy Bylaw includes an amendment to the Growth Area boundary to reflect an in progress change to the 2003 Regional Growth Strategy. The change expands the Growth Area by 154 hectares and adjusts the boundary between Metchosin and Langford.

Due to the time sensitivity of this proposal, an amendment application to the 2003 RGS was advanced. This amendment is going through the legally mandated approval process, which includes referral to member municipalities.

In response to the formal referral from the CRD, Saanich Council, on December, 19, 2016 voted to support the amendment to the 2003 Regional Growth Strategy.

OPTIONS

Option 1 - Not Accept the Proposed Regional Growth Strategy Bylaw

Reject the proposed Regional Growth Strategy Bylaw based on growth management implications. The primary rationales for not accepting the proposed RGS Bylaw would be:

- There is insufficient direction for growth management with the Growth Area to provide a predictable land use pattern that could focus transportation and infrastructure investment and create less carbon intensive development; and
- The proposed criteria for water servicing extensions are insufficient to prevent significant additional development in outlying rural areas that would contribute to transportation issues, increase greenhouse gas emissions and divert development away from land inside the Growth Area boundary.

Option 2 - Accept the Proposed Regional Growth Strategy Bylaw

Accept the proposed Regional Growth Strategy Bylaw based on the assessment that the outlined growth management approach and water servicing criteria are sufficient to address future population increases, expansion and change in the region.

Subsequent monitoring of outcomes would be critical to ensure a less directive growth management approach is successful in meeting proposed Regional Growth Strategy targets.

Staff Recommendation

Staff recommend Option 1, for the reasons outlined in the following section of the report.

CONCLUSION

The CRD's Regional Growth Strategy at its best is both a vision and a social contract between local governments to adhere to a course of action in an effort to achieve common social, economic, and environmental objectives. The Regional Growth Strategy is a foundational document that hopefully will guide and ensure that the region makes substantive progress on fundamental issues such as sustainable growth management and climate change.

In comparison to the existing 2003 Regional Growth Strategy, it would appear that the proposed 2016 Regional Growth Strategy reduces the emphasis on a regional and focused approach to sustainable growth management. This is reflected in both changes to land use designations and the revised water servicing policy.

Assuming the intent of the Regional Growth Strategy is to aide and support sustainable growth management, Staff believe the document could be strengthened, and ultimately supported, through the following actions:

- The inclusion of a strong regional growth management hierarchy, which indicates the location of Centres where growth should be focused and investments in infrastructure and transportation facilities should be prioritized;
- The application of stronger criteria to limit future water extensions outside the Growth Area boundary to prevent significant additional development in outlying Rural areas that would contribute to transportation issues, increase greenhouse gas emissions and divert development away from land inside the Growth Area boundary; and
- The development of a robust monitoring and adaptation program to assess progress towards Regional Growth Strategy targets and objectives. In particular, the targets to accommodate 95% of new dwelling units within the Growth Policy Area and to reduce greenhouse gas emissions by 61% below 2007 levels will need to be evaluated on a regular basis.

Given the concerns around growth management and water servicing policy, staff's recommendation is that the 2016 Regional Growth Strategy in its present form not be accepted.

RECOMMENDATION

That Bylaw 4107 Capital Regional District Regional Growth Strategy Bylaw No.1, 2016 not be accepted.

Report prepared by:



Silvia Exposito, Planner

Report prepared & reviewed by:



Cameron Scott, Manager of Community Planning

Report reviewed by:



Sharon Hvozdzanski, Director of Planning

SE/CS/gv

G:\PLANNING\RGS-RSS\2016 Formal Referral RGS\Report\REPORT - Formal Referral of RGS 2016 Final.docx

cc: Paul Thorkelsson, CAO

ADMINISTRATOR'S COMMENTS:

I endorse the recommendation of the Director of Planning.



Paul Thorkelsson, CAO



TOWN OF SIDNEY

2440 Sidney Avenue, Sidney, British Columbia V8L 1Y7

Phone: 250-656-1184 Fax: 250-655-4508

Email: townhall@sidney.ca Website: www.sidney.ca

CRD EXECUTIVE OFFICE
Received

January 25, 2017

VIA EMAIL: breems@crd.bc.ca

Brent Reems
Corporate Officer & Senior Manager
Capital Regional District
625 Fisgard Street, P.O. Box 1000
Victoria, BC V8W 2S6

JAN 26 2017
☒ Chair *RB* ☐ Board
☒ CAO ☐ Communications
☒ GM *PPS*
☒ For action / resp. by *Regional Planning*
☐ Corresp. for Board / Committee meeting
☐ For Information Only
☒ Copies to *S. Bagh*

040-50 Sidney

Dear Mr. Reems:

Subject: CRD Regional Growth Strategy Bylaw – Referral for Municipal Acceptance

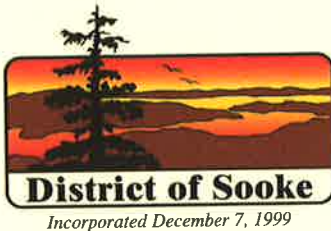
This is to advise that Town of Sidney Council, at a meeting on January 23, 2017, received the Board Chair's correspondence, dated December 2, 2016, regarding the Regional Growth Strategy Bylaw and passed the following resolution:

That staff be directed to respond to the Capital Regional District with a statement of acceptance for Regional Growth Strategy Bylaw No. 4017.

