# Capital Regional District

625 Fisgard St.,
Victoria, BC V8W 1R7

## Notice of Meeting and Meeting Agenda
## Capital Regional District Board

**Wednesday, March 10, 2021** | **1:10 PM** | **6th Floor Boardroom, 625 Fisgard Street, Victoria, BC**

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 THE AGENDA

### 3. ADOPTION OF MINUTES

**3.1.** 21-218 Minutes of the February 10, 2021 Capital Regional District Board Meeting

***Recommendation:*** That the minutes of the Capital Regional District Board meeting of February 10, 2021 be adopted as circulated.

***Attachments:*** Minutes - February 10, 2021

### 4. REPORT OF THE CHAIR

### 5. 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.*

### 5.1. Presentations

### 5.2. Delegations

**5.2.1.** 21-221 Delegation - Sarah Gose; Resident of Highlands: Re: Agenda Item 6.13.: Initial Engagement Reports for the Mount Work, East Sooke, Matheson Lake and Roche Cove Regional Parks Management Plans

**5.2.2.** 21-222 Delegation - Christopher Devlin; Representing Royal & McPherson Theatres Society: Re: Agenda Item 8.6.: Implementations and Implications of the Consultant's Recommendations from Stage One: A Public Conversation about Performing Arts Facilities in the CRD

**5.2.3.** 21-223 Delegation - Jacques Lemay; Representing Pacific Opera Victoria: Re: Agenda Item 8.6.: Implementations and Implications of the Consultant's Recommendations from Stage One: A Public Conversation about Performing Arts Facilities in the CRD

## 6. CONSENT AGENDA

**6.1.** 21-183 Community Funding and Support Program Grant: Emergency Support Services

***Recommendation:*** The Electoral Areas Committee recommends to the Capital Regional District (CRD) Board:
That the CRD Board support an application to the Union of British Columbia Municipalities Community Emergency Preparedness Fund for Juan de Fuca, Southern Gulf Islands and Salt Spring Island emergency programs for the Emergency Support Services Grant and direct staff to provide overall grant management.
(NWA)

***Attachments:*** Staff Report: Community Funding & Support Prgm Grant: ESS

**6.2.** 21-201 TELUS Request for Letter of Support to the Universal Broadband Fund

***Recommendation:*** The Electoral Areas Committee recommends to the Capital Regional District Board:
That the Board approve a letter of support for the TELUS application to the Universal Broadband Fund to improve cellular service in the Southern Gulf Island and Salt Spring Island Electoral Areas.
(NWA)

***Attachments:*** Staff Report: TELUS Rqst for Letter of Support to Universal Broadband Fund

Appendix A: Letter from Brian Gregg, agent for TELUS

**6.3.** 21-205 Cash-in-Lieu of Park Land Dedication for Subdivision of James Island

***Recommendation:*** The Electoral Areas Committee recommends to the Capital Regional District Board:
That staff notify Islands Trust
1. That a 5% cash-in-lieu of park land dedication of $2,077,250 is acceptable to the CRD for the proposed 79 lot bareland strata subdivision of James Island presented as Strata Plan EPS6912.
2. That if the subdivision is not completed by the end of 2021, that staff be permitted to request a new appraisal be undertaken and the cash-in-lieu adjusted accordingly.
(NWA)

***Attachments:*** Staff Report -James Island cash-in-lieu

Appendix A: Plan

Appendix B: PLA

Appendix C: Covenant

**6.4.** 21-141 City of Victoria - Zero Waste Victoria Update

***Recommendation:*** The Environmental Services Committee recommends to the Capital Regional District Board:
That this report be received for information.
(NWA)

***Attachments:***
- Staff Report: City of Victoria - Zero Waste Victoria Update
- Appendix A: City of Victoria - Zero Waste Victoria Report
- Appendix B: Zero Waste Victoria - Short Term Action Plan
- Appendix C: City of Victoria Committee of the Whole Report - Dec 10, 2020
- Appendix D: Participants in the Solid Waste Management System
- Updated Graph: Regional Waste Reduction Targets

**6.5.** 21-138 Capital Regional District External Grants Update

***Recommendation:*** The Finance Committee recommends to the Capital Regional District Board:
That the Capital Regional District External Grants Update be received for information.
(NWA)

***Attachments:***
- Staff Report: CRD External Grants Update
- Appendix A: CRD Grant Dashboard

**6.6.** 21-139 Capital Regional District Investment Portfolio Holdings and Annual Performance Update

***Recommendation:*** The Finance Committee recommends to the Capital Regional District Board:
That the Capital Regional District Investment Portfolio Holdings and Annual Performance Update be received for information.
(NWA)

***Attachments:***
- Staff Report: CRD Investment Portfolio Update
- Appendix A: Market Analysis

**6.7.** 21-164 Capital Regional District and Capital Region Housing Corporation Investment Policy Updates

***Recommendation:*** The Finance Committee recommends to the Capital Regional District Board:
That the Capital Regional District Investment Policy, Amendment #2, be approved.
(NWA)

***Attachments:***
- Staff Report: CRD & CRHC Investment Policy Updates
- Appendix A: Updated CRD Investment Policy
- Appendix B: Policy Revision Concordance Table
- Appendix C: 2017 CRD Investment Policy
- Appendix D: 2013 CRHC Investment Policy
- Appendix E: Example - Responsible Investing Sensitivity Analysis

**6.8.** 21-107 Building Conversion to Strata for Lot A, Section 11, Otter District, Plan 33095 - 4090 Otter Point Road

***Recommendation:*** The Land Use Committee recommends to the Capital Regional District Board:
1. That Building Conversion Strata BC000024, for Lot A, Section 11, Otter District, Plan 33095, to obtain individual title for two single-family dwellings as part of phase 1 of the Proposed Phased Building Strata shown on the Plan prepared by Summit Land Surveying, dated December 2, 2020, be approved subject to the following conditions::
i. Submission of a Qualified Professional's report to confirm that the existing dwelling substantially complies with the BC Building Code and describe the life expectancy and projected major increases in maintenance costs due to the condition of the building;
ii. Completion of a building permit for the existing dwelling;
iii. Completion of any building permits and development permits required for the existing accessory buildings;
iv. Submission of a Qualified Professional's report confirming completion of the improvements to the existing domestic groundwater as outlined in the report prepared by Wellmaster Pumps and Water Systems Ltd., dated July 19, 2020, and certifying that well complies with the Groundwater Protection Regulation;
v. Submission of proof of a potable water supply for the proposed dwelling;
vi. Confirmation that the subject property can accommodate a sewerage system or systems that meet the requirements of the Sewerage System Regulation, for proposed phased strata;
vii. Substantial completion of a second dwelling on the subject property, as confirmed by CRD Chief Building Inspector, to form part of phase 1 of the proposed phased building strata as identified on the survey prepared by Summit Land Surveying dated December 2, 2020;
vii. The submission of a final survey plan for endorsement by the General Manager, Planning & Protective Services Department.
(Voting Block A - JDF EA, Colwood, Langford (Blackwell), Metchosin, Sooke)

***Attachments:***
- Staff Report
- Appendix A: Subject Property Map
- Appendix B: Proposed Survey Plan
- Appendix C: Scott Engineering Inc. Report
- Appendix D: Wellmaster Pumps & Water Systems Ltd. Report
- Appendix E: Complete Septic Solutions Report
- LUC Minutes

**6.9.** 21-170 Housing Needs Report Regional Project

***Recommendation:*** The Hospitals and Housing Committee recommends to the Capital Regional District Board:
That the Housing Needs Report Regional Project be received for information.
(NWA)

***Attachments:***
- Staff Report: Housing Needs Report Regional Project
- Appendix A: Housing Needs Report

**6.10.** 21-210 Notice of Motion: Letter of Support for Aboriginal Coalition to End Homelessness Society

***Recommendation:*** [At the March 3, 2021 Hospitals and Housing Committee meeting, this notice of motion was introduced and carried following a vote with 2/3 majority for same day consideration:]
That the Hospitals and Housing Committee recommends to the Capital Regional District Board:
That the Board Chair write a letter of support to the Aboriginal Coalition to End Homelessness Society for the federal and provincial funding they are seeking.
(NWA)

**6.11.** 21-144 Regional Parks - Strategic Plan

***Recommendation:*** The Regional Parks Committee recommends to the Capital Regional District Board:
That staff report back on a plan to review and update the Regional Parks Strategic Plan.
(NWA)

***Attachments:*** Staff Report: Regional Parks Strategic Plan

**6.12.** 21-147 Initial Engagement Reports for the Mount Work, East Sooke, Matheson Lake and Roche Cove Regional Parks Management Plans

***Recommendation:*** The Regional Parks Committee recommends to the Capital Regional District Board:
That this report be received for information.
(NWA)

***Attachments:*** Staff Report: Regional Parks Management Plans Engagement
Appendix A: Mount Work Engagement
Appendix B: East Sooke Engagement
Appendix C: Matheson Lake/Roche Cove Engagement

**6.13.** 21-095 2021 Transportation Committee Terms of Reference

***Recommendation:*** [At the February 17, 2021 Transportation Committee meeting, the following motion arising carried:]
That the Transportation Committee recommends to the Capital Regional District Board:
That the Transportation Committee Terms of Reference be amended by adding, as new item 1.0 (b)(iii), the following:
"Work with other Vancouver Island Regional Districts to support major multi-modal transportation which support transportation and the flow of goods on Vancouver Island."
(NWA)

***Attachments:*** Staff Report: 2021 Transportation Committee Terms of Reference
Appendix A: 2021 Transportation Committee Terms of Reference

**6.14.** 21-148 Regional Transportation Plan Report Card

***Recommendation:*** The Transportation Committee recommends to the Capital Regional District Board:
That the Regional Transportation Plan Report Card report be received for information.
(NWA)

***Attachments:*** Staff Report: Regional Transportation Plan Report Card
Appendix A: Regional Transportation Plan Report Card

**6.15.** 21-146 Traffic Safety Commission Motion

***Recommendation:*** [At the February 24, 2021 Transportation Committee meeting, the Traffic Safety Commission recommendation was further amended and then defeated. The following motion arising was then carried:]
That the Capital Regional District advise municipalities in the region that the Traffic Safety Commission is supportive of participation in a default reduced speed pilot.
(NWA)

**6.16.** 20-787 Transportation Gap Summary

***Recommendation:*** [At the February 24, 2021 Transportation Committee meeting, the committee defeated the following motion arising which was referred from the CRD Board:
That the Board express its support for Union of BC Municipalities Resolution B143 - Shifting Investment to Low-Emission Transportation which passed at the 2019 convention, and request that staff consider the commitment in the Pan-Canadian framework on clean growth and climate change, to shift investments "from higher to lower-emitting types of transportation" in their work.]

That the Capital Regional District Board receive this report for information.
(NWA)

***Attachments:*** Staff Report: Transportation Gap Summary
Appendix A: Transportation Related Plans
Appendix B: Transportation Timeline
Appendix C: Transportation Jurisdictional Roles & Responsibilities
Appendix D: CRD Involvement in External Projects
Appendix E: Recent and Planned MoTI Transportation Projects in the CRD
Appendix F: Regional Transportation Plan
Presentation: Transportation Gap Summary

**6.17.** 21-180 2021 Committee and External Membership Appointments - Update #2

***Recommendation:*** That the Board receive for information the updated 2021 Appointments to Board and Committees as attached.
(NWA)

***Attachments:*** 2021 Board and Committee Membership Appointments

## 7. ADMINISTRATION REPORTS

**7.1.** 21-207 1114 Rockland Housing Agreement Modification

***Recommendation:*** a) That Bylaw No. 4410, "Resale Control and Housing Agreement Bylaw (1114 Rockland Avenue), 2021" be introduced and read a first, second and third time; and
b) That Bylaw No. 4410 be adopted.
(WA, 2/3 on adoption)

***Attachments:*** Staff Report: Housing Agrmt Modification-1114 Rockland Avenue
Appendix A: Bylaw No. 4410

## 8. REPORTS OF COMMITTEES

### Electoral Areas Committee

**8.1.** 21-130 Proposed Revisions to Capital Regional District Bylaw No. 3741 - Building Regulation Bylaw No. 5, 2010

***Recommendation:*** [At the February 10, 2021 Electoral Areas Committee, this item was deferred to the March 10th meeting:]
The Electoral Areas Committee recommends to the Capital Regional District Board:
a) That Bylaw 4403, "Building Regulation Bylaw No. 5, 2010, Amendment Bylaw No. 2, 2021" be introduced and read a first, second, and third time; and
b) That Bylaw No. 4403 be adopted.
(NWA, 2/3 on adoption)

***Attachments:*** Staff Report: Proposed Revisions to CRD Bylaw No. 3741, Bldg Reg
Appendix A: Redlined Version of Existing Bylaw No. 3741
Appendix B: Amendment Bylaw No. 4403

### Environmental Services Committee

**8.2.** 21-140 Kitchen Scraps Tipping Fee Rate

***Recommendation:*** The Environmental Services Committee recommends to the Capital Regional District Board:
That Bylaw No. 3881, Hartland Landfill and Tipping Fee Regulation Bylaw No. 6, be amended to set the tipping fee rate for kitchen scraps at $140 per tonne beginning January 1, 2022 to offset kitchen scraps hauling and processing costs.
(WA)

***Attachments:*** Staff Report: Kitchen Scraps Tipping Fee Rate

### Finance Committee

**8.3.** 21-137 Bylaw Nos. 4404 and 4405: Transfer of Individual Trunk Reserve Funds

***Recommendation:*** The Finance Committee recommends to the Capital Regional District Board:
1. That Bylaw No. 4404, "Core Area and Western Communities Liquid Waste Management Service Equipment Replacement Reserve Fund Transfer Bylaw No. 1, 2021", be introduced and read a first, second, and third time;
2. That Bylaw No. 4404 be adopted;
3. That Bylaw No. 4405, "Core Area and Western Communities Liquid Waste Management Service Operating Reserve Fund Transfer Bylaw No. 1, 2021", be introduced and read a first, second and third time; and
4. That Bylaw No. 4405 be adopted.
(WP, 2/3rds on adoption - Colwood, Esquimalt, Langford, Oak Bay, Saanich, Victoria, View Royal)

***Attachments:*** Staff Report: Bylaws 4404 & 4405 Trunk Reserve Transfers
Appendix A: Bylaw No. 4404 Core Area Trunk ERF Reserve Transfer
Appendix B: Bylaw No. 4405 Core Area Trunk ORF Reserve Transfer

**8.4.** 21-196 Reconsideration of Coastal Communities Social Procurement Initiative Membership

***Recommendation:*** The Finance Committee recommends to the Capital Regional District Board:
1. That the Capital Regional District join the Coastal Communities Social Procurement Initiative for the 2021 year, with a membership fee equal to AVICC dues;
2. That staff report back to the Board prior to incorporating CCSPI's preferred social procurement principles into CRD's procurement processes.
(NWA)

***Attachments:*** Staff Report: Coastal Communities Social Procurement Initiative

Appendix A: 2019 Staff Report Coastal Comm. Social Procurement

## Hospitals and Housing Committee

**8.5.** 21-169 3656 Raymond Street South Housing Agreement and Bylaw

***Recommendation:*** The Hospitals and Housing Committee recommends to the Capital Regional District Board:
a) That Bylaw No.4402, "Resale Control and Housing Agreement Bylaw (3656 Raymond Street South), 2021" be introduced and read a first, second and third time; and
b) That Bylaw No. 4402 be adopted.
(WA, 2/3 on adoption)

***Attachments:*** Staff Report: 3656 Raymond Street South Housing Agrmt & Bylaw

Appendix A: Bylaw No. 4402

## Regional Arts Facilities Select Committee

**8.6.** 21-193 Implementation and Implications of the Consultant's Recommendations from Stage One: A Public Conversation about Performing Arts Facilities in the CRD

***Recommendation:*** The Regional Arts Facilities Select Committee recommends to the Capital Regional District Board:
1. That staff be directed to include $150,000 in the 2021 final budget; and
2. That staff be directed to begin the process of establishing a regional service for the purposes of planning, developing and funding of performing arts facilities that have regional impact, per Recommendation 1 of the CRD Regional Arts Facilities Select Committee report Stage One: A Public Conversation about Performing Arts Facilities in the CRD.
(NWA)

***Attachments:*** Staff Report: Implementation/Implications-Arts Facilities Recommendations

Appendix A: Stage One A Public Conversation Performing Arts Facilities -CRD

## Regional Parks Committee

**8.7.** 21-174 Capital Regional District Regional Parks - Revenue Generation Strategy - 2021-2024

***Recommendation:*** [At the February 24, 2021 Regional Parks Committee meeting, the staff recommendation was further amended and then defeated. The following motion arising was then carried:]
That the Regional Parks Committee recommends to the Capital Regional District Board:
1. Endorses the appropriateness of the property tax requisition as the primary revenue source for Regional Parks operating costs; and
2. Directs staff to report back during the Regional Parks Strategic Planning process on additional options for parking revenues in Regional Parks, with a view toward (a) maintaining accessibility for diverse parks users, and (b) ensuring fairness for users across the regional parks system.
(WA)

***Attachments:*** Staff Report: CRD Regional Parks - Revenue Generation Strategy - 2021-2024
Appendix A: Revenue Generation Strategy 2021-2024 (Options)
Appendix B: Regional Parks Revenue Generation Strategy 2021-2024
Appendix C: Regional Parks Revenue Generation Review

## 9. BYLAWS

**9.1.** 21-173 Bylaw No. 4360 - Salt Spring Island Stormwater Quality Management Extended Service Establishment Bylaw No. 1, 1996, Amendment Bylaw No. 2, 2020

***Recommendation:*** That Bylaw No. 4360 "Salt Spring Island Stormwater Quality Management Extended Service Establishment Bylaw No. 1, 1996, Amendment Bylaw No. 2, 2020" be adopted.
(NWA)

***Attachments:*** Bylaw 4360

**9.2.** 21-220 Bylaw No. 4391 - Saanich Peninsula Waterways Environmental Action Service Establishment Bylaw No. 1, 2020

***Recommendation:*** That Bylaw No. 4391 "Saanich Peninsula Waterways Environmental Action Service Establishment Bylaw No. 1, 2020" be adopted.

***Attachments:*** Bylaw 4391

## 10. NOTICE(S) OF MOTION

## 11. NEW BUSINESS

## 12. MOTION TO CLOSE THE MEETING

**12.1.** 21-153 Motion to Close the Meeting

***Recommendation:*** 1. That the meeting be closed for Appointments in accordance with Section 90(1)(a) of the Community Charter. [1 item]
2. That the meeting be closed for Land Acquisition in accordance with Section 90(1)(e) of the Community Charter. [2 items]
3. That such disclosures could reasonably be expected to harm the interests of the Regional District. [2 items]

## 13. RISE AND REPORT

## 14. ADJOURNMENT

**Votinq Key:**
**NWA - Non-weighted vote of all Directors**
**NWP - Non-weighted vote of participants (as listed)**
**WA - Weighted vote of all Directors**
**WP - Weighted vote of participants (as listed)**

# Capital Regional District

625 Fisgard St.,
Victoria, BC V8W 1R7

## Meeting Minutes

## Capital Regional District Board

**Wednesday, February 10, 2021** | **1:10 PM** | **6th Floor Boardroom, 625 Fisgard Street, Victoria, BC**

PRESENT
DIRECTORS: C. Plant (Chair), D. Blackwell (Vice Chair), S. Brice, B. Desjardins, F. Haynes, L. Helps, M. Hicks (EP)(1:47 pm), G. Holman, P. Brent (for D. Howe), B. Isitt (EP), J. Loveday (EP), C. McNeil-Smith (EP), R. Martin (EP), R. Mersereau, K. Murdoch (EP), G. Orr, J. Ranns (EP), D. Screech, L. Seaton, M. Tait (EP), N. Taylor, K. Williams (EP), R. Windsor (EP), G. Young

STAFF: R. Lapham, Chief Administrative Officer; N. Chan, Chief Financial Officer; L. Hutcheson, General Manager, Parks and Environmental Services; K. Lorette, General Manager, Planning and Protective Services; K. Morley, General Manager, Corporate Services; T. Robbins, General Manager, Integrated Water Services; S. Henderson, Manager, Real Estate; M. Lagoa, Deputy Corporate Officer; S. Closson, Committee Clerk (Recorder)

EP - Electronic Participation

Regrets: Director D. Howe

The meeting was called to order at 1:12 pm.

### 1. TERRITORIAL ACKNOWLEDGEMENT

Chair Plant provided a Territorial Acknowledgement in the preceding Capital Region Housing Corporation Board meeting.

### 2. APPROVAL OF THE AGENDA

**MOVED by Director Mersereau, SECONDED by Director Haynes,**
**That agenda item 6.3. be moved to be considered as agenda item 8.5a. and that agenda items 8.2. and 8.3. be deferred.**
**That the agenda be approved as amended.**
**CARRIED**

### 3. ADOPTION OF MINUTES

**3.1.** 21-122 Minutes of the January 13, 2021 Capital Regional District Board Meeting

**MOVED by Director Seaton, SECONDED by Director Taylor,**
**That the minutes of the Capital Regional District Board meeting of January 13, 2021 be adopted as circulated.**
**CARRIED**

## 4. REPORT OF THE CHAIR

We are now two years plus through our four year term and I am pleased we are making such good progress on our Strategic Priorities. We may be a little behind on our Transportation priorities but I am optimistic we are now on the right path. I think it is crucial that we make progress on this file prior to the election in 2022. Let's collectively commit to remain focused on pursuing our collective goals.

Thank you to everyone for your work recently on our Standing Committees. I recognize that there have been changes to the committees from the first two years of our term and that these changes take time to become the new normal and comfortable. If you ever have any questions or suggestions about our committee structures, please feel free to reach out to me.

Chairing Practices

As I said and did last meeting, I am going to continue to adapt my chairing practice from the first two years as your Chair. For any report and recommendation that has already been considered by a committee, I will continue to turn to the Committee Chair and ask for that Chair to put the committee recommendations on the floor before we ask questions or debate the motion. For any report and recommendation that has not been considered by a committee or body of the Board, I will invite Directors to ask any questions beforehand. I reviewed the last Governance Committee meeting with great interest and appreciate the recommendation today on our consent agenda for staff to develop a best practices guide.

Transportation Update

In the spirit of keeping the board informed of advocacy work I do outside of this boardroom I wish to provide the following comments:
On Monday senior CRD Staff and I were invited to an online meeting with the Minister of Transportation and Infrastructure, Mr. Rob Fleming and his senior staff about regional transportation. I shared the work we are undertaking as a CRD Board primarily in priority setting and exploring options for governance, and he showed great interest in our work. He also encouraged us to keep his ministry staff informed and invited us to proactively communicate about our progress. He is aware of our proposed timeline for the work we are undertaking. I felt it was a positive meeting and I left it feeling that he is paying attention to our work and will work with us if we provide a united voice.

And to end, I'd like to again thank our entire CRD staff for the hard work they are doing under these challenging circumstances.

## 5. PRESENTATIONS/DELEGATIONS

### 5.1. Presentations

There were no presentations.

## 5.2. Delegations

**5.2.1.** 21-145 Delegation - Corey Burger; Representing Greater Victoria Cycling Coalition: Re: Agenda Item 8.11.: Regional Trails Widening Study

C. Burger spoke in favour of the Regional Trails Widening Study.

## 6. CONSENT AGENDA

**Consent agenda item 6.13. was removed from the consent agenda and moved to be considered under Reports of Committees as agenda item 8.12a.**

**MOVED by Director Taylor, SECONDED by Director Blackwell,**
**That consent agenda items 6.1. through 6.19., with the exception of consent agenda items 6.3. and 6.13., be approved.**
**CARRIED**

**6.1.** 21-102 Electoral Area Volunteer Fire Service Regulatory Review

**a) That staff be directed to report back with operational, administrative, and governance strategies to meet and sustain regulatory compliance; and**
**b) That $65,000 be reallocated from operational reserves for 2021 to be available for a temporary increase in staff resources to support fire services to attain compliance.**
**CARRIED**

**6.2.** 21-110 Community Funding and Support Program Grant: Evacuation Route Planning

**That the Board support an application to the Union of British Columbia Municipalities Community Emergency Preparedness Fund for Juan de Fuca, Southern Gulf Islands, and Salt Spring Island emergency programs for evacuation route planning and direct staff to provide overall grant management.**
**CARRIED**

**6.4.** 21-098 Wastewater Treatment Project Q4 2020 Quarterly Report

**That this report be received for information.**
**CARRIED**

**6.5.** 21-097 Wastewater Treatment Project November 2020 Monthly Report

**That this report be received for information.**
**CARRIED**

**6.6.** 20-700 Wastewater Treatment Project Q3 2020 Quarterly Report

**That this report be received for information.**
**CARRIED**

**6.7.** 20-795 Wastewater Treatment Project October 2020 Monthly Report

**That this report be received for information.**
**CARRIED**

**6.8.** 21-058 Results from Solid Waste Advisory Committee Self-Evaluation Surveys

**That this report be received for information and that no changes be made to the Solid Waste Advisory Committee Terms of Reference.**
**CARRIED**

**6.9.** 21-053 Solid Waste Advisory Committee Motion of November 6, 2020

**That staff be directed to continue work on updating the Solid Waste Management Plan and that staff be directed to report back as soon as reasonably practical after the approval of the Solid Waste Management Plan on measures that can be taken to achieve more aggressive waste reduction targets.**
**CARRIED**

**6.10.** 21-115 Report on Options for a Board Discussion Policy

**That staff report back to the Governance Committee with a best practices guide for meetings of the Capital Regional District Boards, Committees and Commissions.**
**CARRIED**

**6.11.** 21-092 Hockley House Mortgage - Tri-Partite Agreement and Landlord Estoppel Certificate: 830 Hockley Avenue

**That staff be authorized to execute any agreements with Capital Region Housing Corporation and BC Housing Management Commission and to take steps necessary to conclude the purchase of 830 Hockley Avenue, Langford, BC.**
**CARRIED**

**6.12.** 21-021 Development Permit with Variance for Lot 5, Section 87, Sooke District, Plan VIP64712 - Seedtree Road

**That Development Permit with Variance DV000073 for Lot 5, Section 87, Sooke District, Plan VIP64712, to authorize a 2-lot subdivision within Steep Slopes, Riparian, and Sensitive Ecosystems Development Permit Areas, and to vary Juan de Fuca Land Use Bylaw No. 2040, Part 2, Section 3.10(4) by reducing the minimum road frontage requirement from 10% (97.68 m) to 8.75% (85.49 m), be approved.**
**CARRIED**

**6.14.** 21-087 CRD Regional Trails Visitor Use Survey - 2019

**That this report be received for information.**
**CARRIED**

**6.15.** 21-079 CRD Regional Parks and Trails - 2020 - Year in Review

**That the CRD Regional Parks and Trails - 2020 Update be received for information.**
**CARRIED**

**6.16.** 20-806 Regional Water Supply Service 2021-2025 Capital Budget Amendment

**That the provisionally approved Regional Water Supply Service 2021-2025 capital**

**plan and budget be amended in accordance with the revised plan and budget for Project No. 21-05 as presented.**
**CARRIED**

**6.17.** 21-082 Saanich Peninsula Water Service 2021 Budget Amendment

**That the provisionally approved Saanich Peninsula Water Service 2021-2025 capital plan and budget be amended in accordance with the revised plan and budget for Project No. 21-05 as presented.**
**CARRIED**

**6.18.** 21-083 Supply of Sludge Dewatering Equipment - RFP No. 2020-632

**1. That the Saanich Peninsula Wastewater Commission Recommends to the Capital Regional District Board that the 19-01 Project Budget, in the Saanich Peninsula Wastewater Services 2021 Capital Plan, be increased by $300,000 from the capital reserve fund to bring the revised project budget up to $1,490,000.**
**2. That the Saanich Peninsula Wastewater Commission award Contract 2020-632 - Supply of Sludge Dewatering Equipment, to Fournier Industries in the amount of $589,730 plus taxes.**
**CARRIED**

**6.19.** 21-050 Minutes of the November 18, 2020 Planning, Transportation and Protective Services Committee

**That the minutes of the Planning, Transportation and Protective Services Committee meeting of November 18, 2020 be adopted as circulated.**
**CARRIED**

## 7. ADMINISTRATION REPORTS

**7.1.** 21-047 Investing in Canada Infrastructure Program; COVID-19 Resilience Infrastructure Stream [Regional Parks Service]

N. Chan spoke to Investing in Canada's Infrastructure Program regarding COVID-19.

**MOVED by Director Mersereau, SECONDED by Director Screech,**
**That the Capital Regional District Board (the Board) endorse the grant application for the Regional Parks Service: Galloping Goose Bridge Replacements & Repair Project through the Investing in Canada Infrastructure Program - COVID-19 Resilience Infrastructure Program; and that the Board supports the project and commits to any associated ineligible costs and cost overruns.**
**CARRIED**

## 8. REPORTS OF COMMITTEES

### Electoral Areas Committee

**8.1.** 21-048 Investing in Canada Infrastructure Program; COVID-19 Resilience Infrastructure Stream [Electoral Area Projects]

**MOVED by Director Holman, SECONDED by Alternate Director Brent,**
**That the Capital Regional District support the three submitted grant applications,**

**as endorsed in the following resolutions:**
**1. That the Capital Regional District Board (the Board) supports an application for grant funding for the JDF: Willis Point Water Tank Project through the Investing in Canada Infrastructure Program - COVID-19 Resilience Infrastructure Program; and that the Board supports the project and commits to any associated ineligible costs and cost overruns.**
**2. That the Capital Regional District Board (the Board) supports an application for grant funding for the SSI: Drake Road Trail Upgrades Project through the Investing in Canada Infrastructure Program - COVID-19 Resilience Infrastructure Program; and that the Board supports the project and commits to any associated ineligible costs and cost overruns; and**
**3. That the Capital Regional District Board (the Board) supports an application for grant funding for the SGI: Einar's Hill By-Pass Route (Multi Use Trail) Project through the Investing in Canada Infrastructure Program - COVID-19 Resilience Infrastructure Program; and that the Board supports the project and commits to any associated ineligible costs and cost overruns.**
**CARRIED**

**8.2.** 21-129 Review of Separation of Building Inspection Services for Each Electoral Area

**This item was deferred at the earlier Electoral Areas Committee meeting.**

**8.3.** 21-130 Proposed Revisions to Capital Regional District Bylaw No. 3741 - Building Regulation Bylaw No. 5, 2010

**This item was deferred at the earlier Electoral Areas Committee meeting.**

**8.4.** 21-132 AVICC Resolution: COVID Safe Restart Grant Inequity for Electoral Areas (Directors Holman & Howe)

**MOVED by Director Holman, SECONDED by Alternate Director Brent,**
**Whereas the Capital Regional District, received a funding allocation of $1.421M under the Safe Restart grant based on two per capita amounts formulae: $8.13 for rural populations and $3.10 for all populations, and a flat funding amount.**
**And whereas, the Safe Restart program takes into account the unique structure of regional districts as a service provider, with differing per capita amounts, there is a significant disparity between the per capita allocation for Electoral Areas versus local municipalities with a similar population.**
**Therefore be it resolved that AVICC and UBCM advocate to the Ministry of Municipal Affairs to provide more equitable Safe Restart Grant funding to Regional District Electoral Areas in comparison to local municipalities.**
**CARRIED**

**8.5.** 21-131 AVICC Resolution: Inclusion of Salt Spring Island and Southern Gulf Islands in the Islands Coastal Economic Trust (Directors Holman & Howe)

**MOVED by Director Holman, SECONDED by Alternate Director Brent,**
**That the following resolution be submitted to AVICC:**
**Whereas the Capital Regional District has advocated for a change in the rural designation from urban to rural for the Electoral Areas of Salt Spring Island, Southern Gulf Islands, and Juan de Fuca as they are not eligible to participate in a number of support programs to help diversify their economy;**
**And whereas the province made a regulation change in 2020 to include only the**

**unincorporated Electoral Area of Juan de Fuca, in the Islands Coastal Economic Trust territory;**
**Therefore be it resolved that AVICC and UBCM request that the provincial government include the Salt Spring Island Electoral Area and the Southern Gulf Islands Electoral Area within the North Island Coast Development Trust Region Regulation.**
**CARRIED**

**8.5a.** 21-109 CleanBC Funding and Salt Spring Island Composting Project

**MOVED by Director Holman, SECONDED by Alternate Director Brent,**
**1. That the Capital Regional District's CleanBC Organic Infrastructure and Collection Program grant application be supported;**
**2. That staff be directed to work with representatives of the Salt Spring Island Composting Project to further pursue CleanBC Organic Infrastructure and Collection Program funding based on the conditional application that has been submitted by staff in support of the Salt Spring Island Farmland Trust initiative; and**
**3. That the CleanBC Organic Infrastructure and Collection Program grant application be conditional upon confirmation of local share of capital funding, that all regulatory requirements are met, and final CRD Board approval of the service delivery model for the development and operation of a composting facility.**
**CARRIED**

## Governance Committee

**8.6.** 21-111 Freedom of Information and Protection of Privacy Act (FIPPA) 2020 Overview

**MOVED by Director Murdoch, SECONDED by Director Brice,**
**That the Freedom of Information and Protection of Privacy Act (FIPPA) 2020 Overview report be received for information.**
**That staff be directed to provide a follow-up report on cost recovery options and cost allocations for Freedom of Information requests in 9 months.**
**CARRIED**

**8.7.** 21-030 Greater Victoria Harbour Authority Economic Impact Study (Director Desjardins)

**MOVED by Director Murdoch, SECONDED by Director Desjardins,**
**That staff bring back a report to Governance Committee on the history of regional grants-in-aid that have been made in the past and some context around decision-making for grants-in-aid with the view of determining a need for a board policy on grants-in-aid.**
**CARRIED**

## Hospitals and Housing Committee

**8.8.** 21-013 1114 Rockland Housing Agreement and Bylaw

**MOVED by Director Helps, SECONDED by Director Brice,**
**That Bylaw No. 4398, "Resale Control and Housing Agreement Bylaw (1114 Rockland Avenue), 2021" be introduced and read a first, second and third time.**

**CARRIED**

**MOVED by Director Helps, SECONDED by Director Orr,**
**That Bylaw No. 4398 be adopted.**
**CARRIED**

## Juan de Fuca Land Use Committee

**8.9.** 20-547 Regional Growth Strategy Consistency - Port Renfrew Comprehensive Community Development Plan

**MOVED by Director Mersereau, SECONDED by Director Blackwell,**
**That the matter be postponed.**
**CARRIED**

**8.10.** 20-329 Comprehensive Community Development Plan Amendment Application for:
That Part of Section 97, Renfrew District as Shown Coloured Red on Plan 344R (PID: 009-592-342);
Lot 1, Section 97, Renfrew District, Plan EPP24972 (PID: 028-991-125);
That Part of District Lot 17, Renfrew District Shown Outlined in Red on Plan 347R (PID: 009-575-006); and
Those Parts of Block A and B, District Lot 751, Together with Unsurveyed Crown Foreshore or Land Covered by Water Being Part of the Bed of Port San Juan, All Within Renfrew District, Shown Outlined in Red on Licence V905027, Containing 3.86 Hectares, More or Less

**MOVED by Director Blackwell, SECONDED by Director Mersereau,**
**That the matter be postponed.**
**CARRIED**

**8.11.** 21-024 Zoning Amendment Application for Lot 1, Section 18, Otter District, Plan VIP53538, Except Part in Plan VIP77828 - 4460 Rannveig Place

**MOVED by Director Blackwell, SECONDED by Director Tait,**
**a) That the referral of proposed Bylaw No. 4380, "Juan de Fuca Land Use Bylaw, 1992, Amendment Bylaw No. 148, 2020" directed by the Juan de Fuca Land use Committee to the Otter Point Advisory Planning Commission, appropriate CRD departments, BC Hydro, District of Sooke, FLNR - Archaeology Branch, FLNR - Environmental Stewardship Division Island Health, Ministry of Environment & Climate Change Strategy - Water Stewardship Division, Ministry of Transportation & Infrastructure, RCMP, Sooke School District #62 and T'Sou-ke First Nation be approved and the comments received;**
**b) That proposed Bylaw No. 4380, "Juan de Fuca Land Use Bylaw, 1992, Amendment Bylaw No. 148, 2020" be introduced and read a first time and read a second time; and**
**c) That in accordance with the provisions of section 469 of the Local Government Act, the Director for the Juan de Fuca Electoral Area, or Alternate Director, be delegated authority to hold a Public Hearing with respect to Bylaw No. 4380.**
**CARRIED**

## Regional Parks Committee

**8.12.** 21-084 Regional Trails Widening Study

Director Hicks joined the meeting at 1:47 pm.

Vice Chair Mersereau spoke to the report and recommendations.

Discussion ensued on the following:
- funding source for funding the widening of the trails
- shifting of projects
- Roche Cove and Matheson Lake project postponement
- project selection for optimal regional benefit
- addressing bike usage on Sooke portion of trail
- senior government support

**MOVED by Director Mersereau, SECONDED by Director Isitt,**
**1. That the Regional Trails Widening Study be received for information;**
**2. That staff be directed to conduct public engagement on the 6.5 m separated use pathway design with lighting and implementation priorities as recommended including consideration of low-intensity lighting in the trail segment adjacent to Swan Lake, aiming for balance between wildlife and public safety considerations;**
**3. That staff report back to a future committee meeting with further recommendations; and**
**4. That staff aim to expedite public engagement and detailed design, with a view toward having a shovel ready project.**
**CARRIED**

**8.12a.** 21-064 Deer Management Reconsideration

Director McNeil-Smith spoke to the recommendation.

Discussion ensued on service levels and advocacy for provincial aid towards funding this initiative.

**MOVED by Director McNeil-Smith, SECONDED by Director Mersereau,**
**The Planning and Protective Services Committee recommends to the Capital Regional District Board:**
**That staff be directed to maintain existing service levels such as limited, periodic facilitation support and expertise.**

**MOVED by Director Desjardins, SECONDED by Director Blackwell,**
**That the words "...and report back when appropriate on potential options" following the words "...support and expertise".**
**CARRIED**

**MOVED by Director McNeil-Smith, SECONDED by Director Mersereau,**
**The Planning and Protective Services Committee recommends to the Capital Regional District Board:**
**That staff be directed to maintain existing service levels such as limited, periodic facilitation support and expertise and report back when appropriate on potential options.**
**CARRIED**

## 9. BYLAWS

**9.1.** 21-125 Bylaw 4316 - Juan de Fuca Land Use Amendment Bylaw No. 147, 2019

**MOVED by Director Hicks, SECONDED by Director Tait,**
**That Bylaw No. 4316, "Juan de Fuca Land Use Bylaw, 1992, Amendment Bylaw No. 147, 2019" be adopted.**
**CARRIED**

**9.2.** 21-126 Bylaw 4317 - Otter Point OCP Amendment Bylaw No. 2, 2019

**MOVED by Director Hicks, SECONDED by Director Tait,**
**That Bylaw No. 4317, "Otter Point Official Community Plan, 2014, Amendment Bylaw No. 2, 2019", be adopted.**
**CARRIED**

## 10. NOTICE(S) OF MOTION

**MOVED by Director Haynes, SECONDED by Director Brice,**
**That the Notice of Motion for the AVICC Resolution - Opioid Crisis be approved for same day consideration.**
**CARRIED**

Director Haynes spoke to the Notice of Motion for the AVICC Resolution - Opioid Crisis.

Discussion ensued on the following:
- municipal council requests for support
- timing of resolution submission and schedule (FCM, AVICC, UBCM)
- number of deaths due to this crisis
- consideration that resolution should be made by municipalities only
- duplication of resolutions received by AVICC

Discussion ensued on the amendments regarding "free and safe supply"
- declaration of opioid health care crisis by the provincial government
- short term requirement for free supply
- tight regulations on providing security for free injection sites
- free supply may be inherent in safe supply for some situations

**MOVED by Director Haynes, SECONDED by Director Taylor,**
**WHEREAS it is understood that opioid addictions continue to cause an ever growing record number of heart breaking deaths and debilitations across the country, and**
**WHEREAS while we understand the Government of Canada and the Province of British Columbia have recognized these impacts, it remains critically important to advocate for a national public health emergency through the municipal voices provided by the Association of Vancouver Island and Coastal Communities (AVICC), the Union of British Columbia Municipalities (UBCM) and the Federation of Canadian Municipalities (FCM),**
**THEREFORE BE IT RESOLVED that AVICC requests the Government of Canada and the Province of British Columbia declare the overdose crisis a national public health emergency and develop appropriate comprehensive, holistic Pan-Canadian overdose action plans that include the legislative and funding**

**frameworks for decriminalization, de-stigmatization, free and safe supply, suitable medical treatments and thereby function to holistically address the opioid crisis, mental health issues and their connections to homelessness and overdose deaths in municipalities across Canada."**

**Director Windsor left the meeting at 2:17 pm.**

**MOVED by Director Orr, SECONDED by Director Haynes,**
**That the words "...and UBCM..." be added after the words "THEREFORE BE IT RESOLVED that AVICC...".**
**CARRIED**

**MOVED by Director Ranns, SECONDED by Director Desjardins,**
**That the words "...free and safe supply..." be removed after "...and funding frameworks for decriminalization, de-stigmatization,...".**
**DEFEATED**
**OPPOSED: Brice, Haynes, Helps, Holman, Isitt, Loveday, Martin, McNeil-Smith, Mersereau, Plant, Tait, Taylor, Williams, Young**

**MOVED by Director Ranns, SECONDED by Alternate Director Brent,**
**That the words "...free and..." be removed after "...and funding frameworks for decriminalization, de-stigmatization,...".**

**MOVED by Director Blackwell, SECONDED by Director Screech**
**That the question be called on the amendment.**
**CARRIED**

**MOVED by Director Ranns, SECONDED by Alternate Director Brent,**
**That the words "...free and..." be removed after "...and funding frameworks for decriminalization, de-stigmatization,...".**
**CARRIED**
**OPPOSED: Brice, Haynes, Holman, Isitt, Loveday, Mersereau, Plant, Taylor,**

**MOVED by Director Young, SECONDED by Director Ranns,**
**That the word "de-stigmatization" be removed from the main motion.**
**DEFEATED**
**OPPOSED: Blackwell, Brent, Brice, Desjardins, Haynes, Helps, Holman, Isitt, Loveday, Martin, McNeil-Smith, Mersereau, Murdoch, Orr, Plant, Tait, Taylor, Williams**

**MOVED by Director Haynes, SECONDED by Director Taylor,**
**WHEREAS it is understood that opioid addictions continue to cause an ever growing record number of heart breaking deaths and debilitations across the country, and**
**WHEREAS while we understand the Government of Canada and the Province of British Columbia have recognized these impacts, it remains critically important to advocate for a national public health emergency through the municipal voices provided by the Association of Vancouver Island and Coastal Communities (AVICC), the Union of British Columbia Municipalities (UBCM) and the Federation of Canadian Municipalities (FCM),**
**THEREFORE BE IT RESOLVED that AVICC and UBCM requests the Government of Canada and the Province of British Columbia declare the overdose crisis a national public health emergency and develop appropriate comprehensive, holistic Pan-Canadian overdose action plans that include the legislative and**

**funding frameworks for decriminalization, de-stigmatization, safe supply, suitable medical treatments and thereby function to holistically address the opioid crisis, mental health issues and their connections to homelessness and overdose deaths in municipalities across Canada."**
**CARRIED**

## 11. NEW BUSINESS

There was no new business.

## 12. MOTION TO CLOSE THE MEETING

**12.1.** 21-124 Motion to Close the Meeting

**MOVED by Director Mersereau, SECONDED by Director Blackwell,**
**That the meeting be closed for Appointments in accordance with Section 90(1)(a) of the Community Charter.**
**CARRIED**

**MOVED by Director Mersereau, SECONDED by Director Blackwell,**
**That the meeting be closed for a Proposed Municipal Service under s. 90(1)(k) of the Community Charter.**
**CARRIED**

**MOVED by Director Mersereau, SECONDED by Director Blackwell,**
**That the meeting be closed for Land Acquisition in accordance with Section 90(1)(e) of the Community Charter.**
**CARRIED**

**MOVED by Director Mersereau, SECONDED by Director Blackwell,**
**That such disclosures could reasonably be expected to harm the interests of the Regional District.**
**CARRIED**

**The meeting went into closed session at 3:11 pm.**

## 13. RISE AND REPORT

**The meeting rose from closed session at 3:50 pm and reported on the following items:**

**3.3 - Water Advisory Committee Appointment Recommendations**
**That the following are appointed to the Water Advisory Committee for a two-year term ending December 31, 2022:**
**David Timothy - Area of Representation: Protection of Fish Habitat**
**Tayler Krawczyk - Area of Representation: Agriculture**
**Wilf Scheuer - Area of Representation: Industrial / Commercial**
**Jeremy L. Caradonna - Area of Representation: Scientific**
**Celine Davis - Area of Representation: Resident / Ratepayer**

**3.4 - Appointments to CRD Committees and Commissions**
**In accordance with Bylaw No. 3654, that the following person be appointed to the East Sooke Fire Protection and Emergency Response Service Commission for a term to start January 1, 2020 and expire December 31, 2021**

**Bruce Manning, and**
**For a term to start January 1, 2021 and expire December 31, 2022**
**Paul Jarvis**
**Larry Oram**
**Ute Schnarr**

**In accordance with Bylaw No. 3486, that the following person be appointed to the Galiano Island Parks and Recreation Commission for a term to start February 10, 2020 and expire December 31, 2022**
**Evelyn Dewinetz**

## 14. ADJOURNMENT

**MOVED by Director Mersereau, SECONDED by Director Young,**
**That the February 10, 2021 Capital Regional District Board meeting be adjourned at 3:50 pm.**
**CARRIED**

_____

**CHAIR**

**CERTIFIED CORRECT:**

_____

**CORPORATE OFFICER**

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**REPORT TO ELECTORAL AREAS COMMITTEE**
**MEETING OF WEDNESDAY, MARCH 10, 2021**

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**SUBJECT** **Community Funding and Support Program Grant: Emergency Support Services**

## ISSUE SUMMARY

The Capital Regional District (CRD) is applying to the Union of British Columbia Municipalities (UBCM) Emergency Support Services (ESS) grant stream for funding to provide reception center and group lodging training and to purchase equipment. UBCM requires that all grant applications be accompanied by a motion of support from the local government.

## BACKGROUND

ESS is a provincial program delivered by local governments that meets the basic needs of British Columbians impacted by disasters by providing short-term support. Under the *Emergency Program Act*, municipalities and regional districts are responsible for responding to emergencies in their areas, including coordinating emergency support services. ESS programs are largely dependent on volunteers to coordinate these services. The CRD provides emergency management services to the Electoral Areas (EAs), including delivering emergency support services to residents displaced from their homes during a disaster.

The UBCM provides funding for many community-based projects, including local government emergency programs. The CRD is applying for a 2021 grant opportunity that is available to support each of the EA Emergency Programs to augment their equipment and training capacity for ESS volunteers and program staff.

The ESS grant funding will benefit the three CRD EA Emergency Programs equally: Juan de Fuca, Southern Gulf Islands, and Salt Spring Island. Improved ESS equipment includes cots, blankets, and emergency rations. Additionally training will be provided to community volunteers on the mobilization and demobilization of group lodging and evacuee reception centers. The grant request totals $24,954.80.

As part of the application process, UBCM requires a motion of support from the local government to receive and manage grant funding.

## ALTERNATIVES

*Alternative 1*
The Electoral Areas Committee recommends to the Capital Regional District (CRD) Board:
That the CRD Board support an application to the Union of British Columbia Municipalities Community Emergency Preparedness Fund for Juan de Fuca, Southern Gulf Islands and Salt Spring Island emergency programs for the Emergency Support Services Grant and direct staff to provide overall grant management.

*Alternative 2*
That staff be directed to not submit a grant application to the Community Emergency Preparedness Fund for Juan de Fuca, Southern Gulf Islands, and Salt Spring Island emergency programs for the Emergency Support Services funding stream.

## IMPLICATIONS

*Financial Implications*
The grant will have no impact on annual Emergency Program budgets, but provides opportunity for one-time projects that allow EA Emergency Program programs to build community resilience to disasters and emergency. Under the *Emergency Program Act*, the CRD is obligated to provide ESS to EA residents, including lodging, food, clothing and transportation to access these services. The grant request totals $24,954.80.

## CONCLUSION

The CRD is responsible for providing emergency support services in its Electoral Areas. The UBCM Emergency Support Services funding stream is an opportunity to increase disaster resilience in the EAs. If supported by the Board, UBCM will consider the CRD's grant application.

## RECOMMENDATION

The Electoral Areas Committee recommends to the Capital Regional District (CRD) Board:
That the CRD Board support an application to the Union of British Columbia Municipalities Community Emergency Preparedness Fund for Juan de Fuca, Southern Gulf Islands and Salt Spring Island emergency programs for the Emergency Support Services Grant and direct staff to provide overall grant management.

| | |
|---|---|
| Submitted by: | Shawn Carby, CD, BHSc, MAL, Senior Manager, Protective Services |
| Concurrence: | Kevin Lorette, P. Eng., MBA, General Manager, Planning & Protective Services |
| Concurrence: | Robert Lapham, MCIP, RPP, Chief Administrative Officer |

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**REPORT TO ELECTORAL AREAS COMMITTEE**
**MEETING OF WEDNESDAY, MARCH 10, 2021**

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**SUBJECT** **TELUS Request for Letter of Support to the Universal Broadband Fund**

## ISSUE SUMMARY

To consider a letter of support for an application by TELUS to the Federal Universal Broadband Fund for increased cellular service in the Southern Gulf Islands and Salt Spring Island.

## BACKGROUND

The Universal Broadband Fund (UBF) is a federal funding program with $1.8B in allocated funding for projects with a funding split of 75/25 (75% Federal funding), and 90/10 for First Nations applications. The UBF program has an extended submission deadline date of March 15th, 2021 with a construction completion date of December 31, 2026.

TELUS is proposing to apply to the mobile stream of the UBF to improve existing cellular sites with wireless service. The TELUS request for support has been attached. Subsequent communication with TELUS has provided the following additional information:

- The Telus application will be submitted under the mobile internet stream of the UBF
- The focus will be on upgrading equipment on existing cell towers to a N78 band (3.5 GHz 5G band), or any other technology that will become available to enable to speeds of 50/10mbps or faster (which is the lowest threshold the Federal government would like to have for Canadians).
- Telus does not have additional spectrum under existing licences to implement service improvements; for this project to be implemented they will have to be successful at a future spectrum auction.
- TELUS does not have a confirmed timeline for these upgrades to be implemented, but notes the funding program extends until 2027.

Locations proposed for improvements:

- Saturna Island
- Pender Island
- Mayne Island
- Salt Spring Island (Mt. Bruce)
- North Salt Spring

### Connectivity Planning in the Southern Gulf Islands

As previously reported, the CRD has been conducting connectivity planning for the Southern Gulf Islands. This work has been focused on broadband internet and not cellular or mobile service, although the lack of reliable cell service did come up as an economic and safety issue during the community engagement phase of the project. The report demonstrated how improved connectivity is a fundamental need for Southern Gulf Islands communities to attract and retain young families, support low carbon economic development, and to improve access to social, educational, government, and health services.

*Alternative 1:*

The Electoral Areas Committee recommends to the Capital Regional District Board:

1. That the Board approve a letter of support for the TELUS application to the Universal Broadband Fund to improve cellular service in the Southern Gulf Islands and Salt Spring Island Electoral Areas.

*Alternative 2:*

1. That the Electoral Areas Committee recommend CRD not provide a letter of support to TELUS for the Universal Broadband Fund at this time.

## IMPLICATIONS

This project supports CRD Board priorities and the corporate plan priorities for Economic Development of Rural Areas (4b-2): "to advance economic development and plans through commissions;" and (4a-1): "support CRD Board on building an advocacy strategy to ensure all occupied properties have the opportunity to access high-speed internet services."

On January 11, 2021, the Capital Regional District Board approved a letter of support for the Connected Coast project to apply to the same UBF program. If successful, Connected Coast would bring two additional landing sites for sub-sea fibre to Mayne and Galiano Island, as well as last mile fibre to the home for the SGI communities.