I trust you will find this satisfactory.

Yours truly,

Sandi Nelson
Corporate Officer



2205 Otter Point Road, Sooke, British Columbia, Canada V9Z 1J2

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

January 25, 2017

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

VIA email (barbara.desjardins@esquimalt.ca)
ORIGINAL mailed

CRD EXECUTIVE OFFICE File No. 0400-90
Received

JAN 30 2017

<input checked="" type="checkbox"/> Chair <i>Ry</i>	<input type="checkbox"/> Board
<input checked="" type="checkbox"/> CAO	<input type="checkbox"/> Communications
<input checked="" type="checkbox"/> GM <i>LPS</i>	
<input checked="" type="checkbox"/> For action / resp. by <i>Regional Planning</i>	
<input type="checkbox"/> Corresp. for Board / Committee meeting	
<input type="checkbox"/> For Information Only	
<input checked="" type="checkbox"/> Copies to <i>S. Bugh</i>	
<i>2400-50 Sooke</i>	

Dear Chair Desjardins:

RE: 2016 Regional Growth Strategy (RGS) Bylaw 4017 – Referral for Municipal Acceptance

This letter is in response to your correspondence dated December 2, 2016 regarding referral of the RGS bylaw to participating municipalities of the Capital Regional District.

Please be advised that at the District of Sooke Council at its January 23, 2017 Regular Council Meeting, by resolution, consented to accept the Regional Growth Strategy Bylaw No. 4017, the *Capital Regional District Regional Growth Strategy Bylaw No. 1, 2016*, in accordance with Section 436 of the *Local Government Act*.

We trust you will find the above to be in order. However, if you have any questions, please do not hesitate to contact me at 642-1622.

Sincerely,

Patti Rear
Deputy Corporate Officer

cc: Robert Lapham, CRD (via email – rlapham@crd.bc.ca)



**Legislative and
Regulatory
Services
Department**

Legislative Services

#1 Centennial Square

Victoria

British Columbia

V8W 1P6

Tel (250) 361-0571

Fax (250) 361-0348

www.victoria.ca

January 31, 2017

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

Dear Ms. Bagh:

Re: Regional Growth Strategy Formal Referrals

I am writing to advise you that Victoria City Council passed the following resolution at the January 26, 2017 Council meeting:

That Council advise the Capital Regional District (CRD) Board that the City of Victoria accepts CRD Bylaw No. 4017 to enact the 2016 Regional Growth Strategy for the Capital Region.

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

Yours truly,

A handwritten signature in blue ink, appearing to read "Chris Coates".

Chris Coates
City Clerk
:pjm

cc: J. Tinney, Director, Sustainable Planning and Community Development



TOWN OF VIEW ROYAL

45 View Royal Avenue, Victoria, BC, Canada V9B 1A6

Ph. 250-479-6800 • Fx. 250-727-9551 • E. info@viewroyal.ca • www.viewroyal.ca

January 31, 2017

The following resolution was passed by View Royal Council at its regular meeting held January 17, 2017:

"THAT "Capital Regional District Regional Growth Strategy Bylaw No. 1, 2016" not be accepted;

AND THAT Council objects to Map 3: Regional Growth Management Concept Plan and policy statements relating to the definitions of the land use designations as they imply a hierarchy between the Regional Growth Strategy and Local Government planning, and due to errors on the map as it pertains to View Royal as illustrated in the staff report dated January 3, 2017;

AND FURTHER THAT Council objects to provisions 2.2.2 and 2.2.4 for the following reasons:

- that provision of water service will increase sprawl in rural areas and is contrary to the objectives of the overall Regional Growth Strategy which supports complete and compact communities;
- that additional development on rural and resource lands is at the expense of development on lands within the Urban Containment Boundary;
- that additional residential development on rural and resource lands will contribute to further transportation challenges in the region, and does not allow for efficient public transportation, increases greenhouse gas emissions, and does not provide for jobs/housing balance;
- that rural development will further contribute to GHG emissions by freeing a high-carbon built form."

I hereby certify the above to be a true copy of the resolution carried by Council of the Town of View Royal on January 17, 2017.

Dated at Victoria, British Columbia, this 31st day of January, 2017.

Elena Bolster
Deputy Corporate Officer



Recycled Paper