TELUS has provided limited information about its proposal, however, have indicated the focus is on wireless and mobile technology. Nevertheless, TELUS proponents have also clarified the application will also be for "any other technology that will become available to enable to speeds of 50/10mbps or faster," and the sample letter they provide uses very broad language. The funders have said the CRD can support multiple applications, however past experience with other grant programs raises a concern that there is low likelihood more than one application would be approved for the same region. CRD's grant application guidelines discourage supporting multiple competing applications by the CRD to the same funding program. A strategic approach may be to only support one application.

## CONCLUSION

The *Connecting SGI* Report demonstrates that connectivity is a fundamental necessity to enable the Southern Gulf Islands' communities to diversify the demographic profile of the islands and achieve economic, social, and environmental sustainability into the future.

TELUS is requesting a letter of support from the CRD to make an application to the Federal UBF. The focus will be on upgrading equipment on existing cell towers to a N78 band (3.5 GHz 5G band) or any other technology that will become available to enable to speeds of 50/10mbps or faster.

## RECOMMENDATIONS

The Electoral Areas Committee recommend to the Capital Regional District Board:

1. That the Board approve a letter of support for the TELUS application to the Universal Broadband Fund to improve cellular service in the Southern Gulf Island and Salt Spring Island Electoral Areas.

| | |
|---|---|
| Submitted by: | Justine Starke, MCIP, RPP, Manager, SGI Service Delivery, Corporate Services |
| Concurrence: | Kristen Morley, J.D., General Manager, Corporate Services & Corporate Officer |
| Concurrence: | Robert Lapham, MCIP, RPP, Chief Administrative Officer |

## ATTACHMENT(S)

Appendix A: Letter from Brian Gregg, agent for TELUS

**APPENDIX A**

**TELUS Communications Inc.**
**3-4535 Canada Way**
**Burnaby, BC**
**Canada V5G1J9**
**telus.com**
**briangregg@sitepathconsulting.com**

Dear Mr. Lapham:

I hope this message finds you well. My name is Brian Gregg and I am a Land Use Consultant representing TELUS. I am reaching out today as TELUS has identified an exciting opportunity to expand wireless cellular coverage to the Capital Regional District and would like to make an application to the federal government's Universal Broadband Fund for funding to connect your community to the TELUS Wireless network. This would include the building, operation and long-term maintenance of the infrastructure. This investment will ensure that the network can withstand the demand of new technologies which will be realized over future generations.

Improving connectivity within communities enables residents to engage in numerous aspects of the digital economy, including those residents from underrepresented groups. Internet has become an essential service and provides access for residents to numerous benefits such as tele-health, distance learning, and telework. Today, reliable internet access has become a virtual requirement for commercial and industrial businesses, whether small or large, to operate and develop.

Access to reliable internet also supports social services within communities and enables valuable avenues to serve residents. The internet has made connecting key social service institutions with the residents who use those institutions much easier. Furthermore, this access, expedited through the Universal Broadband Fund, will contribute to a multitude of government strategies that have become easiest to access via the internet.

The opportunity for the Capital Regional District to participate in this project comes at **no cost to your regional district**. Assuming we are successful in our application, funds to build the network would be committed by TELUS and the Government of Canada.

TELUS is seeking support from the Capital Regional District in the form of a letter of support (attached), by **February 19, 2021**. We would be happy to discuss further with you over the phone at your convenience.

If you have any questions, or would like to discuss further, please don't hesitate to reach out at 778-870-1388.

Respectfully,
Brian Gregg
Brian Gregg
Agent for TELUS

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**REPORT TO ELECTORAL AREAS COMMITTEE**
**MEETING OF WEDNESDAY, MARCH 10, 2021**

**SUBJECT** **Cash-in-lieu of park land dedication for subdivision of James Island**

## ISSUE SUMMARY

To consider the valuation of cash-in-lieu, pursuant to Section 510 of the Local Government Act (LGA), for the proposed 79 lot bareland strata subdivision of James Island presented as Strata Plan EPS6912.

## BACKGROUND

James Island (LEL'TOS) is a 311 +/- hectare (ha) island east of Sidney, in the Capital Regional District's (CRD) Southern Gulf Island Electoral Area (SGI). The owner of James Island has applied to Islands Trust to subdivide the property into 79 lots under Strata Plan EPS6912 (Appendix A). The proposal has recently received Preliminary Layout Approval (PLA) from the Ministry of Transportation and Infrastructure (Appendix B). The conditions in the PLA include: First Nations approval; an Archaeological Impact Assessment; proof of suitable in ground septic disposal; proof of water quality and quantity; and a Section 219 covenant to be registered on title restricting construction until certain geotechnical matters are addressed.

Under the Local Government Act (LGA), (Section 510(6)), park dedication in the form of 5% of land, or cash-in-lieu, is also required as a condition of subdivision. Previously, in 2008, a Section 219 Covenant was registered on title by the Islands Trust, with an agreement that cash-in-lieu would be provided (Appendix C).

James Island is not within the boundaries of any of the Community Parks Services for the individual islands of Pender, Mayne, Saturna or Galiano, however, the island is within the jurisdiction of the greater CRD's Southern Gulf Island Community Park Service. The subdivision approving officer for James Island is the Ministry of Transportation and Infrastructure, and the planning authority is the Islands Trust. The Islands Trust does not have authority to operate a parks service and relies on the CRD to accept and administer park dedication on its behalf. Respectfully, the Islands Trust acknowledges the CRD is the recipient of any cash-in-lieu of parkland and requests the CRD to accept a derived value prior to their consideration.

To confirm the value of the cash-in-lieu, two appraisals were completed by the landowner based on the methodology provided in the Local Government Act. They derived values of $36,560,000 and $41,545,000. Following discussions with the landowner, they have agreed to use the higher value for the calculation of the cash-in-lieu. Based on the higher appraisal, 5% of the value is calculated to be $2,077,550.

If the subdivision is not completed in 2021, staff recommend that a new appraisal should be completed as the value of the subdivision may change.

## ALTERNATIVES

*Alternative 1:*
The Electoral Areas Committee recommends to the Capital Regional District Board:

That staff notify Islands Trust

1. That a 5% cash-in-lieu of park land dedication of $2,077,250 is acceptable to the CRD for the proposed 79 lot bareland strata subdivision of James Island presented as Strata Plan EPS6912.
2. That if the subdivision is not completed by the end of 2021, that staff be permitted to request a new appraisal be undertaken and the cash-in-lieu adjusted accordingly.

*Alternative 2:*

That the application be referred back to staff for more information.

## IMPLICATIONS

*Intergovernmental Implications*

The Provincial Ministry of Transportation and Infrastructure (MoTI), through the Provincial Approving Officer, is responsible for approving subdivisions of unincorporated areas of BC. MoTI has issued Preliminary Layout Approval (PLA) for the subject parcel.

The Provincial Approving Officer under MOTI is responsible for First Nations Consultation. Staff understand that MOTI continues to complete its consultation obligations and the CRD is not directly involved with this part of the subdivision process.

Within the Islands Trust Area, land use planning is under the authority of Local Trust Committees. Islands Trust receives parallel applications for subdivision and confirms compliance with zoning and Official Community Plan requirements for MoTI. Such requirements are usually incorporated as PLA conditions. James Islands is an associated island within the North Pender Local Trust Area; the North Pender Local Trust Committee is therefore responsible for determining the amount of land or cash-in-lieu to be accepted as park dedication. The Islands Trust, however, does not have authority to operate a parks service and relies on the CRD to accept and administer park dedication on its behalf. The Islands Trust acknowledges the CRD will be the recipient of the cash in lieu of parkland, and has requested the CRD accept the derived value prior to its consideration.

*Financial Implications*

Under the LGA, if an owner is to pay cash-in-lieu of park dedication, the value of the land is based on the average market value of all land in the proposed subdivision, calculated as the value on the date of preliminary approval of the subdivision, before any works or services are installed, or as a value agreed upon by all parties.

Any money received for park land must be deposited in a reserve dedicated for the purpose of acquiring park lands in the Southern Gulf Islands.

When the cash in lieu is received, it will fall within the SGI Community Parks Service Area which covers the entire electoral area. As mentioned, although James Island is within the Islands Trust Pender Island Local Trust Area, the CRD has different jurisdictional boundaries for the Community Parks Commission and James Island is not within any of the specific SGI Community Parks Commission boundaries. The decision on the use or final distribution of the funds has not been determined and will require further staff analysis and consultation.

## CONCLUSION

The landowner is proposing to subdivide the 311 +/- ha property on James Island, pursuant to Section 510 of the Local Government Act. To derive the cash in lieu amount there have been two appraisals recently completed by the landowner. The higher of the two appraised values is being accepted, which will result in a cash in lieu amount of $2,077,250.00 to the SGI Community Parks Service. Receipt of the cash-in-lieu is conditional upon the agreement of the Islands Trust, and MOTI's approval of the subdivision.

If the subdivision is not completed within 2021, a new valuation may need to be completed as the value of the subdivision may have changed.

## RECOMMENDATION

The Electoral Areas Committee recommends to the Capital Regional District Board:

That staff notify Islands Trust

1. That a 5% cash-in-lieu of park land dedication of $2,077,250 is acceptable to the CRD for the proposed 79 lot bareland strata subdivision of James Island presented as Strata Plan EPS6912.
2. That if the subdivision is not completed by the end of 2021, that staff be permitted to request a new appraisal be undertaken and the cash-in-lieu adjusted accordingly.

| | |
|---|---|
| Submitted by: | Stephen Henderson, BSc, PG.Dip.Eng, MBA, Manager of Real Estate |
| Submitted by: | Justine Starke, Manager, Southern Gulf Islands |
| Concurrence: | Kristen Morley, J.D., General Manager, Corporate Services & Corporate Officer |
| Concurrence: | Nelson Chan, MBA, FCPA, FCMA, Chief Financial Officer |
| Concurrence: | Robert Lapham, MCIP, RPP, Chief Administrative Officer |

## ATTACHMENT(S)

Appendix A: Strata Plan EPS6912
Appendix B: PLA James Island
Appendix C: Covenant

**SURVEY PLAN CERTIFICATION**
**PROVINCE OF BRITISH COLUMBIA**



Your electronic signature is a representation that you are a British Columbia land surveyor and a subscriber under section 168.6 of the *Land Title Act*, RSBC 1996 c.250. By electronically signing this document, you are also electronically signing the attached plan under section 168.3 of the act.

Minda Riley QD4QG9

DN: c=CA, cn=Minda Riley QD4QG9, o=BC Land Surveyor, ou=Verify ID at www.juricert.com/LKUP.cfm?id=QD4QG9

1. BC LAND SURVEYOR: (Name, address, phone number)

Minda C. Riley, BCLS
#113-2244 Sooke Road

Tel: 250-474-5538
Email: minda@mrls.ca

Victoria BC V9B 1X1

☐ Surveyor General Certification [For Surveyor General Use Only]

2. PLAN IDENTIFICATION:

Control Number: **161-351-2185**

Plan Number: EPS6912

This original plan number assignment was done under Commission #: 925

3. CERTIFICATION:

◉ Form 9 ○ Explanatory Plan ○ Form 9A

I am a British Columbia land surveyor and certify that I was present at and personally superintended this survey and that the survey and plan are correct.

| | | | | | |
|---|---|---|---|---|---|
| The field survey was completed on: | 2020 | October | 28 | (YYYY/Month/DD) | The checklist was filed under ECR#: |
| The plan was completed and checked on: | 2020 | October | 30 | (YYYY/Month/DD) | 243536 |

◉ None ○ Strata Form S

◉ None ○ Strata Form U1 ○ Strata Form U1/U2

Arterial Highway ☐

Remainder Parcel (Airspace) ☐

4. ALTERATION: ☐

# Bare Land Strata Plan of Lot A, Sections 1 to 5, James Island, Cowichan District, Plan EPP101754.

BCGS 92B.054 and 92B.064

Metres
7.5 0 7.5 15 22.5 30 37.5

The intended plot size of this plan is 864 mm in width by 580 mm in height (D size) when plotted at a scale of 1:750

Legend:

Grid bearings are derived from dual frequency, differential GNSS observations and are referred to the central meridian of UTM Zone 10.

This plan shows horizontal ground level distances unless otherwise specified. To compute grid distances, multiply ground level distances by the average combined factor of 0.99980803. The average combined factor has been determined based on an ellipsoidal elevation of 1.7 metres.

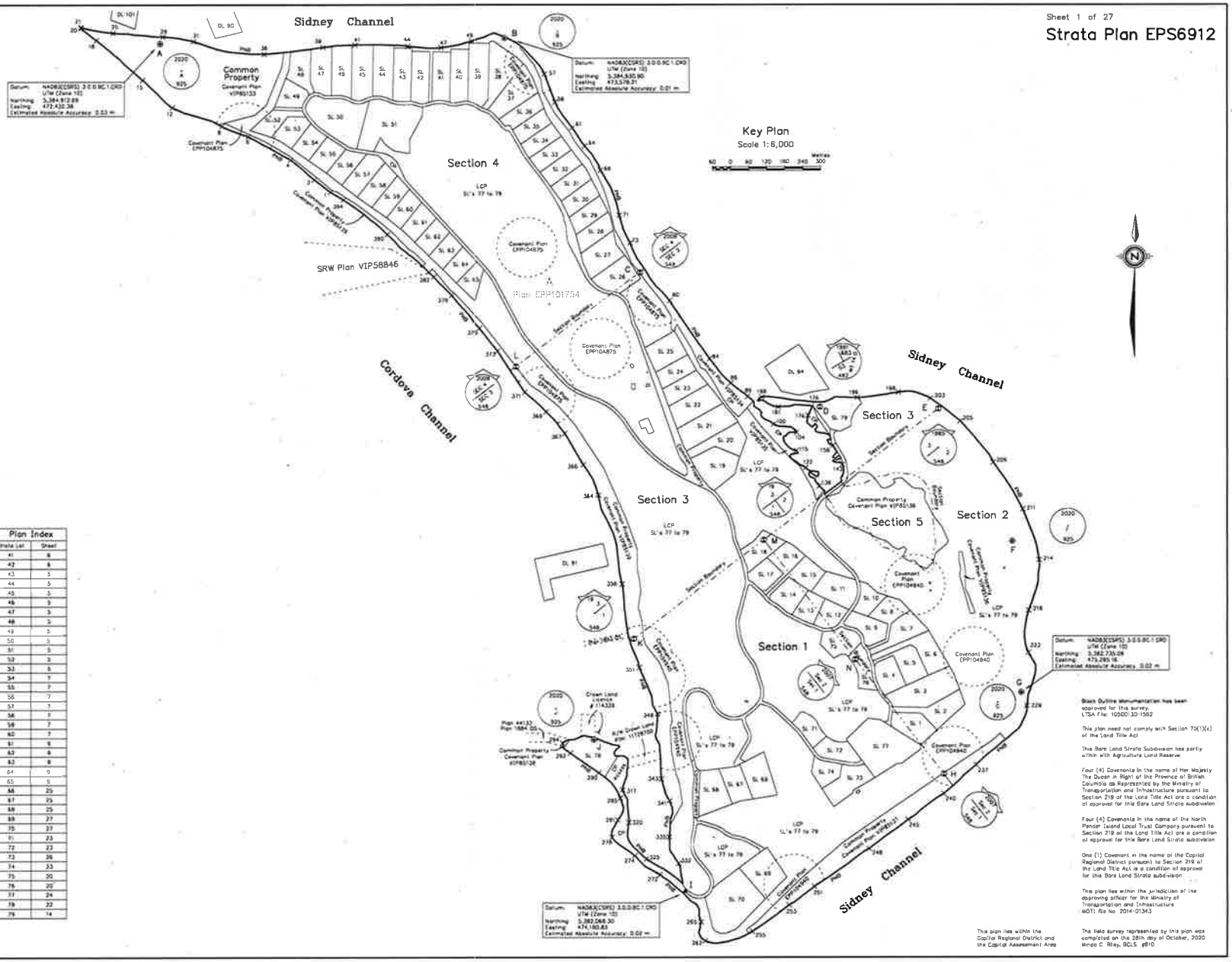
The UTM Coordinates and estimated absolute accuracies achieved are derived from dual frequency baseline ties to Geodetic Control Monument (#368233 (77H5725).

- Standard Iron Post Found
- Standard Iron Post Found
- Standard Capped Post Found
- Non-Standard Capped Post Found
- Traverse Hub Found

PNB Denotes Present Natural Boundary and Natural Boundary as shown on Plan EPP101754
CP Denotes Common Property
LCP Denotes Limited Common Property
P.A Denotes Part Area

Note
This plan shows one or more witness posts which are not set on the true corners

**Civic Addresses not available at this time.**




Sheet 1 of 27

## Strata Plan EPS6912

| Traverse Table | | | |
|---|---|---|---|
| From | To | Bearing | Distance |
| A | B | 89° 05' 21" | 1,146.426 |
| B | C | 150° 13' 42" | 908.583 |
| C | D | 126° 38' 30" | 730.445 |
| D | E | 91° 02' 50" | 382.771 |
| E | F | 151° 04' 48" | 508.596 |
| F | G | 176° 50' 25" | 565.111 |
| G | H | 222° 54' 25" | 376.438 |
| H | I | 243° 29' 42" | 943.466 |
| I | J | 328° 55' 48" | 662.868 |
| J | K | 20° 29' 05" | 332.813 |
| K | L | 337° 30' 33" | 999.540 |
| K | W | 52° 41' 44" | 557.271 |
| L | A | 213° 29' 26" | 1,805.816 |
| L | C | 52° 41' 54" | 518.857 |
| M | E | 52° 41' 44" | 726.174 |
| M | N | 142° 41' 44" | 499.936 |
| N | H | 142° 41' 44" | 486.237 |

| Plan Index | |
|---|---|
| Strata Lot | Sheet |
| 1 | 24 |
| 2 | 24 |
| 3 | 21 |
| 4 | 21 |
| 5 | 21 |
| 6 | 20 |
| 7 | 20 |
| 8 | 20 |
| 9 | 20 |
| 10 | 20 |
| 11 | 17 |
| 12 | 20 |
| 13 | 20 |
| 14 | 20 |
| 15 | 17 |
| 16 | 17 |
| 17 | 17 |
| 18 | 17 |
| 19 | 14 |
| 20 | 14 |
| 21 | 14 |
| 22 | 13 |
| 23 | 13 |
| 24 | 13 |
| 25 | 13 |
| 26 | 10 |
| 27 | 10 |
| 28 | 10 |
| 29 | 8 |
| 30 | 8 |
| 31 | 9 |
| 32 | 8 |
| 33 | 8 |
| 34 | 8 |
| 35 | 6 |
| 36 | 6 |
| 37 | 6 |
| 38 | 6 |
| 39 | 8 |
| 40 | 6 |

| Plan Index | |
|---|---|
| Strata Lot | Sheet |
| 41 | 8 |
| 42 | 6 |
| 43 | 5 |
| 44 | 5 |
| 45 | 5 |
| 46 | 5 |
| 47 | 5 |
| 48 | 5 |
| 49 | 5 |
| 50 | 5 |
| 51 | 5 |
| 52 | 5 |
| 53 | 5 |
| 54 | 7 |
| 55 | 7 |
| 56 | 7 |
| 57 | 7 |
| 58 | 8 |
| 59 | 7 |
| 60 | 7 |
| 61 | 8 |
| 62 | 8 |
| 63 | 8 |
| 64 | 9 |
| 65 | 9 |
| 66 | 25 |
| 67 | 26 |
| 68 | 25 |
| 69 | 27 |
| 70 | 27 |
| 71 | 23 |
| 72 | 23 |
| 73 | 26 |
| 74 | 23 |
| 75 | 20 |
| 76 | 20 |
| 77 | 24 |
| 78 | 22 |
| 79 | 14 |

Black Outline monumentation has been approved for this survey. LTSA File: 10500-30-1562

This plan need not comply with Section 75(1)(c) of the Land Title Act

This Bare Land Strata Subdivision lies partly within with Agriculture Land Reserve

Four (4) Covenants in the name of Her Majesty The Queen in Right of the Province of British Columbia as Represented by the Ministry of Transportation and Infrastructure pursuant to Section 219 of the Land Title Act are a condition of approval for this Bare Land Strata subdivision

Four (4) Covenants in the name of the North Pender Island Local Trust Company pursuant to Section 219 of the Land Title Act are a condition of approval for this Bare Land Strata subdivision

One (1) Covenant in the name of the Capital Regional District pursuant to Section 219 of the Land Title Act is a condition of approval for this Bare Land Strata subdivision

The plan lies within the jurisdiction of the approving officer for the Ministry of Transportation and Infrastructure MOTI file No 2014-01343

This plan lies within the Capital Regional District and the Capital Assessment Area

The field survey represented by this plan was completed on the 28th day of October, 2020
Mindo C. Riley, BCLS #810

McElvaney Riley Land Surveying Inc.
#113 - 2244 Soake Road
Victoria, B.C. V9B 1X1
(250) 474-5538
www.mmls.ca
File: 845\STRATA_EPS6912

# Bare Land Strata Plan of Lot A, Sections 1 to 5, James Island, Cowichan District, Plan EPP101754.

BCGS 92B.054 and 92B.064

Metres
7.5 0 7.5 15 22.5 30 37.5

The intended plot size of this plan is 864 mm in width by 560 mm in height (D size) when plotted at a scale of 1:750

See Sheet 1 for Legend



## Strata Plan EPS6912

### Ties to Natural Boundary

| From | To | Bearing | Distance |
|---|---|---|---|
| | 1 | 131° 21' 15" | 755.80 |
| | 2 | 131° 45' 15" | 698.05 |
| | 3 | 131° 45' 15" | 642.00 |
| | 4 | 131° 56' 00" | 585.34 |
| | 5 | 134° 57' 30" | 500.60 |
| | 6 | 138° 49' 45" | 428.60 |
| | 7 | 141° 02' 30" | 375.10 |
| | 8 | 142° 28' 45" | 345.70 |
| | 9 | 146° 18' 45" | 312.55 |
| | 10 | 150° 19' 15" | 295.60 |
| | 11 | 160° 10' 30" | 249.45 |
| | 12 | 169° 12' 45" | 218.95 |
| | 13 | 173° 28' 15" | 202.80 |
| | 14 | 182° 35' 15" | 170.25 |
| | 15 | 205° 19' 00" | 120.65 |
| | 16 | 240° 50' 15" | 137.80 |
| | 17 | 291° 52' 15" | 169.35 |
| | 18 | 273° 09' 00" | 212.00 |
| | 19 | 280° 33' 45" | 262.80 |
| A | 20 | 281° 21' 30" | 268.30 |
| | 21 | 282° 11' 15" | 268.65 |
| | 22 | 281° 38' 45" | 255.50 |
| | 23 | 281° 38' 00" | 240.65 |
| | 24 | 281° 38' 45" | 189.90 |
| | 25 | 283° 02' 15" | 160.10 |
| | 26 | 287° 54' 15" | 110.85 |
| | 27 | 299° 37' 00" | 56.85 |
| | 28 | 312° 27' 15" | 37.70 |
| | 29 | 20° 50' 19" | 25.75 |
| | 30 | 73° 13' 15" | 84.85 |
| | 31 | 88° 12' 15" | 111.30 |
| | 32 | 98° 12' 00" | 198.85 |
| | 33 | 99° 50' 15" | 231.30 |
| | 34 | 96° 38' 30" | 276.25 |
| | 35 | 96° 37' 30" | 305.15 |
| | 36 | 95° 52' 30" | 348.30 |
| | 37 | 83° 41' 15" | 427.83 |
| | 38 | 92° 42' 00" | 470.90 |
| | 39 | 81° 18' 30" | 543.10 |
| | 40 | 90° 39' 30" | 584.45 |
| | 41 | 261° 22' 45" | 487.25 |
| | 42 | 265° 46' 00" | 268.00 |
| | 43 | 265° 58' 00" | 345.80 |
| | 44 | 265° 03' 45" | 323.65 |
| | 45 | 262° 48' 00" | 283.60 |
| | 46 | 261° 44' 45" | 236.75 |
| | 47 | 261° 18' 45" | 212.65 |
| | 48 | 261° 20' 00" | 165.50 |
| | 49 | 264° 18' 15" | 108.20 |
| | 50 | 272° 07' 45" | 68.80 |
| | 51 | 297° 21' 15" | 38.25 |
| | 52 | 14° 30' 45" | 5.45 |
| B | 53 | 110° 42' 00" | 43.80 |
| | 54 | 116° 42' 00" | 86.85 |
| | 55 | 126° 22' 30" | 127.40 |
| | 56 | 139° 45' 15" | 163.15 |
| | 57 | 132° 13' 30" | 181.45 |
| | 58 | 141° 34' 30" | 274.25 |
| | 59 | 142° 51' 30" | 298.20 |
| | 60 | 143° 13' 30" | 322.65 |
| | 61 | 143° 24' 45" | 377.20 |
| | 62 | 143° 12' 45" | 404.55 |
| | 63 | 143° 34' 30" | 431.00 |
| | 64 | 143° 36' 15" | 451.35 |
| | 65 | 338° 25' 15" | 425.90 |
| | 66 | 338° 37' 45" | 409.10 |
| | 67 | 339° 20' 15" | 388.15 |
| | 68 | 339° 14' 30" | 367.35 |
| | 69 | 341° 27' 15" | 353.00 |
| | 70 | 341° 49' 30" | 248.20 |
| | 71 | 340° 32' 30" | 203.75 |
| | 72 | 338° 36' 30" | 153.95 |
| | 73 | 342° 17' 30" | 104.80 |
| | 74 | 343° 34' 15" | 78.25 |
| | 75 | 350° 29' 15" | 48.50 |
| C | 76 | 81° 32' 45" | 21.35 |
| | 77 | 170° 52' 00" | 41.30 |
| | 78 | 130° 28' 15" | 73.30 |
| | 79 | 131° 02' 00" | 86.80 |
| | 80 | 133° 23' 30" | 137.55 |
| | 81 | 135° 08' 45" | 153.10 |
| | 82 | 136° 34' 15" | 184.85 |
| | 83 | 139° 29' 45" | 260.50 |
| | 84 | 141° 08' 30" | 370.90 |
| | 85 | 141° 22' 30" | 438.85 |
| | 86 | 280° 13' 30" | 307.00 |
| | 87 | 280° 37' 45" | 264.10 |
| | 88 | 280° 15' 15" | 254.80 |
| | 89 | 278° 15' 15" | 242.80 |
| | 90 | 274° 13' 30" | 220.20 |

### Ties to Natural Boundary

| From | To | Bearing | Distance |
|---|---|---|---|
| | 91 | 270° 44' 00" | 218.75 |
| | 92 | 268° 07' 30" | 212.10 |
| | 93 | 263° 23' 15" | 200.70 |
| | 94 | 264° 07' 30" | 194.45 |
| | 95 | 262° 53' 30" | 197.05 |
| | 96 | 261° 08' 45" | 197.25 |
| | 97 | 258° 18' 15" | 191.50 |
| | 98 | 256° 02' 45" | 183.25 |
| | 99 | 254° 29' 15" | 175.10 |
| | 100 | 248° 28' 45" | 164.30 |
| | 101 | 244° 58' 15" | 152.15 |
| | 102 | 234° 48' 45" | 117.20 |
| | 103 | 205° 45' 15" | 112.40 |
| | 104 | 272° 28' 15" | 118.80 |
| | 105 | 279° 00' 45" | 130.25 |
| | 106 | 230° 03' 45" | 137.60 |
| | 107 | 229° 17' 30" | 147.35 |
| | 108 | 230° 21' 30" | 158.10 |
| | 109 | 227° 58' 00" | 162.90 |
| | 110 | 224° 48' 15" | 168.65 |
| | 111 | 221° 51' 00" | 167.45 |
| | 112 | 219° 53' 45" | 165.75 |
| | 113 | 215° 56' 45" | 170.70 |
| | 114 | 211° 58' 30" | 168.30 |
| | 115 | 208° 01' 00" | 163.90 |
| | 116 | 205° 17' 30" | 171.75 |
| | 117 | 211° 10' 45" | 185.75 |
| | 118 | 211° 51' 15" | 183.25 |
| | 119 | 208° 26' 30" | 186.30 |
| | 120 | 201° 34' 00" | 202.05 |
| | 121 | 199° 04' 15" | 209.10 |
| | 122 | 183° 24' 15" | 209.80 |
| | 123 | 182° 40' 30" | 216.45 |
| | 124 | 182° 11' 30" | 218.85 |
| | 125 | 182° 42' 45" | 211.45 |
| | 126 | 181° 20' 45" | 219.80 |
| | 127 | 181° 04' 30" | 228.40 |
| | 128 | 182° 08' 30" | 235.05 |
| | 129 | 183° 12' 45" | 234.80 |
| | 130 | 188° 38' 45" | 222.40 |
| | 131 | 188° 24' 30" | 224.00 |
| | 132 | 182° 40' 30" | 232.20 |
| | 133 | 183° 01' 30" | 239.35 |
| | 134 | 184° 45' 00" | 241.05 |
| | 135 | 183° 53' 00" | 243.25 |
| | 136 | 183° 29' 15" | 251.95 |
| | 137 | 181° 11' 30" | 258.75 |
| | 138 | 180° 20' 15" | 267.50 |
| | 139 | 178° 54' 45" | 282.55 |
| | 140 | 181° 43' 30" | 342.30 |
| | 141 | 182° 18' 30" | 332.20 |
| | 142 | 158° 11' 15" | 218.15 |
| | 143 | 158° 00' 25" | 257.70 |
| | 144 | 158° 17' 45" | 300.70 |
| | 145 | 163° 09' 30" | 198.45 |
| | 146 | 164° 55' 15" | 182.80 |
| | 147 | 168° 47' 30" | 187.50 |
| | 148 | 168° 13' 15" | 185.05 |
| | 149 | 162° 13' 30" | 187.15 |
| | 150 | 158° 06' 30" | 186.30 |
| | 151 | 158° 01' 30" | 181.40 |
| | 152 | 156° 01' 15" | 175.20 |
| | 153 | 151° 38' 45" | 178.85 |
| | 154 | 153° 12' 00" | 180.10 |
| | 155 | 155° 20' 30" | 177.80 |
| | 156 | 155° 38' 45" | 173.40 |
| | 157 | 158° 23' 15" | 161.90 |
| | 158 | 161° 22' 30" | 138.45 |
| | 159 | 165° 49' 15" | 128.60 |
| | 160 | 167° 47' 00" | 115.65 |
| | 161 | 166° 53' 45" | 112.25 |
| | 162 | 161° 36' 45" | 115.90 |
| | 163 | 165° 52' 30" | 100.30 |
| | 164 | 170° 17' 45" | 89.25 |
| | 165 | 177° 58' 00" | 87.50 |
| | 166 | 185° 17' 45" | 85.90 |
| | 167 | 191° 17' 00" | 81.95 |
| | 168 | 183° 13' 30" | 76.75 |
| | 169 | 188° 27' 45" | 70.55 |
| | 170 | 188° 24' 15" | 66.30 |
| | 171 | 191° 06' 30" | 60.75 |
| | 172 | 195° 15' 00" | 58.35 |
| | 173 | 198° 09' 15" | 56.30 |
| | 174 | 201° 18' 30" | 53.10 |
| | 175 | 218° 02' 45" | 67.50 |
| | 176 | 233° 37' 45" | 48.50 |
| | 177 | 276° 43' 15" | 24.60 |
| | 178 | 275° 27' 45" | 71.70 |
| | 179 | 274° 27' 45" | 86.40 |
| | 180 | 270° 50' 30" | 103.50 |

### Ties to Natural Boundary

| From | To | Bearing | Distance |
|---|---|---|---|
| | 181 | 270° 54' 15" | 138.80 |
| | 182 | 270° 37' 30" | 151.65 |
| | 183 | 274° 25' 00" | 176.80 |
| | 184 | 276° 34' 15" | 193.80 |
| | 185 | 275° 26' 45" | 207.25 |
| | 186 | 276° 27' 00" | 207.15 |
| | 187 | 278° 17' 00" | 203.30 |
| | 188 | 279° 42' 45" | 198.25 |
| | 189 | 281° 18' 15" | 178.30 |
| | 190 | 282° 56' 30" | 131.10 |
| | 191 | 285° 11' 45" | 83.95 |
| | 192 | 286° 27' 15" | 41.25 |
| | 193 | 314° 28' 30" | 33.70 |
| | 194 | 41° 21' 00" | 21.85 |
| | 195 | 56° 38' 30" | 58.90 |
| | 196 | 75° 46' 00" | 127.80 |
| | 197 | 78° 42' 45" | 187.30 |
| | 198 | 253° 18' 00" | 142.10 |
| | 199 | 296° 43' 30" | 128.85 |
| | 200 | 298° 18' 30" | 135.35 |
| | 201 | 303° 53' 00" | 104.65 |
| | 202 | 312° 45' 30" | 72.65 |
| | 203 | 325° 15' 30" | 43.60 |
| | 204 | 101° 14' 45" | 32.65 |
| | 205 | 119° 15' 30" | 84.20 |
| | 206 | 133° 25' 30" | 111.80 |
| | 207 | 139° 59' 15" | 171.80 |
| | 208 | 131° 54' 15" | 228.35 |
| | 209 | 134° 21' 00" | 256.80 |
| | 210 | 356° 38' 00" | 193.30 |
| | 211 | 17° 58' 45" | 113.95 |
| | 212 | 80° 28' 15" | 74.75 |
| | 213 | 99° 23' 15" | 83.55 |
| | 214 | 154° 57' 15" | 109.90 |
| | 215 | 154° 00' 30" | 125.25 |
| | 216 | 143° 34' 00" | 180.85 |
| | 217 | 153° 30' 30" | 179.80 |
| | 218 | 158° 31' 15" | 236.80 |
| | 219 | 168° 04' 00" | 206.55 |
| | 220 | 5° 27' 45" | 202.15 |
| | 221 | 4° 28' 45" | 178.80 |
| | 222 | 10° 00' 00" | 154.40 |
| | 223 | 11° 10' 30" | 125.00 |
| | 224 | 28° 26' 30" | 104.45 |
| | 225 | 33° 55' 15" | 90.95 |
| | 226 | 28° 55' 30" | 73.20 |
| | 227 | 64° 17' 00" | 26.95 |
| | 228 | 112° 48' 00" | 26.90 |
| | 229 | 155° 43' 45" | 50.40 |
| | 230 | 163° 05' 00" | 68.55 |
| | 231 | 168° 50' 00" | 80.30 |
| | 232 | 178° 41' 15" | 109.55 |
| | 233 | 183° 34' 15" | 125.10 |
| | 234 | 195° 14' 45" | 180.80 |
| | 235 | 200° 24' 00" | 182.95 |
| | 236 | 65° 47' 00" | 163.90 |
| | 237 | 75° 02' 45" | 112.55 |
| | 238 | 85° 10' 00" | 68.35 |
| | 239 | 116° 59' 30" | 55.55 |
| | 240 | 178° 56' 30" | 67.10 |
| | 241 | 186° 07' 00" | 86.10 |
| | 242 | 205° 17' 15" | 109.95 |
| | 243 | 211° 05' 15" | 128.40 |
| | 244 | 214° 05' 00" | 156.95 |
| | 245 | 217° 16' 15" | 193.45 |
| | 246 | 220° 45' 30" | 249.15 |
| | 247 | 222° 29' 00" | 276.30 |
| | 248 | 224° 41' 30" | 332.05 |
| | 249 | 225° 28' 15" | 369.90 |
| | 250 | 228° 28' 30" | 432.75 |
| | 251 | 87° 54' 30" | 439.25 |
| | 252 | 96° 00' 30" | 363.05 |
| | 253 | 89° 39' 30" | 346.30 |
| | 254 | 109° 40' 00" | 252.95 |
| | 255 | 121° 09' 00" | 239.95 |
| | 256 | 129° 37' 00" | 248.15 |
| | 257 | 137° 23' 15" | 238.80 |
| | 258 | 130° 00' 00" | 229.30 |
| | 259 | 139° 42' 30" | 220.45 |
| | 260 | 148° 56' 45" | 202.05 |
| | 261 | 134° 12' 15" | 181.85 |
| | 262 | 158° 30' 15" | 178.50 |
| | 263 | 161° 28' 15" | 185.20 |
| | 264 | 163° 18' 00" | 143.80 |
| | 265 | 153° 12' 30" | 114.75 |
| | 266 | 151° 00' 30" | 92.65 |
| | 267 | 143° 12' 00" | 74.40 |
| | 268 | 145° 23' 45" | 58.90 |
| | 269 | 151° 30' 15" | 38.70 |
| | 270 | 222° 21' 15" | 9.85 |

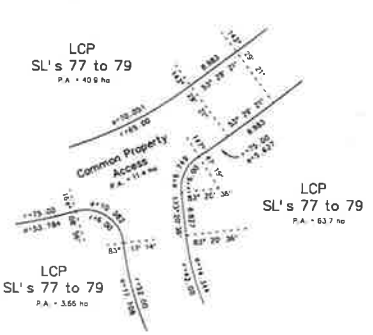
### Ties to Natural Boundary

| From | To | Bearing | Distance |
|---|---|---|---|
| | 271 | 301° 29' 30" | 61.40 |
| | 272 | 302° 49' 15" | 100.80 |
| | 273 | 301° 23' 00" | 158.30 |
| | 274 | 305° 21' 30" | 205.30 |
| | 275 | 305° 18' 30" | 228.80 |
| | 276 | 305° 04' 15" | 271.40 |
| | 277 | 305° 21' 15" | 288.40 |
| | 278 | 306° 19' 15" | 303.20 |
| | 279 | 307° 49' 00" | 311.60 |
| | 280 | 188° 39' 45" | 311.55 |
| | 281 | 163° 21' 30" | 282.70 |
| | 282 | 158° 45' 00" | 270.10 |
| | 283 | 153° 30' 30" | 258.15 |
| | 284 | 156° 28' 00" | 247.70 |
| | 285 | 155° 55' 00" | 216.85 |
| | 286 | 155° 21' 30" | 195.70 |
| | 287 | 155° 55' 45" | 181.40 |
| | 288 | 153° 41' 15" | 160.30 |
| | 289 | 160° 48' 15" | 143.00 |
| | 290 | 171° 06' 15" | 114.85 |
| | 291 | 223° 35' 30" | 84.40 |
| | 292 | 238° 29' 15" | 88.85 |
| | 293 | 252° 42' 45" | 104.55 |
| | 294 | 263° 12' 45" | 103.75 |
| | 295 | 268° 29' 45" | 87.05 |
| | 296 | 269° 08' 00" | 63.75 |
| | 297 | 283° 50' 30" | 42.00 |
| | 298 | 293° 01' 00" | 35.15 |
| | 299 | 11° 14' 45" | 6.75 |
| | 300 | 84° 29' 45" | 12.30 |
| | 301 | 83° 04' 15" | 21.00 |
| | 302 | 104° 13' 30" | 43.05 |
| | 303 | 105° 40' 45" | 68.15 |
| | 304 | 104° 10' 30" | 83.05 |
| | 305 | 104° 53' 30" | 88.50 |
| | 306 | 103° 03' 45" | 90.35 |
| | 307 | 116° 18' 45" | 82.20 |
| | 308 | 123° 55' 45" | 63.45 |
| | 309 | 127° 44' 00" | 91.30 |
| | 310 | 119° 24' 45" | 114.40 |
| | 311 | 119° 24' 45" | 125.45 |
| | 312 | 120° 28' 15" | 132.50 |
| | 313 | 122° 32' 00" | 136.80 |
| | 314 | 130° 13' 30" | 148.80 |
| | 315 | 137° 57' 15" | 186.10 |
| | 316 | 148° 27' 00" | 187.90 |
| | 317 | 150° 22' 45" | 185.80 |
| | 318 | 150° 42' 00" | 221.25 |
| | 319 | 153° 20' 30" | 254.00 |
| | 320 | 153° 12' 15" | 302.80 |
| | 321 | 314° 48' 15" | 271.90 |
| | 322 | 312° 20' 15" | 258.15 |
| | 323 | 310° 38' 00" | 240.25 |
| | 324 | 310° 18' 30" | 224.50 |
| | 325 | 308° 21' 45" | 168.45 |
| | 326 | 311° 05' 30" | 136.30 |
| | 327 | 315° 58' 15" | 101.45 |
| | 328 | 328° 30' 30" | 66.10 |
| | 329 | 331° 21' 00" | 29.80 |
| | 330 | 342° 09' 30" | 28.35 |
| | 331 | 347° 11' 30" | 81.90 |
| | 332 | 346° 14' 15" | 84.40 |
| | 333 | 338° 14' 15" | 143.55 |
| | 334 | 340° 21' 15" | 158.10 |
| | 335 | 343° 20' 30" | 168.15 |
| | 336 | 346° 23' 00" | 214.85 |
| | 337 | 341° 08' 00" | 230.15 |
| | 338 | 348° 31' 15" | 246.40 |
| | 339 | 350° 42' 15" | 262.40 |
| | 340 | 351° 01' 30" | 280.35 |
| | 341 | 350° 27' 15" | 305.50 |
| | 342 | 348° 27' 15" | 329.25 |
| | 343 | 343° 58' 45" | 382.20 |
| | 344 | 184° 32' 30" | 361.60 |
| | 345 | 185° 17' 30" | 340.85 |
| | 346 | 185° 20' 30" | 327.05 |
| | 347 | 183° 58' 15" | 314.85 |
| | 348 | 158° 50' 00" | 291.10 |
| | 349 | 181° 09' 30" | 227.20 |
| | 350 | 158° 27' 55" | 197.20 |
| | 351 | 161° 58' 45" | 92.60 |
| | 352 | 160° 37' 30" | 75.90 |
| | 353 | 160° 54' 15" | 50.45 |
| | 354 | 173° 52' 30" | 14.45 |
| | 355 | 340° 58' 30" | 28.50 |
| | 356 | 349° 15' 00" | 108.80 |
| | 357 | 350° 58' 15" | 139.00 |
| | 358 | 351° 42' 30" | 191.35 |
| | 359 | 350° 50' 15" | 238.30 |
| | 360 | 351° 46' 00" | 323.25 |

### Ties to Natural Boundary

| From | To | Bearing | Distance |
|---|---|---|---|
| | 361 | 350° 51' 30" | 385.25 |
| | 362 | 350° 51' 15" | 385.90 |
| | 363 | 347° 31' 45" | 454.35 |
| | 364 | 347° 36' 00" | 500.95 |
| | 365 | 145° 57' 15" | 458.40 |
| | 366 | 145° 50' 15" | 400.15 |
| | 367 | 144° 26' 30" | 278.20 |
| | 368 | 144° 15' 00" | 230.45 |
| | 369 | 146° 27' 00" | 182.70 |
| | 370 | 152° 32' 45" | 123.05 |
| | 371 | 160° 48' 00" | 82.50 |
| | 372 | 212° 48' 45" | 25.75 |
| | 373 | 315° 04' 00" | 19.10 |
| | 374 | 313° 29' 00" | 118.00 |
| | 375 | 316° 32' 00" | 176.05 |
| | 376 | 316° 45' 30" | 200.05 |
| | 377 | 317° 58' 45" | 234.60 |
| | 378 | 317° 44' 45" | 286.75 |
| | 379 | 318° 21' 15" | 318.25 |
| | 380 | 317° 52' 15" | 358.30 |
| | 381 | 317° 34' 00" | 380.70 |
| | 382 | 317° 43' 00" | 405.25 |
| | 383 | 317° 21' 30" | 450.50 |
| | 384 | 317° 04' 00" | 471.55 |
| | 385 | 316° 55' 00" | 497.05 |
| | 386 | 316° 27' 15" | 514.05 |
| | 387 | 316° 19' 15" | 531.85 |
| | 388 | 315° 53' 00" | 554.85 |
| | 389 | 316° 26' 30" | 563.05 |
| | 390 | 315° 53' 30" | 614.70 |
| | 391 | 315° 43' 45" | 671.75 |
| | 392 | 315° 34' 10" | 688.25 |
| | 393 | 315° 19' 55" | 713.30 |
| | 394 | 314° 13' 15" | 800.95 |

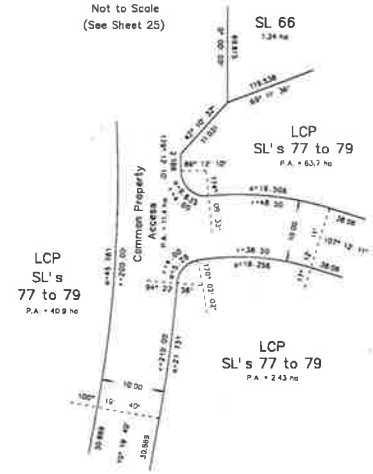
### Detail 1
Not to Scale
(See Sheet 23)



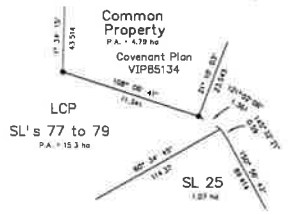

### Detail 3
Not to Scale
(See Sheets 20 and 21)




### Detail 2
Not to Scale
(See Sheet 25)




### Detail 14
Not to Scale
Exaggerated for Clarity
(See Sheet 12)




McElvaney Riley Land Surveying Inc.
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File: 842\STRATA_EPS6912

This plan lies within the Capital Regional District

The field survey represented by this plan was completed on the 28th day of October, 2020

Mindy C. Riley, BCLS #810

# Strata Plan EPS6912

## Bare Land Strata Plan of Lot A, Sections 1 to 5, James Island, Cowichan District, Plan EPP101754.

BCGS 92B.054 and 92B.064

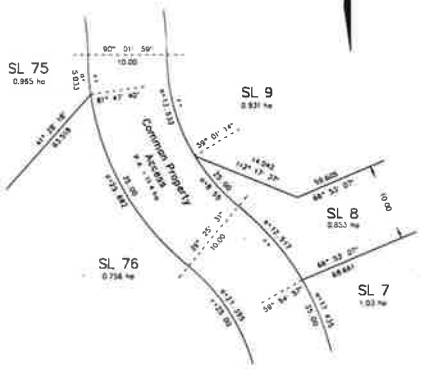
Metres
7.5 0 7.5 15 22.5 30 37.5

The intended plot size of this plan is 864 mm in width by 560 mm in height (D size) when plotted at a scale of 1:750

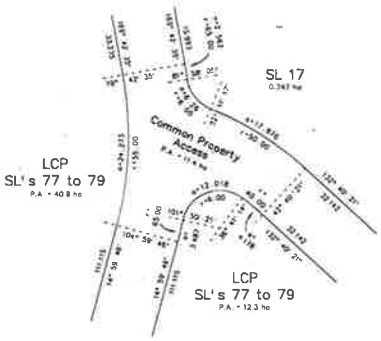
See Sheet 1 for Legend



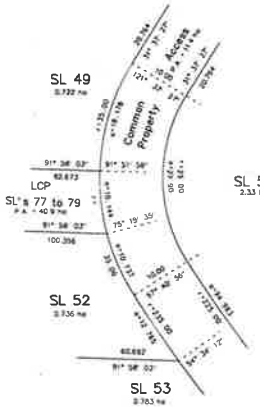
### Detail 4
Not to Scale
(See Sheet 20)



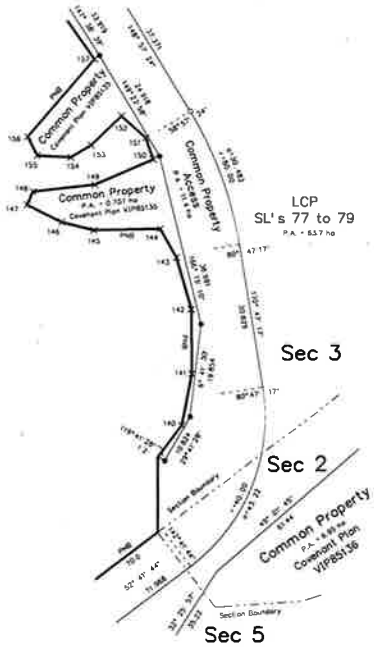

### Detail 6
Not to Scale
(See Sheets 16 and 17)



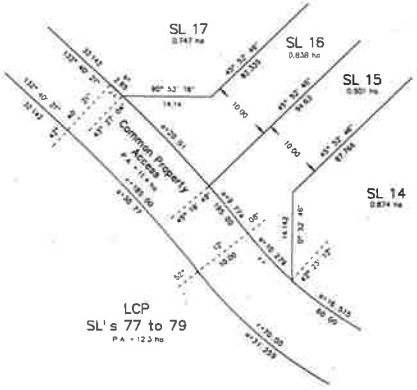

### Detail 9
Not to Scale
(See Sheet 5)




### Detail 11
Not to Scale
Exaggerated for Clarity
(See Sheet 14)




### Detail 5
Not to Scale
(See Sheets 17 and 20)



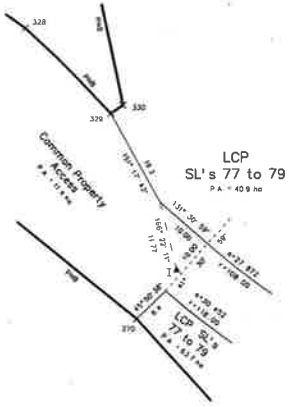

### Detail 7
Not to Scale
(See Sheet 23)



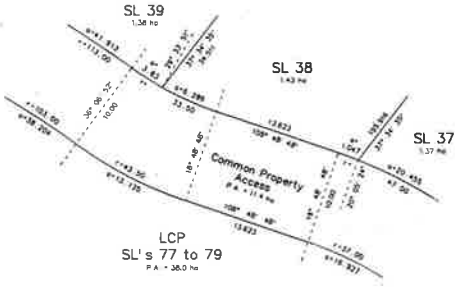

### Detail 13
Not to Scale
Exaggerated for Clarity
(See Sheet 6)



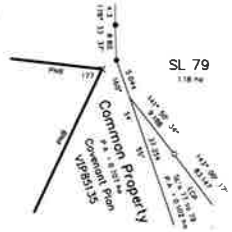

### Detail 10
Not to Scale
(See Sheet 27)




### Detail 8
Not to Scale
Exaggerated for Clarity
(See Sheet 6)



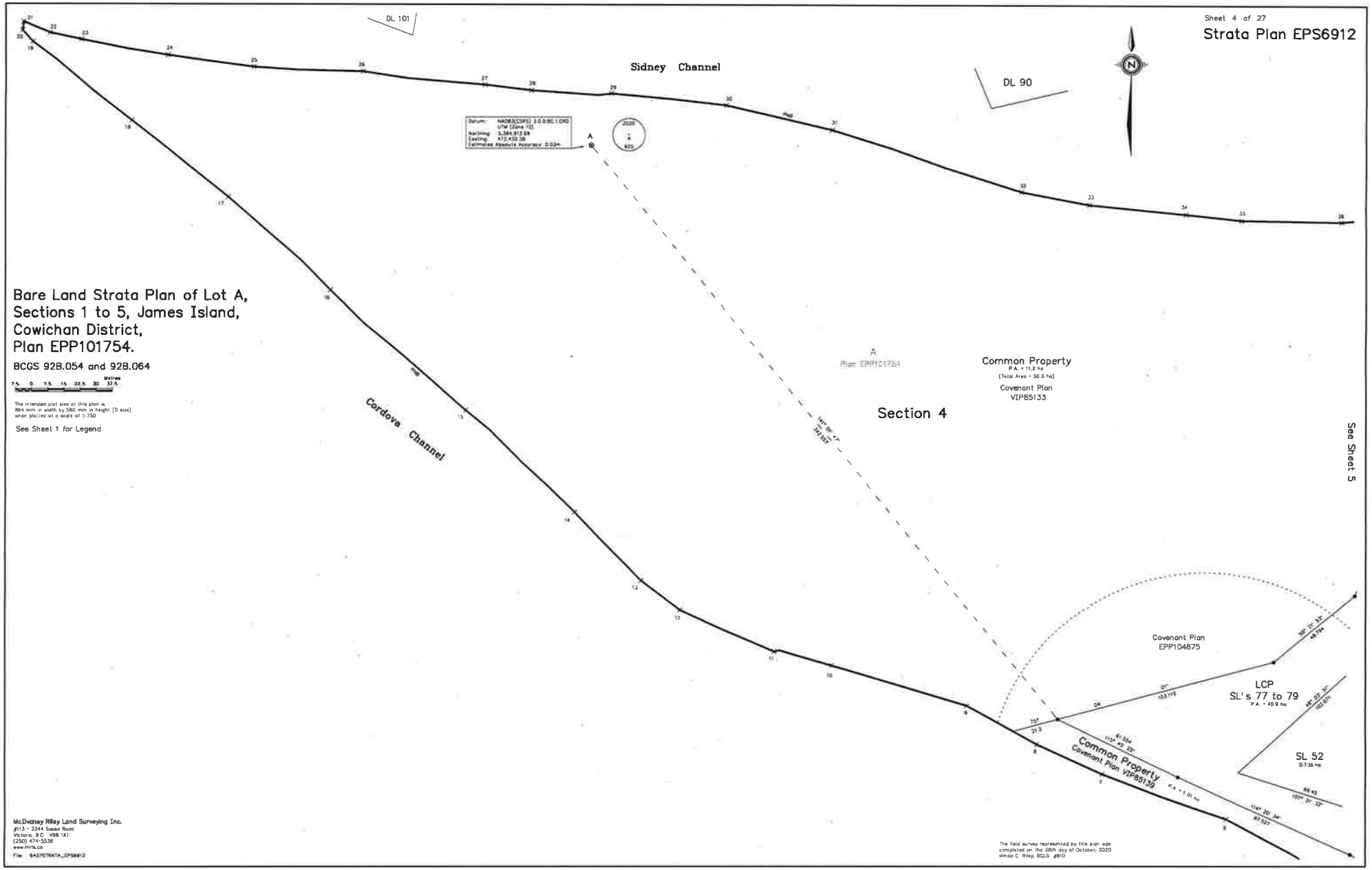

### Detail 12
Not to Scale
Exaggerated for Clarity
(See Sheet 14)




McElvaney Riley Land Surveying Inc.
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File 643STRATA_EPS6912

The field survey represented by this plan was completed on the 28th day of October, 2020
Wade C. Riley, BCLS #810

# Strata Plan EPS6912




## Bare Land Strata Plan of Lot A, Sections 1 to 5, James Island, Cowichan District, Plan EPP101754.

BCGS 92B.054 and 92B.064

Metres
7.5 0 7.5 15 22.5 30 37.5

The intended plot size of this plan is 864 mm in width by 560 mm in height (D size) when plotted at a scale of 1:750

See Sheet 1 for Legend

McIlvaney Riley Land Surveying Inc.
#113 - 2244 Sooke Road
Victoria, B.C. V9B 1A1
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www.mrls.ca

File: 6437STRATA_EPS6912

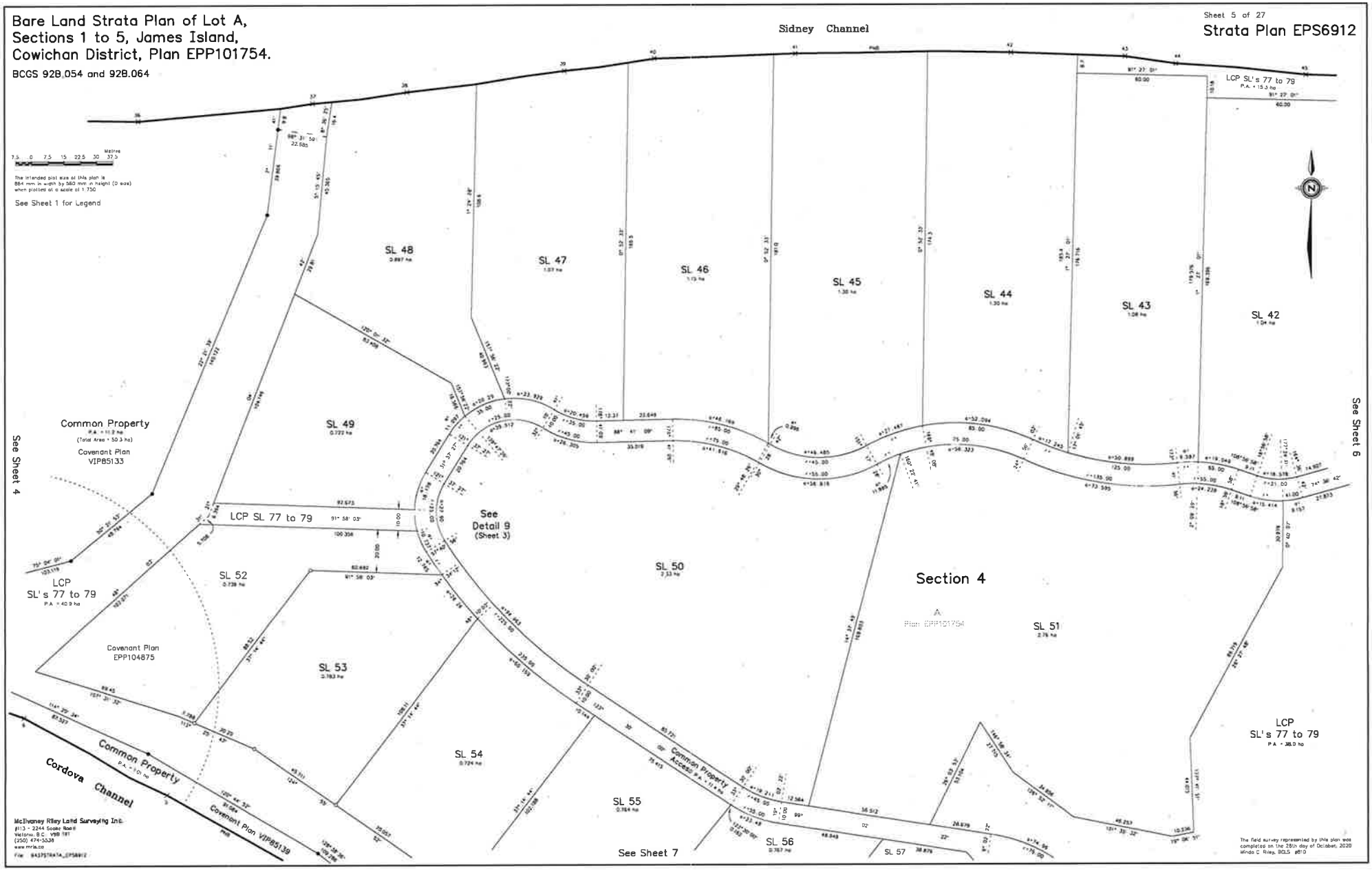
The field survey represented by this plan was completed on the 28th day of October, 2020
Mirda C. Riley, BCLS #810

Bare Land Strata Plan of Lot A,
Sections 1 to 5, James Island,
Cowichan District, Plan EPP101754.

BCGS 92B.054 and 92B.064



Strata Plan EPS6912

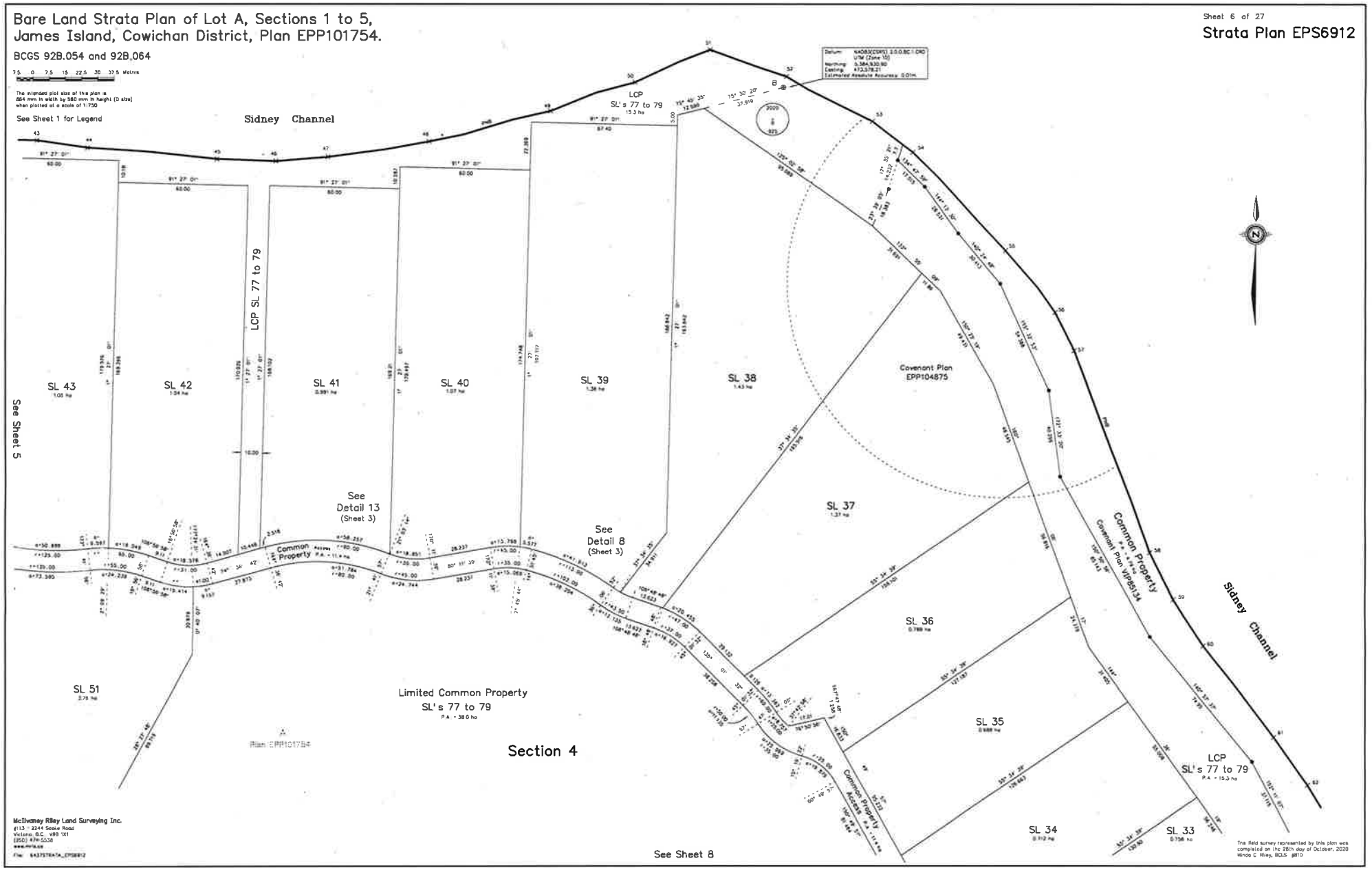


# Bare Land Strata Plan of Lot A, Sections 1 to 5, James Island, Cowichan District, Plan EPP101754.

BCGS 92B.054 and 92B.064



## Strata Plan EPS6912




McIlvaney Riley Land Surveying Inc.
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Victoria, B.C. V9B 1X1
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This field survey represented by this plan was compiled on the 28th day of October, 2020
Wendy C. Riley, BCLS #810

# Bare Land Strata Plan of Lot A, Sections 1 to 5, James Island, Cowichan District, Plan EPP101754.

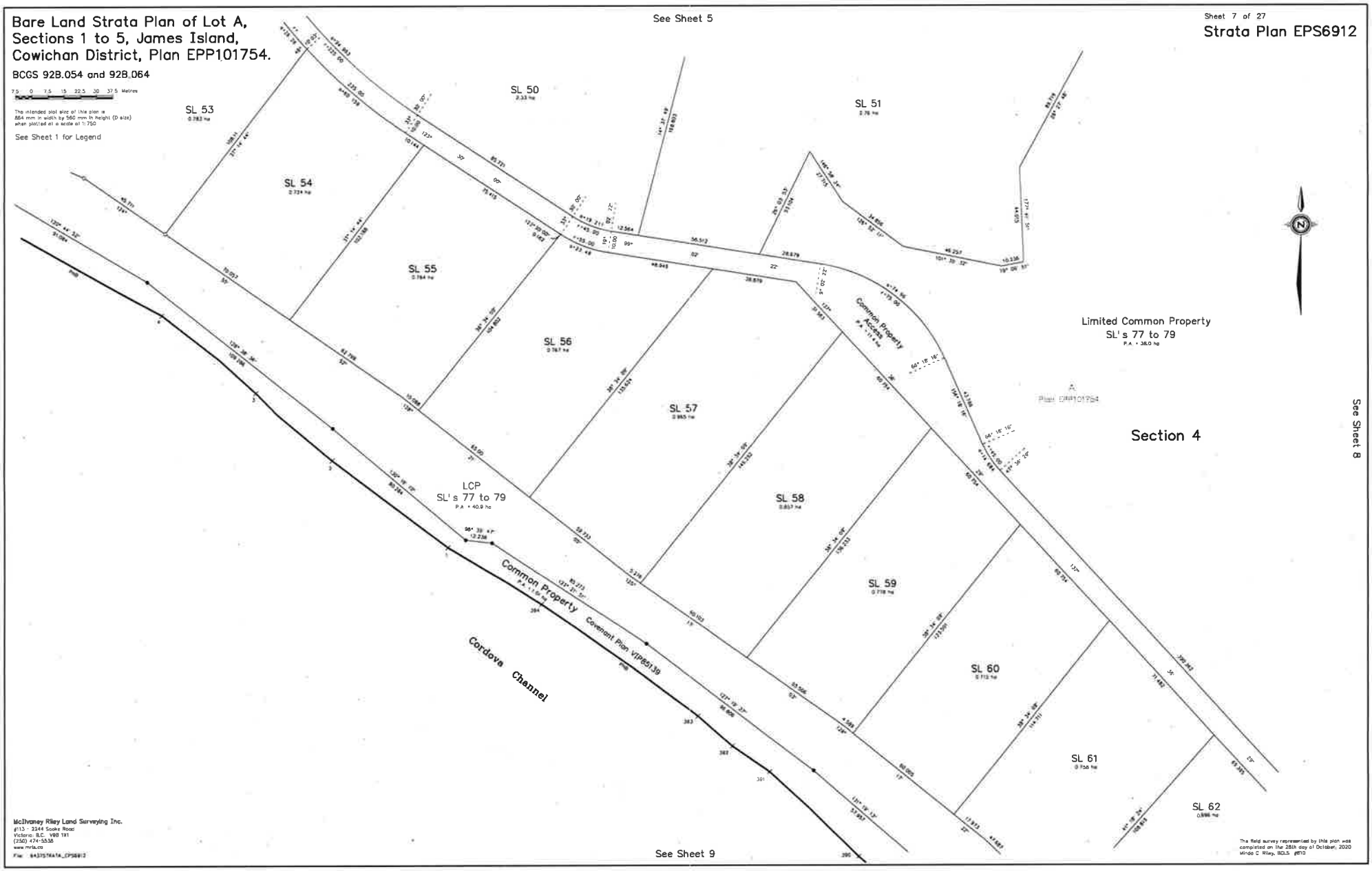
BCGS 92B.054 and 92B.064



## Strata Plan EPS6912

See Sheet 5

See Sheet 1 for Legend




See Sheet 8

See Sheet 9

McIlvaney Riley Land Surveying Inc.
g113 - 3244 Saake Road
Victoria, B.C. V9B 1W1
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The field survey represented by this plan was completed on the 28th day of October, 2020
Mindo C. Riley, BCLS g810

# Bare Land Strata Plan of Lot A, Sections 1 to 5, James Island, Cowichan District, Plan EPP101754.

BCGS 92B.054 and 92B.064

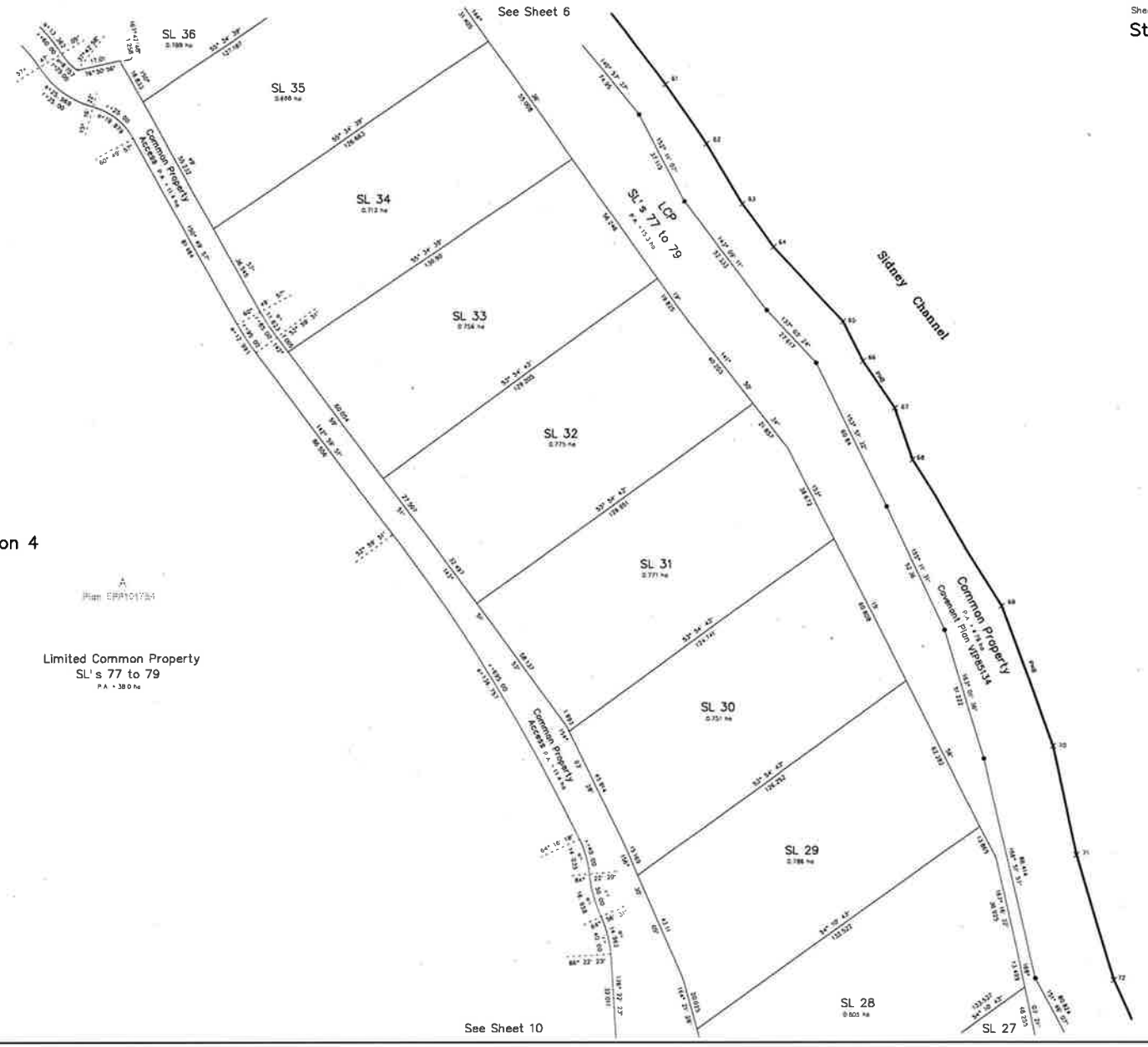
Metres
7.5 0 7.5 15 22.5 30 37.5

The intended plot size of this plan is 864 mm in width by 560 mm in height (D size) when plotted at a scale of 1:750

See Sheet 1 for Legend



## Strata Plan EPS6912




See Sheet 7

McIlvaney Riley Land Surveying Inc.
g113 - 2244 Sooke Road
Victoria B.C. V9B 1X1
(250) 474-5538
www.mrls.ca
File: 8437STRATA_EPS6912

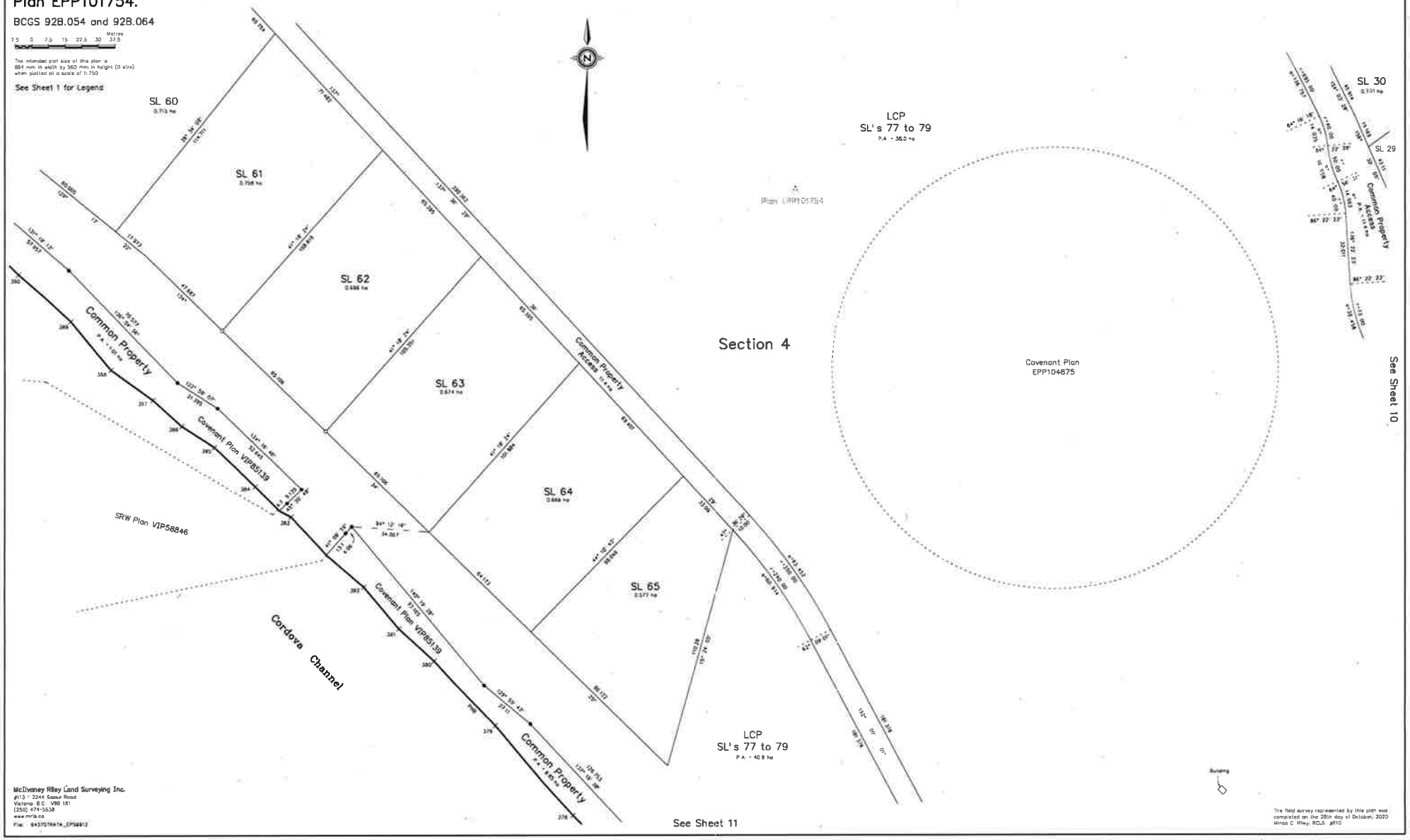
The field survey represented by this plan was completed on the 28th day of October, 2020
Minos C. Riley, BCLS g813

# Bare Land Strata Plan of Lot A, Sections 1 to 5, James Island, Cowichan District, Plan EPP101754.

BCGS 92B.054 and 92B.064



## Strata Plan EPS6912




McIlvaney Riley Land Surveying Inc.
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Victoria B.C. V9B 1X1
(250) 474-5538
www.mrls.ca
File: 643575MA1A_EPS6912

The field survey represented by this plan was completed on the 28th day of October, 2020
Mingo C. Riley, BCLS #810

# Bare Land Strata Plan of Lot A, Sections 1 to 5, James Island, Cowichan District, Plan EPP101754.

BCGS 92B.054 and 92B.064

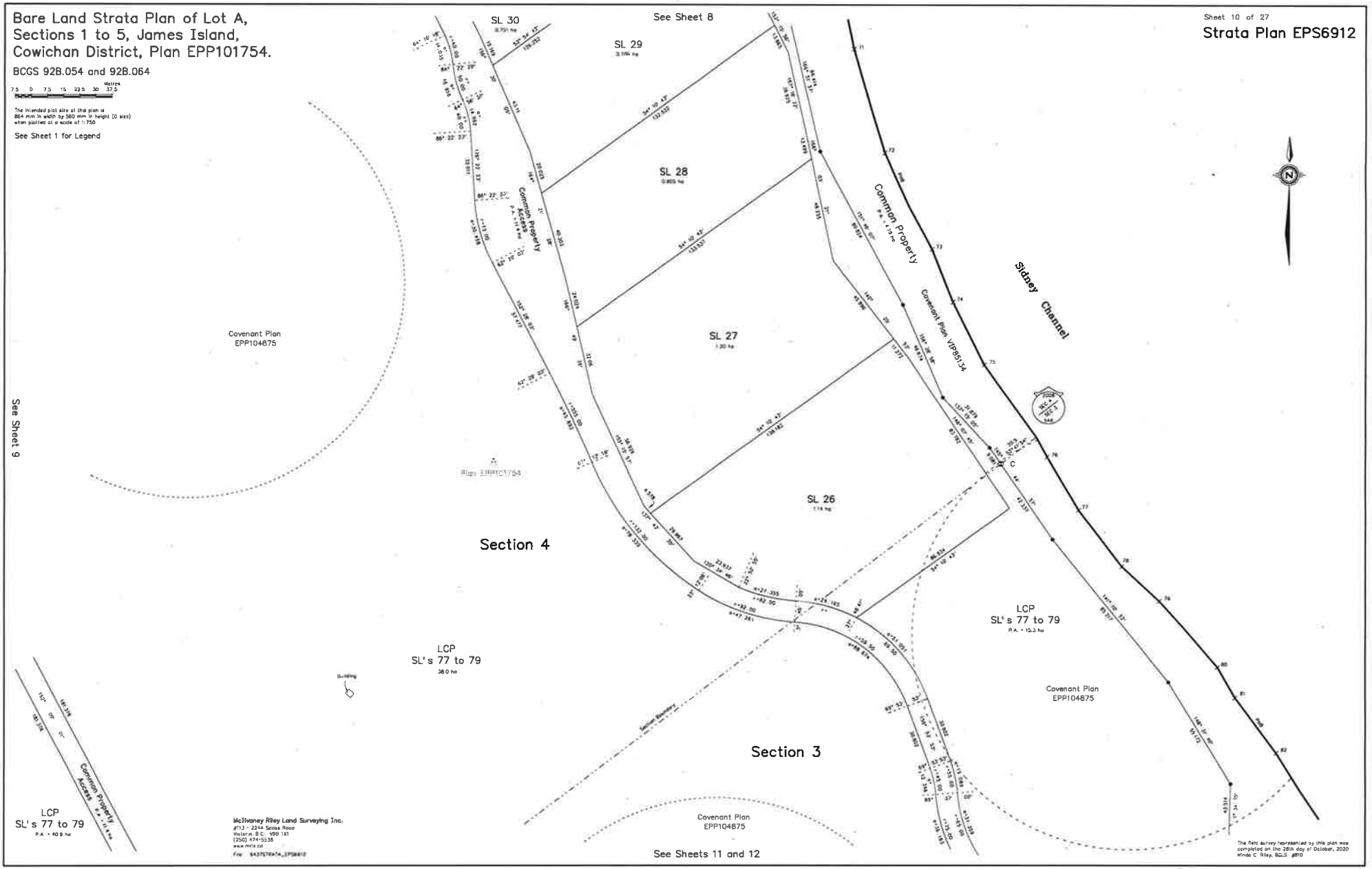
Metres
7.5 0 7.5 15 22.5 30 37.5

The intended plot size of this plan is 864 mm in width by 560 mm in height (D size) when plotted at a scale of 1:750

See Sheet 1 for Legend



## Strata Plan EPS6912




McIlvaney Riley Land Surveying Inc.
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Victoria, B.C. V9B 1X1
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The field survey represented by this plan was completed on the 28th day of October, 2020
Wade C. Riley, BCLS #810

# Bare Land Strata Plan of Lot A, Sections 1 to 5, James Island, Cowichan District, Plan EPP101754.

BCGS 92B.054 and 92B.064



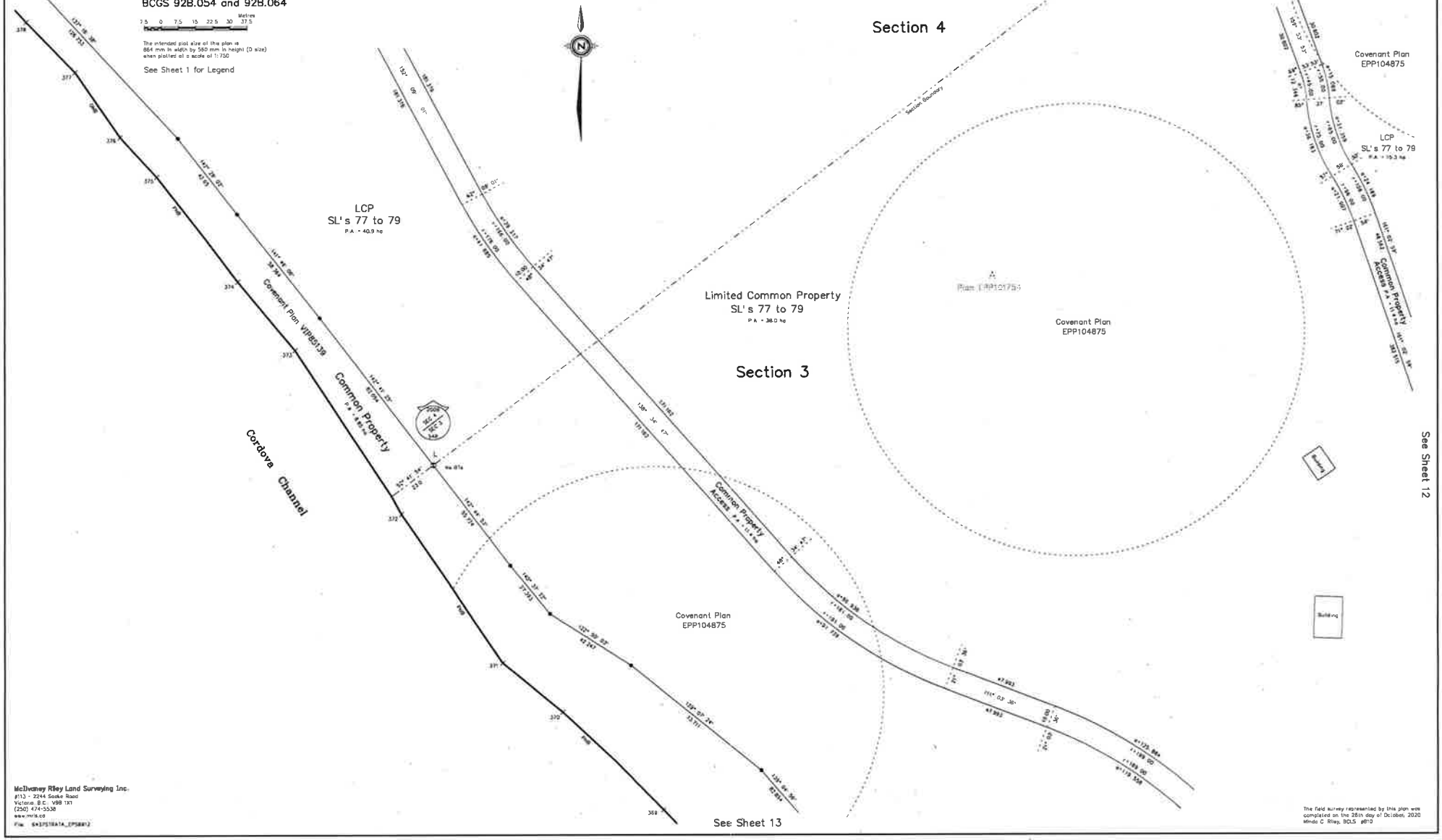
## Strata Plan EPS6912

See Sheet 9

Metres
7.5 0 7.5 15 22.5 30 37.5

The intended plot size of this plan is 864 mm in width by 560 mm in height (D size) when plotted at a scale of 1:750

See Sheet 1 for Legend




See Sheet 12

See Sheet 13

McElhaney Riley Land Surveying Inc.
#113 - 2244 Seake Road
Victoria, B.C. V9B 1X1
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File: 6*3PS19A1A_EPS6912

The field survey represented by this plan was completed on the 28th day of October, 2020
Minda C. Riley, BCLS #810

# Bare Land Strata Plan of Lot A, Sections 1 to 5, James Island, Cowichan District, Plan EPP101754.

BCGS 92B.054 and 92B.064

Metres
7.5 0 7.5 15 22.5 30 37.5

The intended plot size of this plan is 864 mm in width by 560 mm in height (D size) when plotted at a scale of 1:750

See Sheet 1 for Legend

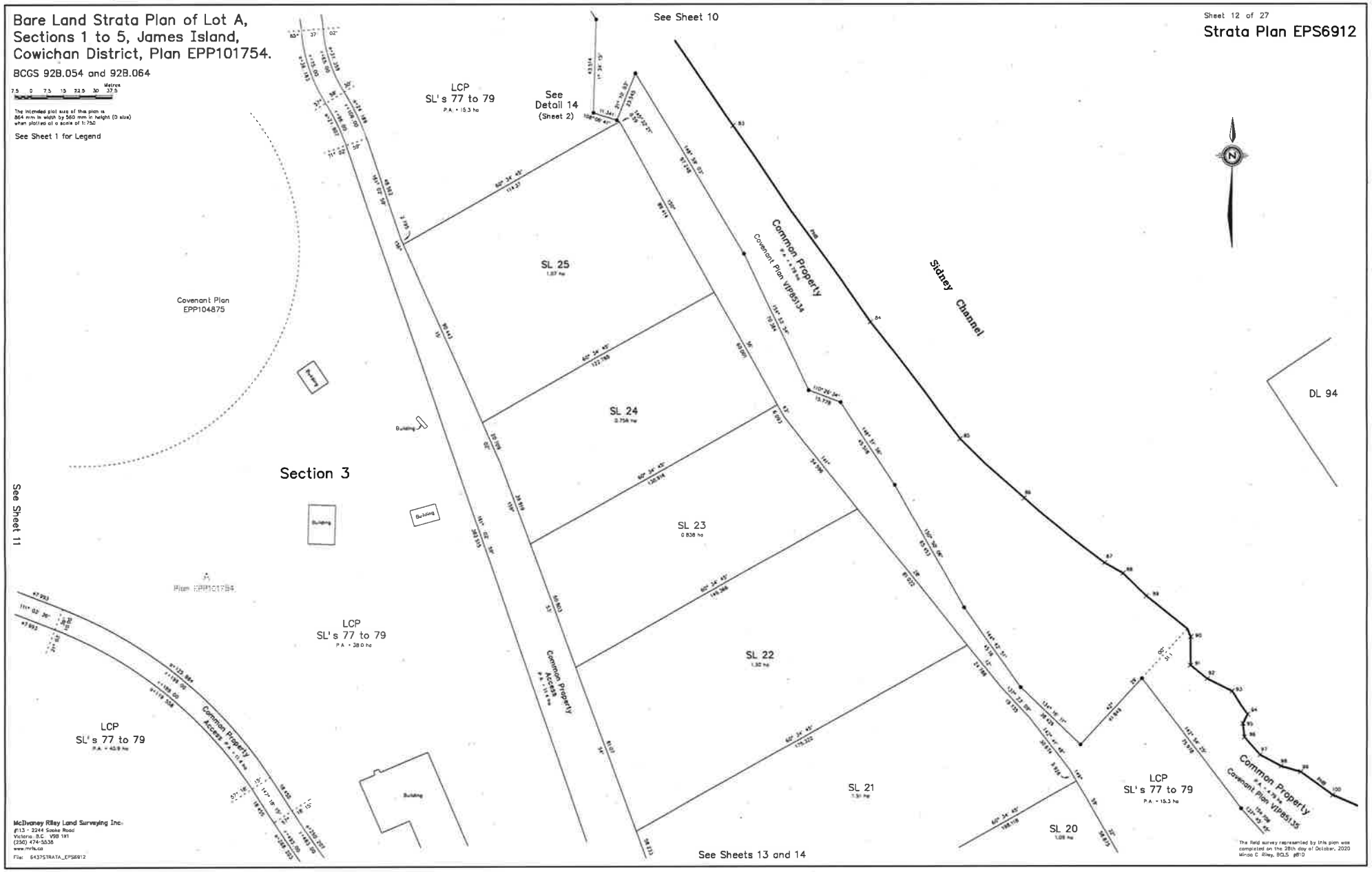


## Strata Plan EPS6912

See Sheet 10

See Sheet 11

See Sheets 13 and 14




McElvaney Riley Land Surveying Inc.
#13 - 2244 Sooke Road
Victoria, B.C. V9B 1X1
(250) 474-5536
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File: 6437STRATA_EPS6912

The field survey represented by this plan was completed on the 28th day of October, 2020
Mirko C. Riley, BCLS #810

# Bare Land Strata Plan of Lot A, Sections 1 to 5, James Island, Cowichan District, Plan EPP101754.

BCGS 92B.054 and 92B.064

Metres
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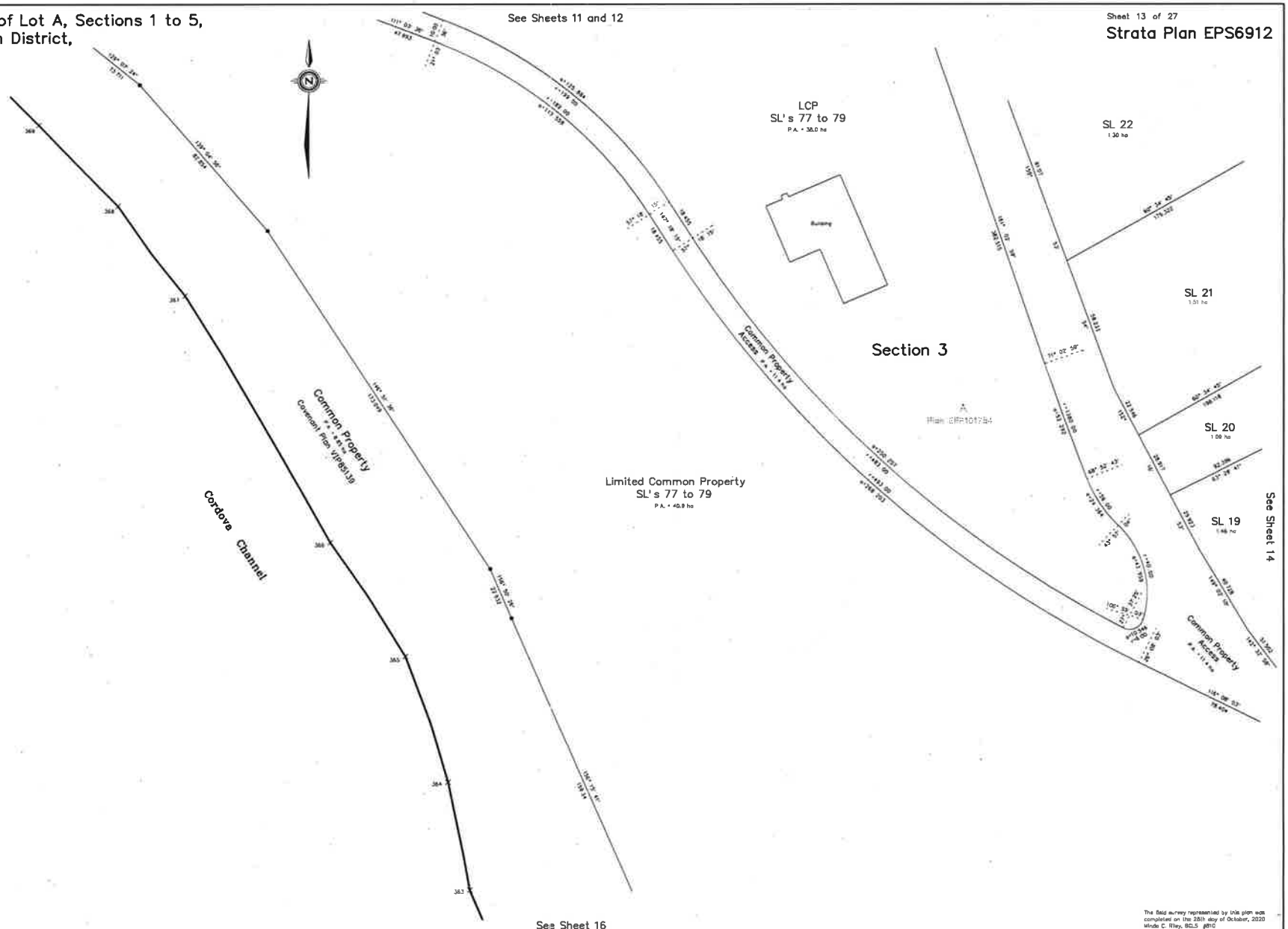
The intended plot size of this plan is 864 mm in width by 560 mm in height (D size) when plotted at a scale of 1:750

See Sheet 1 for Legend

See Sheets 11 and 12



## Strata Plan EPS6912

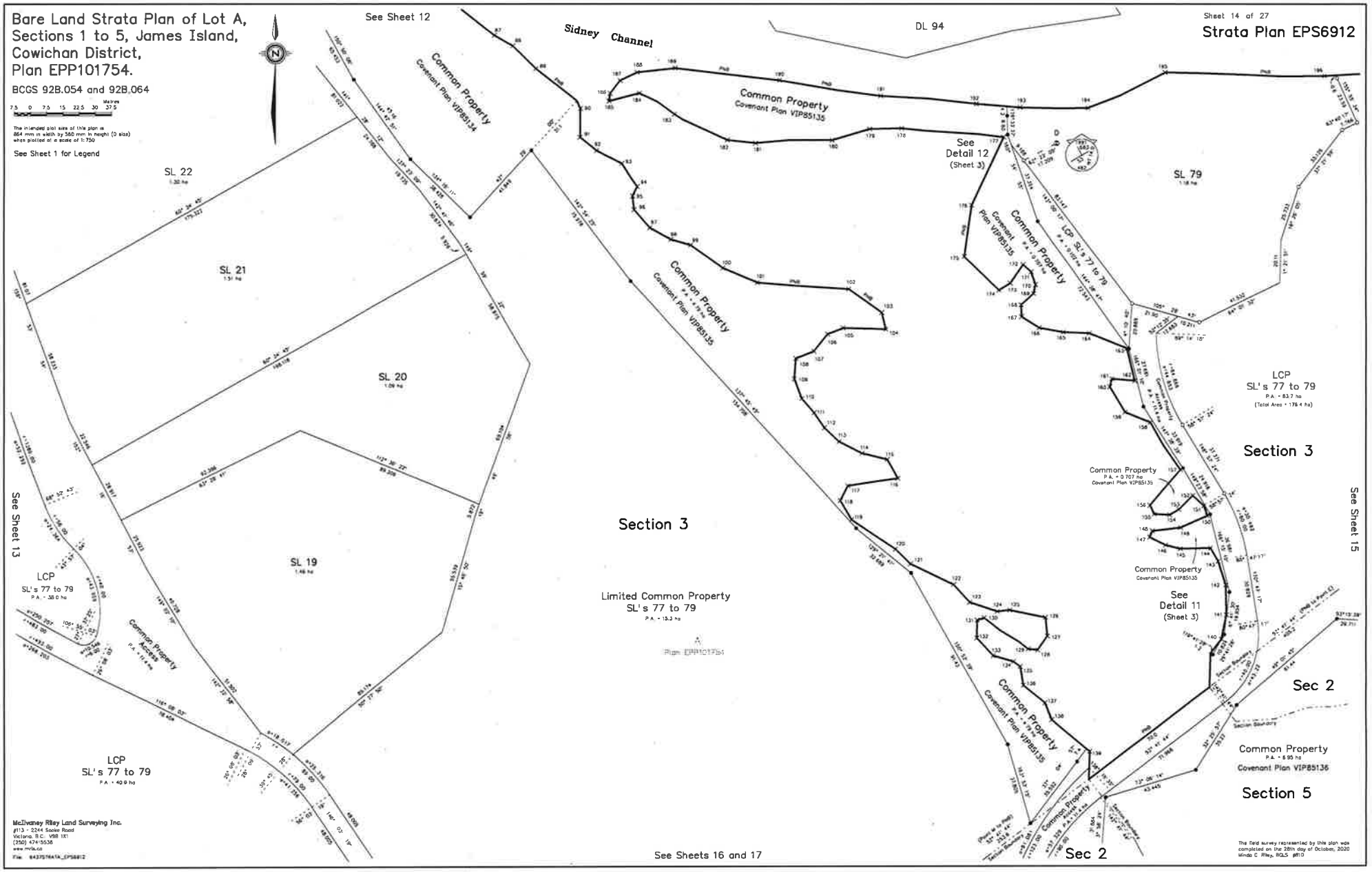



See Sheet 14

See Sheet 16

McElvaney Riley Land Surveying Inc.
#113 - 2244 Sooke Road
Victoria, B.C. V9B 1X1
(250) 474-3536
www.mrls.ca

The field survey represented by this plan was completed on the 28th day of October, 2020
Wade C. Riley, BCLS #810

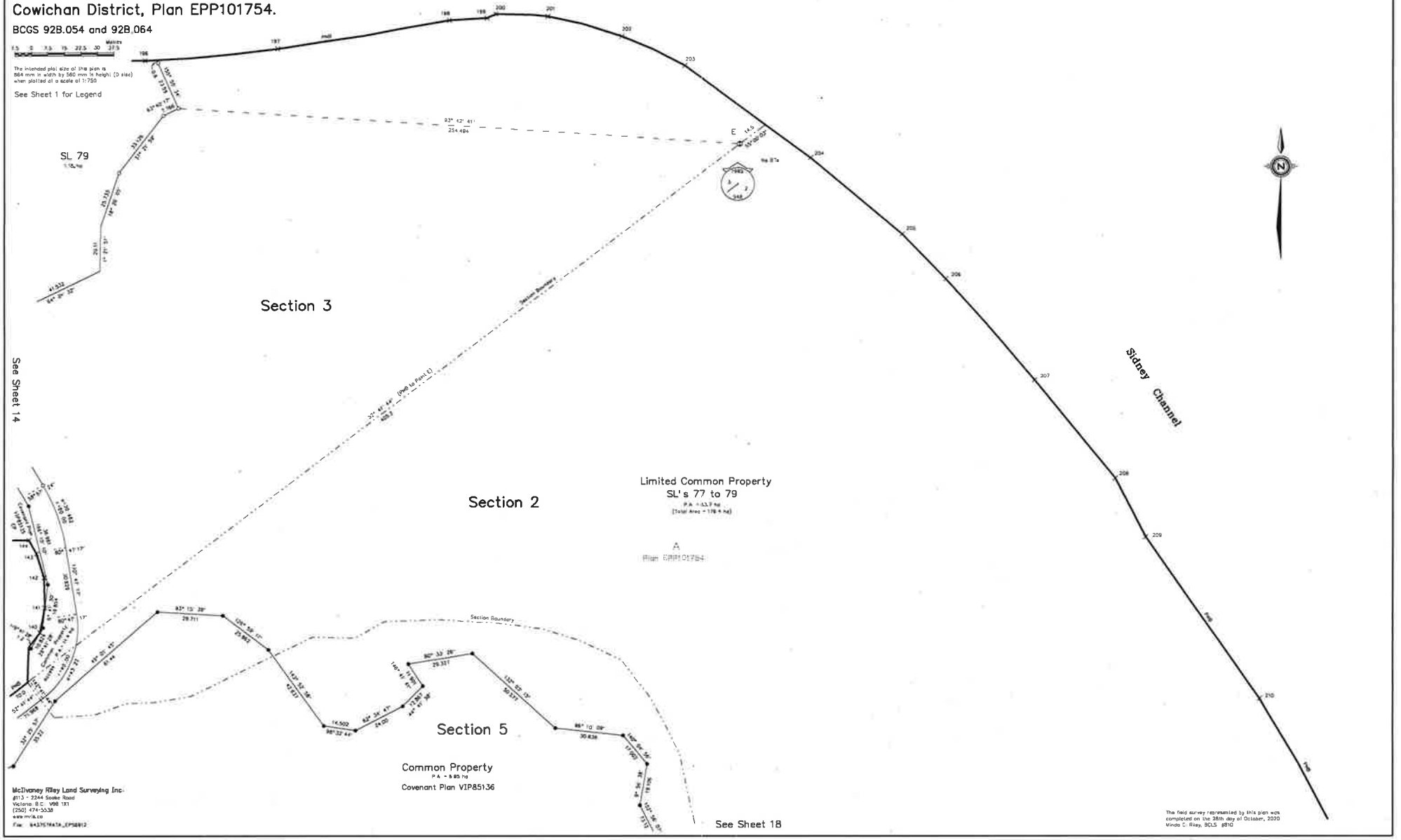

Bare Land Strata Plan of Lot A, Sections 1 to 5, James Island, Cowichan District, Plan EPP101754.
BCGS 92B.054 and 92B.064
Metres
7.5 0 7.5 15 22.5 30 37.5
The intended plot size of this plan is 864 mm in width by 560 mm in height (D size) when plotted at a scale of 1:750
See Sheet 1 for Legend
See Sheet 12
Sidney Channel
DL 94
Sheet 14 of 27
Strata Plan EPS6912
Common Property
Covenant Plan VIP85134
Common Property
Covenant Plan VIP85135
See Detail 12 (Sheet 3)
SL 22
1.30 ha
SL 21
1.51 ha
SL 20
1.09 ha
SL 19
1.48 ha
SL 79
1.18 ha
Common Property
Covenant Plan VIP85135
LCP
SL's 77 to 79
P.A. - 9.951 ha
LCP
SL's 77 to 79
P.A. - 83.7 ha
(Total Area - 178.4 ha)
Section 3
Common Property
P.A. - 0.707 ha
Covenant Plan VIP85135
Common Property
Covenant Plan VIP85135
See Detail 11 (Sheet 3)
Section 3
Limited Common Property
SL's 77 to 79
P.A. - 15.3 ha
Plan EPP101754
LCP
SL's 77 to 79
P.A. - 38.0 ha
Common Property
Access
P.A. - 1.14 ha
LCP
SL's 77 to 79
P.A. - 40.9 ha
Sec 2
Common Property
P.A. - 6.95 ha
Covenant Plan VIP85136
Section 5
Sec 2
See Sheet 13
See Sheet 15
See Sheets 16 and 17
McIlvaney Riley Land Surveying Inc.
#113 - 2244 Sooke Road
Victoria, B.C. V9B 1X1
(250) 474-5536
www.mrls.ca
The field survey represented by this plan was completed on the 28th day of October, 2020
Minda C. Riley, BCLS #810

# Bare Land Strata Plan of Lot A, Sections 1 to 5, James Island, Cowichan District, Plan EPP101754.

BCGS 92B.054 and 92B.064



## Strata Plan EPS6912




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The field survey represented by this plan was completed on the 28th day of October, 2020
Windo C. Riley, BCLS #810

# Bare Land Strata Plan of Lot A, Sections 1 to 5, James Island, Cowichan District, Plan EPP101754.

BCGS 92B.054 and 92B.064

Metres
7.5 0 7.5 15 22.5 30 37.5

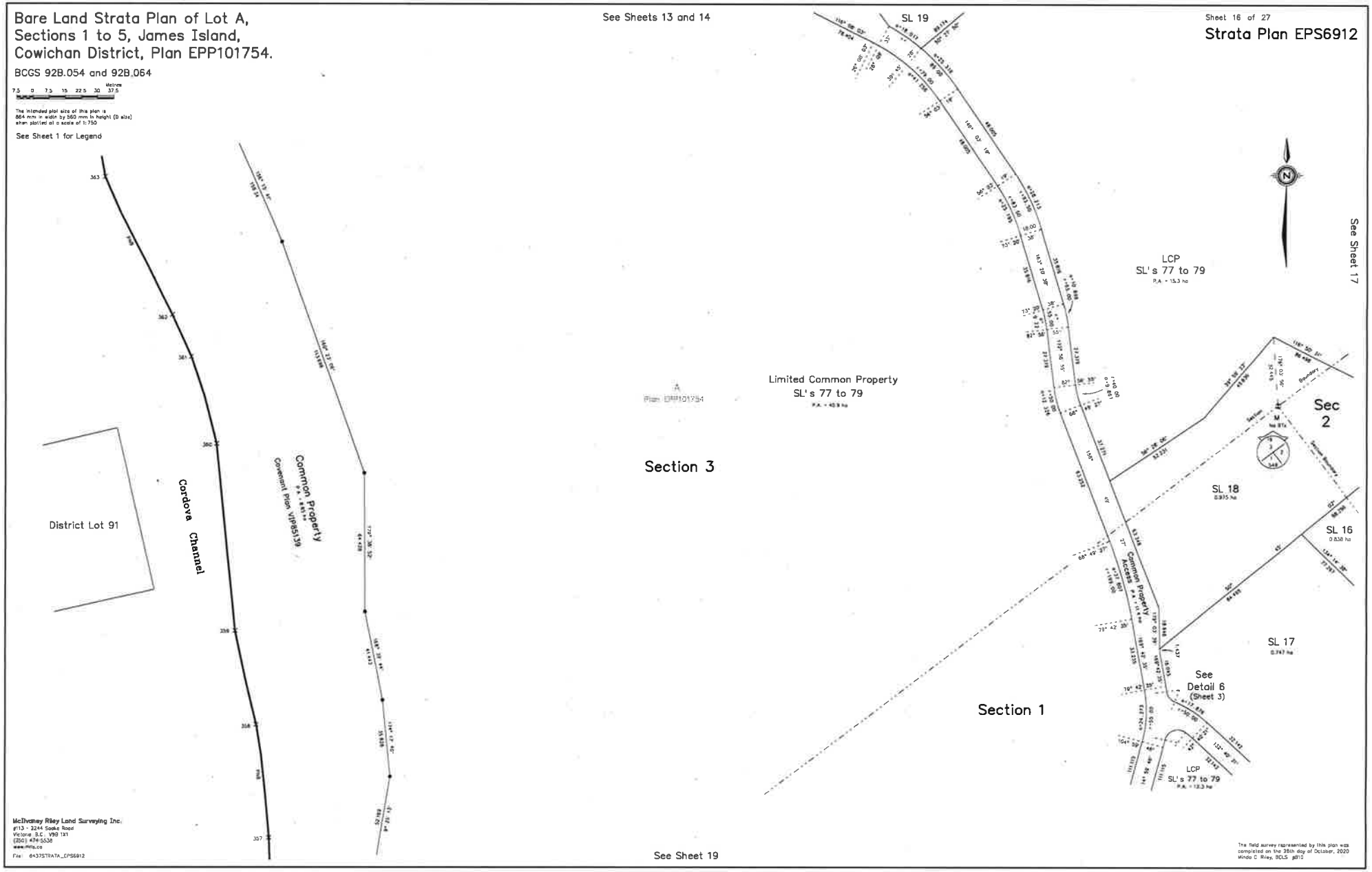
The intended plot size of this plan is 864 mm in width by 560 mm in height (D size) when plotted at a scale of 1:750

See Sheet 1 for Legend

See Sheets 13 and 14



## Strata Plan EPS6912




See Sheet 19

McIlvaney Riley Land Surveying Inc.
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File: 6437STRATA_EPS6912

The field survey represented by this plan was completed on the 28th day of October, 2020
Minda C. Riley, BCLS #810

Bare Land Strata Plan of Lot A,
Sections 1 to 5, James Island,
Cowichan District, Plan EPP101754.

BCGS 92B.054 and 92B.064

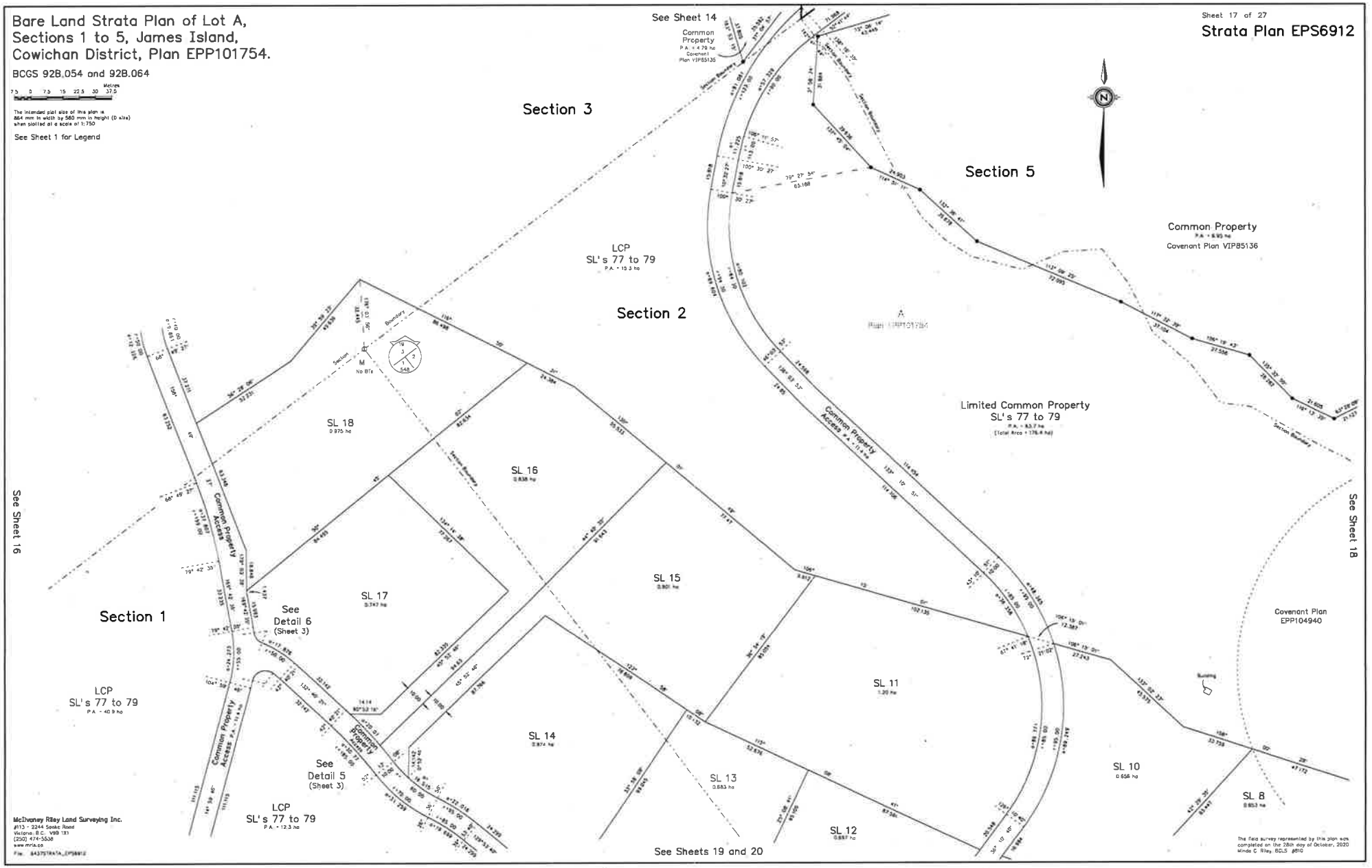
Metres
7.5 0 7.5 15 22.5 30 37.5

The intended plot size of this plan is 864 mm in width by 560 mm in height (D size) when plotted at a scale of 1:750

See Sheet 1 for Legend

Sheet 17 of 27

Strata Plan EPS6912




McElhanney Riley Land Surveying Inc.
#113 - 2244 Sooke Road
Victoria, B.C. V9B 1S1
(250) 474-5538
www.mrla.ca

The field survey represented by this plan was completed on the 28th day of October, 2020
Minda C. Riley, BCLS #810

# Bare Land Strata Plan of Lot A, Sections 1 to 5, James Island, Cowichan District, Plan EPP101754.

BCGS 92B.054 and 92B.064

Metres
7.5 0 7.5 15 22.5 30 37.5

The intended plot size of this plan is 864 mm in width by 560 mm in height (D size) when plotted at a scale of 1:750

See Sheet 1 for Legend

See Sheet 15



## Strata Plan EPS6912

Common Property
P.A. = 5.85 ha
Covenant Plan VIP85136

Section 5

Section 2

Limited Common Property
SL's 77 to 79
P.A. = 83.7 ha
(Total Area = 176.4 ha)

Covenant Plan
EPP104940

Common Property
P.A. = 0.281 ha
Covenant Plan VIP85136

Limited Common Property
SL's 77 to 79
P.A. = 83.7 ha
(Total Area = 176.4 ha)

Sidney Channel

SL 10
0.636 ha

SL 8
0.853 ha

SL 7

Building

See Sheet 17

See Sheets 20 and 21

McElhanney Riley Land Surveying Inc.
#113 - 2244 Snake Road
Victoria, B.C. V9B 1X1
(250) 474-5538
www.mrla.ca

File 8437STRATA_EPS6912

The field survey represented by this plan was completed on the 28th day of October, 2020
Mindo C Riley, BCLS #810

# Bare Land Strata Plan of Lot A, Sections 1 to 5, James Island, Cowichan District, Plan EPP101754.

BCGS 92B.054 and 92B.064

Metres
7.5 0 7.5 15 22.5 30 37.5

The intended plot size of this plan is 864 mm in width by 560 mm in height (D size) when plotted at a scale of 1:750

See Sheet 1 for Legend

See Sheets 16 and 17



## Strata Plan EPS6912

Section 3

Section Boundary

Plan 1893 OS

Cordova Channel

Covenant Plan EPP104940

Common Property
P.A. - 4.85 ha
Covenant Plan VIP85139

Limited Common Property
SL's 77 to 79
P.A. - 40.9 ha

Section 1

Plan EPP101754

Common Property
Access
P.A. - 1.14 ha

LCP
SL's 77 to 79
P.A. - 3.66 ha

Limited Common Property
SL's 77 to 79
P.A. - 12.3 ha

Common Property
Access
P.A. - 1.14 ha

See Detail 7 (Sheet 3)

See Sheets 22 and 23

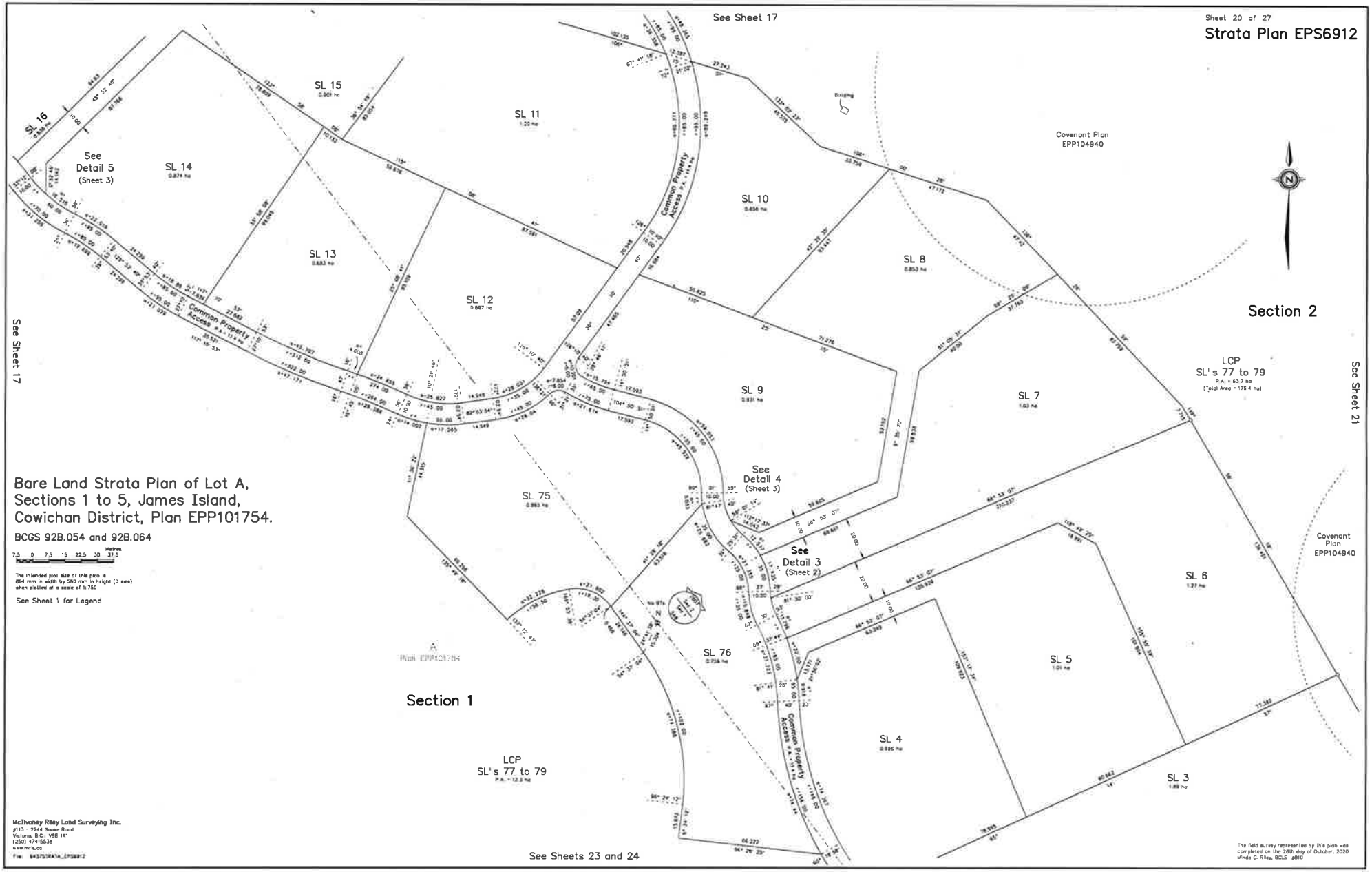
See Sheet 23

McElhanney Riley Land Surveying Inc.
#113 - 2244 Sooke Road
Victoria, B.C. V9B 1X1
(250) 474-5535
www.mrls.ca

File: 6437STRATA_EPS6912

The field survey represented by this plan was completed on the 28th day of October, 2020
Mindo C. Riley, BCLS #810

# Strata Plan EPS6912




## Bare Land Strata Plan of Lot A, Sections 1 to 5, James Island, Cowichan District, Plan EPP101754.

BCGS 92B.054 and 92B.064

7.5 0 7.5 15 22.5 30 37.5 Metres

The intended plot size of this plan is 864 mm in width by 560 mm in height (D size) when plotted at a scale of 1: 750

See Sheet 1 for Legend

McIlvaney Riley Land Surveying Inc.
#113 - 2244 Sooke Road
Victoria, B.C. V9B 1X1
(250) 474-5538
www.mrls.ca
File: 643751RATA_EPS6912

The field survey represented by this plan was completed on the 28th day of October, 2020
Mindo C. Riley, BCLS #810

# Strata Plan EPS6912

## Bare Land Strata Plan of Lot A, Sections 1 to 5, James Island, Cowichan District, Plan EPP101754.

BCGS 92B.054 and 92B.064

Metres
7.5 0 7.5 15 22.5 30 37.5

The intended plot size of this plan is 864 mm in width by 560 mm in height (D size) when plotted at a scale of 1:750

See Sheet 1 for Legend

See Sheet 18

See Sheet 20

See Sheet 24

Covenant Plan EPP104940

Common Property P.A. = 5.340 ha

Covenant Plan VIP85136

Plan EPP101754

SL 8 0.853 ha

SL 7 1.03 ha

SL 9 0.931 ha

See Detail 4 (Sheet 3)

See Detail 3 (Sheet 2)

SL 6 1.27 ha

SL 5 1.01 ha

Section 2

SL 4 0.936 ha

Common Property Access P.A. = 1.114 ha

SL 76 0.736 ha

Section 1

SL 3 1.88 ha

SL 2 1.74 ha

LCP SL's 77 to 79 P.A. = 12.3 ha

Limited Common Property SL's 77 to 79 P.A. = 163.7 ha (Total Area = 175.4 ha)

Covenant Plan EPP104940

Sidney Channel

Datum: NAD83(CSRS) 3.0.0.BC.1.CMD
UTM Zone 10
Northing 5,382,735.09
Easting 475,295.16
Estimated Absolute Accuracy 0.03m

G

McElvaney Riley Land Surveying Inc
#113 - 2244 Sooke Road
Victoria, B.C. V9B 1X1
(250) 474-5536
www.mrls.ca

File: 84375\STRATA_EPS6912

The field survey represented by this plan was completed on the 28th day of October, 2020
Wade C. Riley, BCLS #810

# Bare Land Strata Plan of Lot A, Sections 1 to 5, James Island, Cowichan District, Plan EPP101754.

BCGS 92B.054 and 92B.064

Metres
7.5 0 7.5 15 22.5 30 37.5

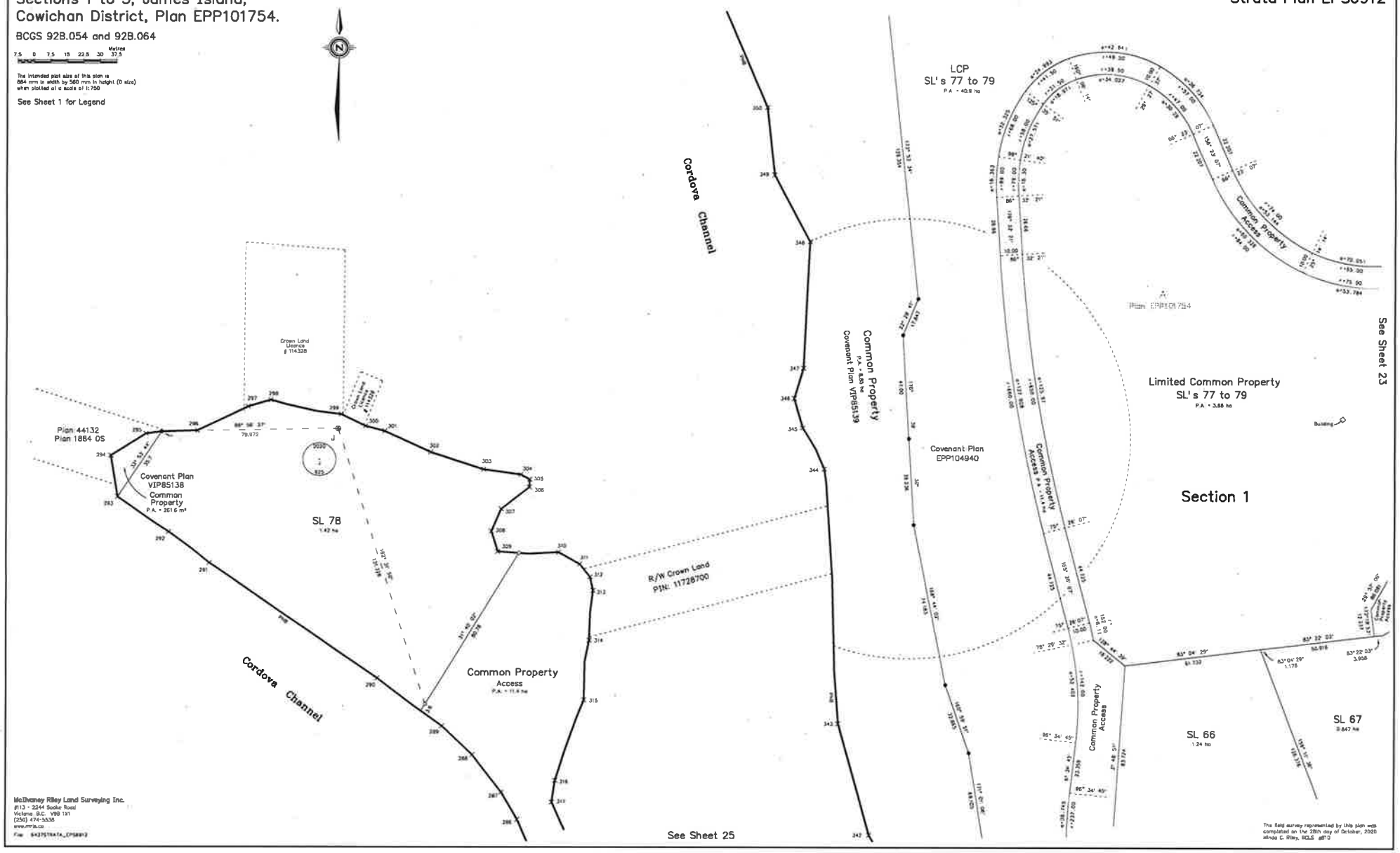
The intended plot size of this plan is 864 mm in width by 560 mm in height (D size) when plotted at a scale of 1:750

See Sheet 1 for Legend

See Sheet 19



## Strata Plan EPS6912




McElhaney Riley Land Surveying Inc.
#113 - 3244 Sooke Road
Victoria B.C. V9B 1J1
(250) 474-5535
www.mrla.ca
File: 6437STRATA_EPS6912

This field survey represented by this plan was completed on the 28th day of October, 2020
Mindo C. Riley, BCLS #810

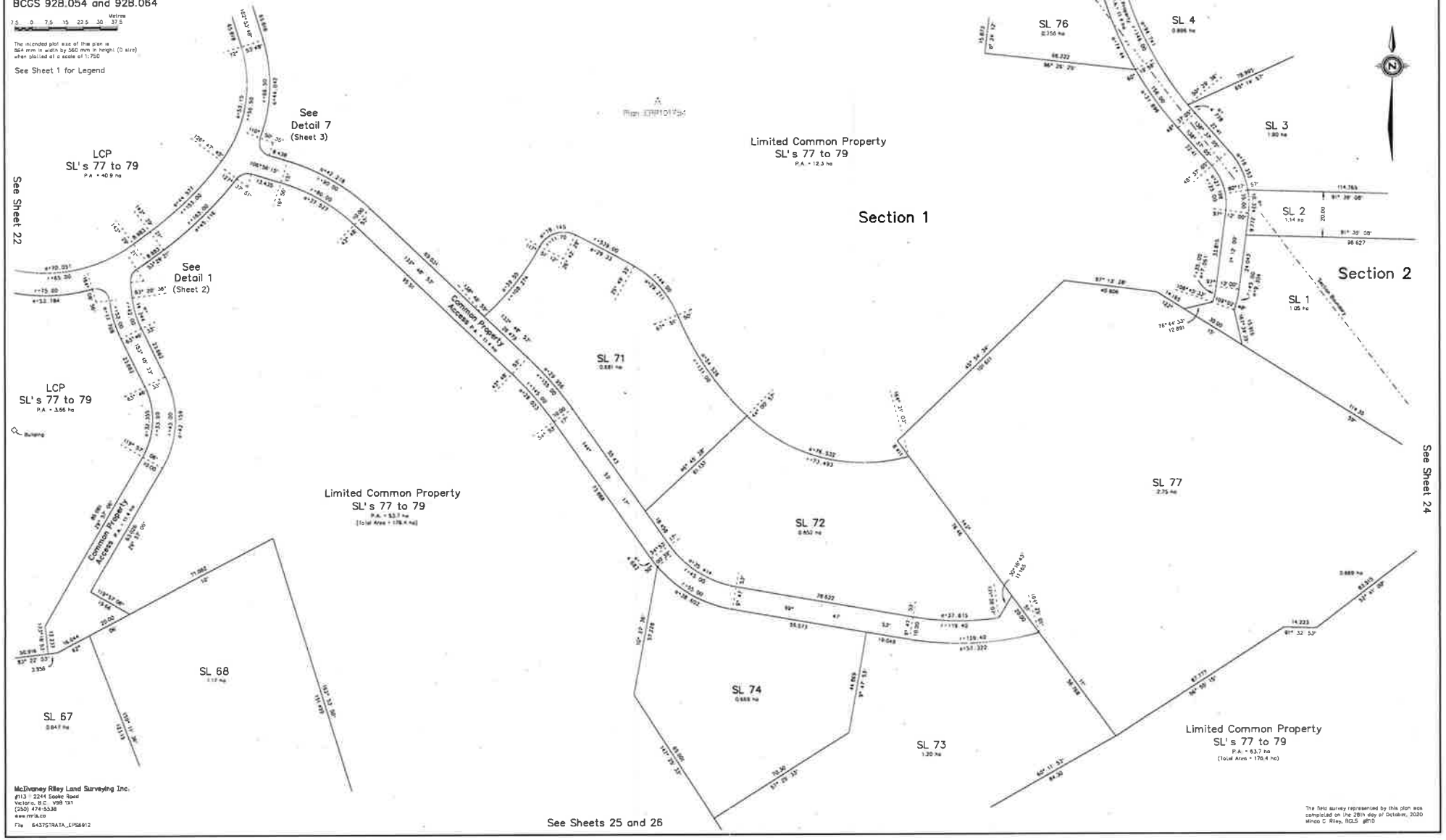
# Bare Land Strata Plan of Lot A, Sections 1 to 5, James Island, Cowichan District, Plan EPP101754.

BCGS 92B.054 and 92B.064



## Strata Plan EPS6912

See Sheets 19 and 20




McElvaney Riley Land Surveying Inc.
#113 - 2241 Sooke Road
Victoria, B.C. V9B 1X1
(250) 474-5538
www.mrls.ca
File 843STRATA_EPS6912

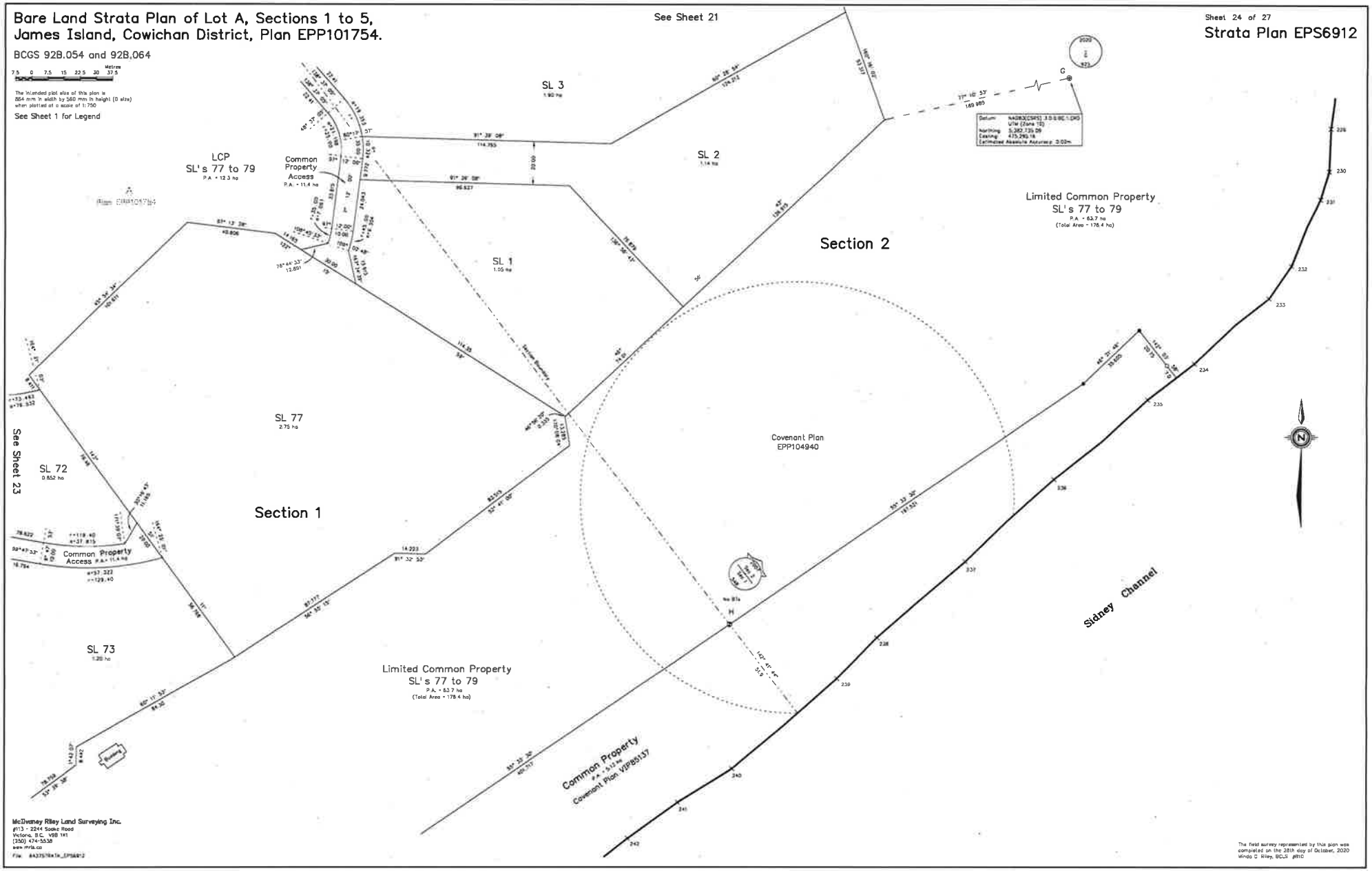
The field survey represented by this plan was completed on the 28th day of October, 2020
Minoo C. Riley, BCLS #810

# Bare Land Strata Plan of Lot A, Sections 1 to 5, James Island, Cowichan District, Plan EPP101754.

BCGS 92B.054 and 92B.064

Sheet 24 of 27

## Strata Plan EPS6912




McElvaney Riley Land Surveying Inc.
#113 - 2244 Sooke Road
Victoria, B.C. V9B 1W1
(250) 474-5538
www.mrls.ca

The field survey represented by this plan was completed on the 28th day of October, 2020
Windo C Riley, BCLS #810

# Bare Land Strata Plan of Lot A, Sections 1 to 5, James Island, Cowichan District, Plan EPP101754.

BCGS 92B.054 and 92B.064

Metres 7.5 0 7.5 15 22.5 30 37.5

The intended plot size of this plan is 864 mm in width by 560 mm in height (D size) when plotted at a scale of 1:750

See Sheet 1 for Legend



## Strata Plan EPS6912

See Sheets 22 and 23

See Sheet 26

See Sheet 27

SL 78
1.42 ha

Common Property Access P.A. = 0.19 ha

Cordova Channel

Common Property Access P.A. = 0.19 ha

Covenant Plan EPP104940

Common Property Covenant Plan VIP85139 P.A. = 6.85 ha

LCP SL's 77 to 79 P.A. = 40.9 ha

LCP SL's 77 to 79 P.A. = 3.66 ha

Common Property Access P.A. = 0.11 ha

Common Property Access P.A. = 11.4 ha

SL 66
1.24 ha

SL 67
0.847 ha

SL 68
1.17 ha

Plan EPP101754

Limited Common Property SL's 77 to 79 P.A. = 83.7 ha (Total Area = 178.4 ha)

Section 1

See Detail 2 (Sheet 2)

Building

Common Property Access P.A. = 11.4 ha

LCP SL's 77 to 79 P.A. = 3.66 ha

Common Property Access P.A. = 0.11 ha

SL 69
1.36 ha

Covenant Plan EPP104940

McElvaney Riley Land Surveying Inc
#113 - 2244 Spoke Road
Victoria, B.C. V9B 1K1
(250) 474-5538
www.mrls.ca
File: 6437STRATA_EPS6912

The field survey represented by this plan was completed on the 28th day of October, 2020
Wade C. Riley, BCLS #910

# Bare Land Strata Plan of Lot A, Sections 1 to 5, James Island, Cowichan District, Plan EPP101754.

BCGS 92B.054 and 92B.064

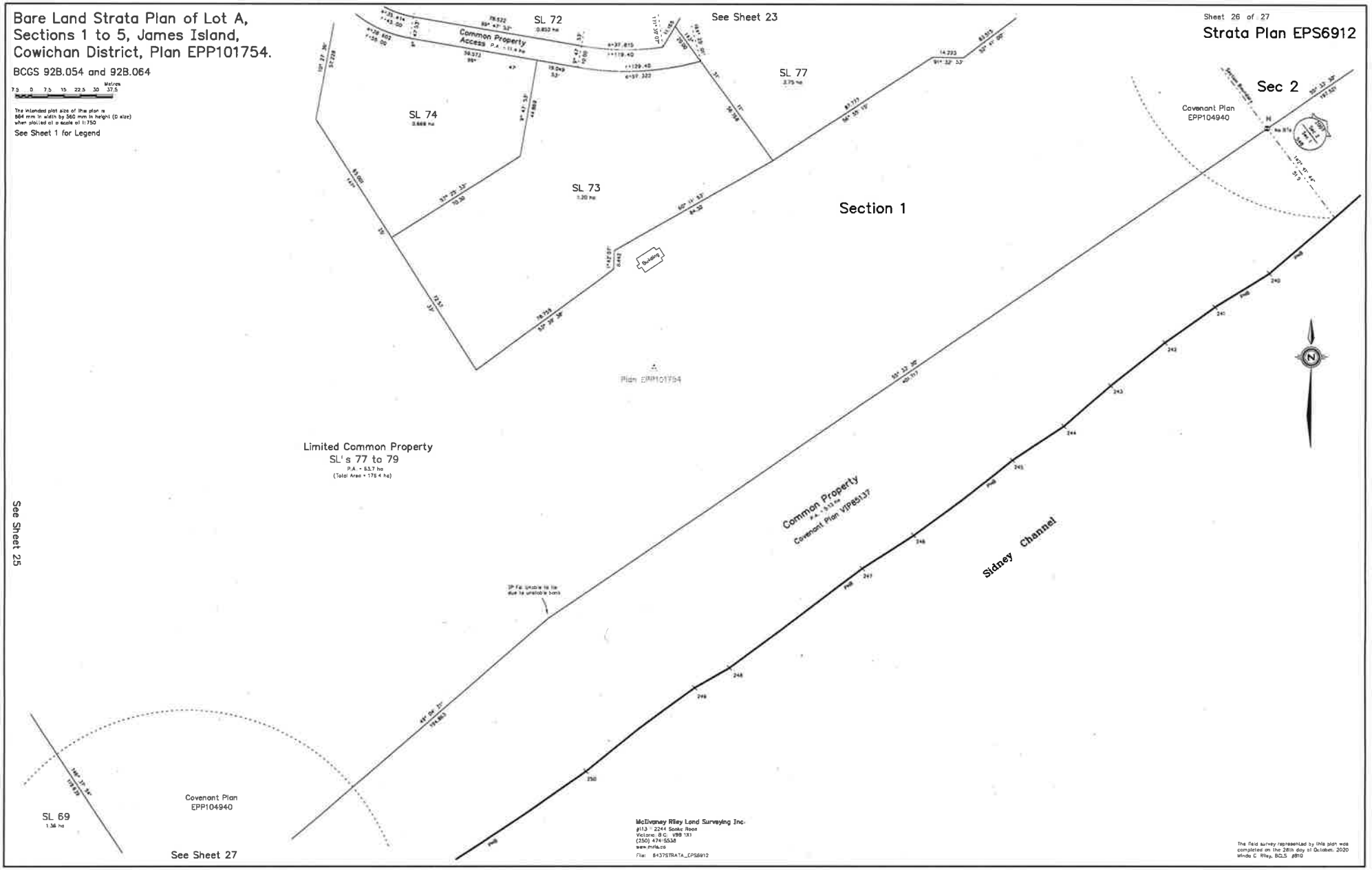
Metres 7.5 0 7.5 15 22.5 30 37.5

The intended plot size of this plan is 864 mm in width by 560 mm in height (D size) when plotted at a scale of 1:750

See Sheet 1 for Legend

Sheet 26 of 27

## Strata Plan EPS6912




McIlvaney Riley Land Surveying Inc.
#113 - 2244 Sooke Road
Victoria, B.C. V9B 1X1
(250) 474-5538
www.mrls.ca
File: 8437STRATA_CPS6912

The field survey represented by this plan was completed on the 28th day of October, 2020
Linda C. Riley, BCLS #810

# Bare Land Strata Plan of Lot A, Sections 1 to 5, James Island, Cowichan District, Plan EPP101754.

BCGS 92B.054 and 92B.064

Metres 7.5 0 7.5 15 22.5 30 37.5

The intended plot size of this plan is 864 mm in width by 560 mm in height (D size) when plotted at a scale of 1:750

See Sheet 1 for Legend



## Strata Plan EPS6912

See Sheet 25

Limited Common Property
SL's 77 to 79
P.A. = 3.66 ha

Section 1

LCP
SL's 77 to 79
P.A. = 40.9 ha

LCP
SL's 77 to 79
P.A. = 63.7 ha
(Total Area = 178.4 ha)

SL 69
1.36 ha

SL 70
2.57 ha

Covenant Plan
EPP104940

Common Property
5.13 ha
Covenant Plan VIP85137

Common Property Access
P.A. = 1.15 ha

Common Property Access
P.A. = 0.11 ha

Cordova Channel

Sidney Channel

See Detail 10 (Sheet 3)

LCP
SL's 77 to 79

See Sheet 26

McElvaney Riley Land Surveying Inc.
#113 - 2244 Sooke Road
Victoria, B.C. V9B 1X1
(250) 474-3538
www.mrls.ca

File: 6437STRATA_EPS6912

The field survey represented by this plan was completed on the 28th day of October, 2020
Mingo D. Riley, BC.L.S. #810

BRITISH COLUMBIA | Ministry of Transportation and Infrastructure

**PROPOSED SUBDIVISION PRELIMINARY LAYOUT REVIEW**

JI Properties Inc;
[redacted]
3000-1055 West Georgia
Street Vancouver, BC V6E 3R3

Your File #:
Our eDAS #: 2014-01343
Date: Feb/11/2020

Attention [redacted]:

**Please use this updated Preliminary Layout Review Letter per the attached site plan revision dated 2020/05/25.**

**Re: Proposed Subdivision of Lots 1, 2, 3, 4, & 5, Section 1, James Island, Cowichan District, Plan VIP85132, James Island**

**PID(s): 027-534-588, 027-534-596, 027-534-618, 027-534-553, & 027-534-570**
**Location: James Island**
**Proposal: 79 Lot Bareland Strata Subdivision**

Your application for preliminary review of the proposed subdivision as detailed above has been considered and this letter summarizes the additional information and requirements that are required for consideration of approval of the subdivision.

Although we have sought to list all the conditions, this letter does not constitute an approval. Upon further consideration, or review of additional information, changes or additions may occur.

1. As per previous communications, the Province has a constitutional duty to consult with and, where appropriate, accommodate Indigenous groups whose asserted or proven Aboriginal or treaty rights ("Aboriginal Interests") may be adversely impacted by the subdivision application. The Province has initiated consultation with the potentially affected First Nations.

   To date, the only First Nation who has expressed an interest in proceeding with consultation on the subdivision application is the Tsawout First Nation (Tsawout).

   The Province may seek to involve you in the procedural aspects of consultation. Proponent engagement with First Nations can facilitate effective and timely information exchange and may include the modification of plans to mitigate and avoid impacts to Aboriginal Interests. Provincial staff will work with you to ensure that Provincial and proponent activities are coordinated.

Local District Address
Saanich Area Office
Suite 240 – 4460 Chatterton Way
Victoria, BC V8X 5J2
Canada
Phone: (250) 952-4508

Tsawout raises preliminary questions about: archaeological sensitivity; the effect of subdivision on its ability to continue practicing its asserted Aboriginal rights and its treaty rights; and the environment. If you submit information about the environmental or the archaeology matters, it will be shared with Tsawout for their further review and comment. Consultation with Tsawout is at a preliminary stage and there may be other concerns raised by Tsawout as the consultation process continues.

Many proponents ensure that the concerns of potentially affected Indigenous groups are appropriately captured and considered by involving Indigenous groups in the design of any environmental or archeological studies, inviting Indigenous groups to participate in or monitor the execution of the study, and/or to provide opportunity for Indigenous groups to review and comment on a draft study prior to finalization. You have advised that you have adopted an approach to your archeological work thus far as outlined in your letter dated November 22, 2019.

If additional comments are received from Tsawout or any other First Nations regarding any Aboriginal rights or treaty rights that may be impacted by this proposed subdivision, additional requirements regarding consultation, accommodations and/or mitigation may be required.

2. Provincial records indicate that development associated with this application may be in conflict with archaeological sites protected under the Heritage Conservation Act. It should be noted that there is a site identified as Borden Number: DdRu 10, 40, 45, 128, 129, 130 & 131 on or near the proposed development.

   Therefore, the Provincial Approving Officer requires that as a condition of PLA, the applicant hire a qualified archaeologist to determine the need for an archaeological impact assessment of the subject property. The purpose of the archaeological impact assessment would be to accurately identify the location(s) of the known archaeological site(s), to record any additional sites that may be present, and to recommend any action that may be needed to manage archaeological values in conflict with future development. This might include the placement of covenants to ensure that such sites are not disturbed without proper authorization from the Archaeology Branch.

   If the archaeologist determines that an archaeological impact assessment is not required, the archaeologist must forward a written statement to this office and copy to the Archaeology Branch containing the reasons for eliminating this requirement.

   If an archaeological impact assessment is required, you should be aware that applications for Heritage Conservation Act permits take in the order of 6 weeks to process. This includes allowance for a 30 day comment period from local First Nation(s). Processing time can be shortened accordingly if, at the time of application, supporting letter(s) are received from local First Nations.

Information on archaeological consultants may be obtained by calling the B.C. Association of Professional Archaeologists at 604 924-3155 or by checking their web site (http://www.bcapa.ca/). Archaeological consultants are also listed in the Yellow Pages.

Applicant to note that portions of these registered archaeological sites may already reside within the areas of established conservancy Covenants. Should all portions of the registered sites fall within these covenant areas, to be confirmed by surveyor, no further action will be required.

3. Compliance with all applicable bylaws regulating the subdivision of land and zoning with the Islands Trust. The applicant is encouraged to discuss applicable bylaw requirements with the Islands Trust. The Islands Trust will advise us when compliance is complete.

4. Written confirmation from the Islands trust that all applicable development permit and development variance permits have been issued. Please provide a copy of these documents with any final survey plan submission.

5. Compliance with all requirements of Agricultural Land Commission resolution #0008/2007.

6. Proof that each lot is capable of supporting a suitable in ground septic disposal system. Proof will need to be provided by either the Vancouver Island Health Authority or by the provision of a suitable report prepared by a qualified Professional Engineer that addresses onsite sewage disposal to the satisfaction of the Provincial Approving Officer. Proof will need to be provided to show that each lot is capable of supporting an in-ground septic disposal system and reserve areas. The report will also need to take into account the appropriate setbacks from water, wells, lot lines, building areas etc.

   Existing systems are to be shown to be in working order and have the appropriate operating permits in place.

   Testing results can be done within the last three years. Please be advised that additional conditions may arise from the review of this report.

7. Proof of water quantity in the amount of 2500 liters per day per dwelling must be provided for all lots and any remainders. For groundwater, please provide a Well Construction report (well log) from a registered Well Driller or Pump test report from a Registered Pump Installer. If surface water is being proposed, written confirmation may be in the form of an existing water license or approval in principle from the Water Stewardship Branch of the Ministry of Environment. Written confirmation from an accredited laboratory to be provided showing that all lots created, including any remainders, has availability of water that meets the parameters of the Guidelines for Canadian Drinking Water Quality published by Health Canada, including at the minimum the microbiological, chemical and aesthetic parameters (See attached Schedule A).

Any existing wells shall provide documentation, done within the last three years; that the quantity and quality is still being met. Representational documentation can be considered for proof of water if less than 500 metres away from proposed subdivision lots. Reasonable assurances to be provided that the representational documentation is from the same water source.

Please submit the water quantity and quality testing results to the Ministry of Transportation and Infrastructure for review at least two weeks prior to submission for final approval. Based on the testing results and need for subsequent treatment for future lot owners may necessitate a restrictive covenant registered against the title as a condition of final approval.

8. Applicant to provide a geotechnical study, conducted by a qualified Professional Geotechnical Engineer registered in the Province of British Columbia, which identifies safe building sites on all proposed waterfront lots. Report to be submitted to the Ministry for review and acceptance prior to creation of covenant in condition #5.

9. Provision of an acceptable covenant, registrable pursuant to Section 219 of the Land Title Act, that prohibits building on proposed waterfront Lots outside of building sites supported by geotechnical study (condition #4). Covenant to state that proposed building sites are to be reviewed and approved by a qualified Professional Geotechnical Engineer prior to construction. Covenant to be in favour of the Capital Regional District and Her Majesty the Queen in Right of the Province of British Columbia, as represented by the Minister of Transportation and Infrastructure. Capital Regional District to provide confirmation that covenant is acceptable prior to final approval.

10. Strata roads are to be built to good gravel road construction engineering practices. Proposed design is to be submitted for review and approval to the Ministry prior to construction.

11. The Provincial Approving Officer is prepared to grant relief, in this instance, pursuant to Section 75(1)(c) of the Land Title Act, subject to submission of a suitable statutory declaration and notification on the final plan.

12. Applicant to comply with all requirements of the Strata Property Act.

13. Recent State of Title is to be submitted along with final paperwork.

14. Surveyor to ensure that all constructed roads are within a publicly dedicated road allowance (with the exception of any internal strata roads).

**Note:** Applicant to note the established nature conservancy areas established by registered covenant FB180722 & FB180723, as these restricted areas may impact proposed lot creation.

**Note:** Applicant to submit a completed contaminated site waiver form (attached) for all parent parcels involved with this subdivision prior to final approval.

**Note:** As covenants are required to address concerns raised by the Ministry and/or other agencies, the necessary notation listing the covenant holders and the number of covenants for each shall be included on the Schedule of Owners and Witnesses of the Application to Deposit Plan at Land Titles Office. A notation on the plan image listing the covenants is not required.
The necessary Approving Officer statement in the covenants required as a condition of approval of the proposed subdivision must be included on the Form D of the covenant document.

Within the covenant document, the Minister shall be identified as Her Majesty the Queen in right of the Province of British Columbia as represented by the Minister of Transportation and Infrastructure, Parliament Buildings, Victoria, BC, V8V 1X4.

**Completion of the matters outlined above will not automatically bring approval. Changes to acts, regulations, bylaws, fees, or other matters happen from time to time and may impact your proposal. This preliminary review of the subdivision proposal is valid for one year however it may be reconsidered at any time. After one year the applicant is advised to make written request for an extension.**

Submission of final plans and documents to be accompanied by a current tax certificate to show proof all property taxes are paid, together with a plan examination fee of $50 plus $100 per lot for a total of $7,950.00. If paying by cheque, make payable to the Minister of Finance.

If you have any questions or wish to set up an appointment, please do not hesitate to call Haley Leech at 778-974-3752.

Please quote file number 2014-01343 when contacting this office. We encourage you to make use of our online file system eDAS to track the progress of your application.

Signed on behalf of Provincial Approving Officer by

Haley Leech

Development Officer

cc: Islands Trust

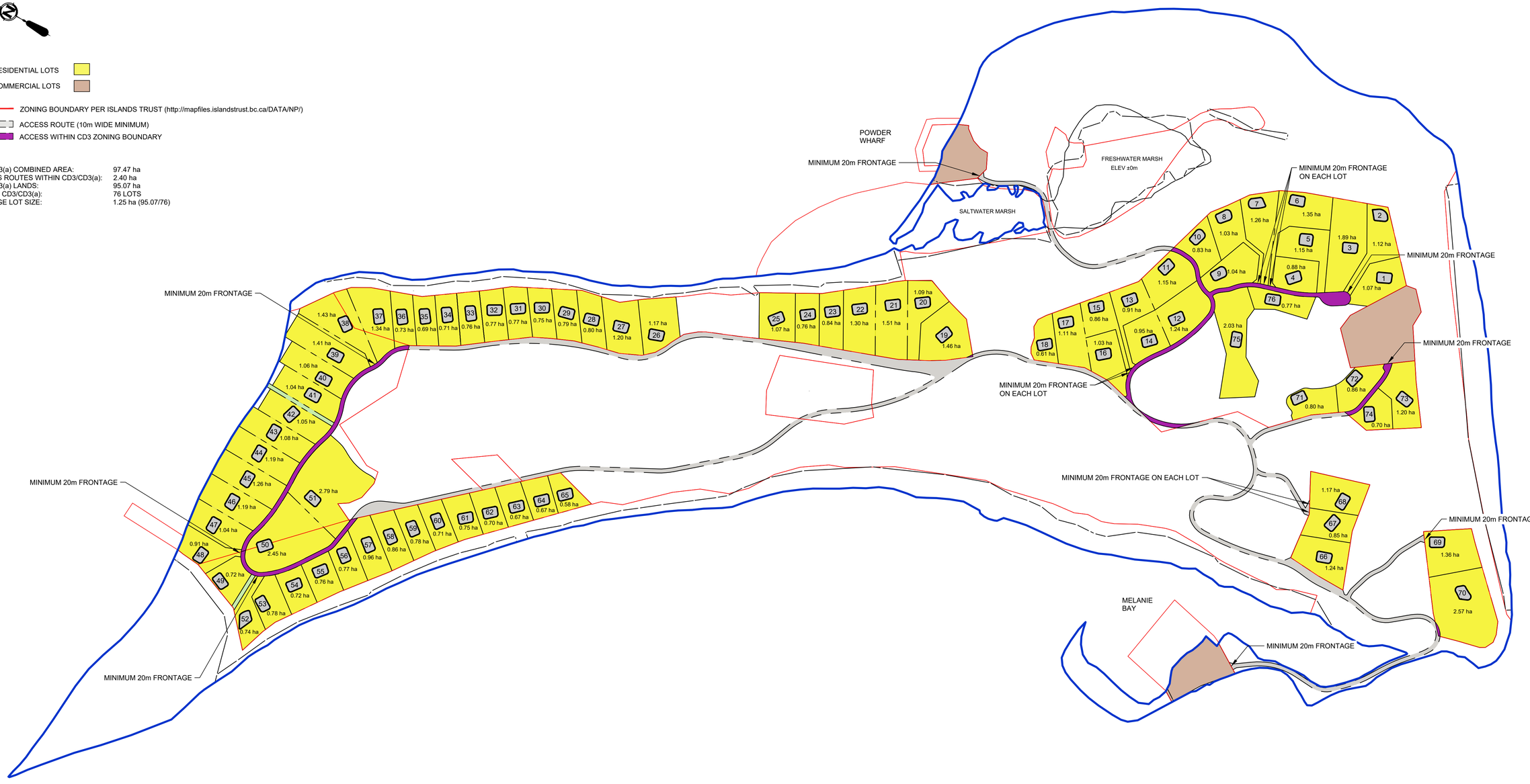
IF NOT 50 mm ADJUST SCALES
50 mm

SCALE(S) SHOWN ARE INTENDED FOR ANSI D (22X34) SIZE DRAWINGS, TABLOID (11X17) SIZE DRAWINGS ARE 1/2 OF SCALE(S) SHOWN UNLESS NOTED OTHERWISE

76 RESIDENTIAL LOTS
3 COMMERCIAL LOTS

ZONING BOUNDARY PER ISLANDS TRUST (http://mapfiles.islandstrust.bc.ca/DATA/NP/)
ACCESS ROUTE (10m WIDE MINIMUM)
ACCESS WITHIN CD3 ZONING BOUNDARY

| | |
|---|---|
| CD3/CD3(a) COMBINED AREA: | 97.47 ha |
| ACCESS ROUTES WITHIN CD3/CD3(a): | 2.40 ha |
| CD3/CD3(a) LANDS: | 95.07 ha |
| LOTS IN CD3/CD3(a): | 76 LOTS |
| AVERAGE LOT SIZE: | 1.25 ha (95.07/76) |




PLOT DATE: 2020-05-25 10:13:47 AM
SAVE DATE: 2020-05-25 10:13:35 AM SAVED BY: SHEWANA
DWG PATH: p:\2018\2339\00_j_i_discovery_dev\working_dwgs\100_civil\2339-00-c-7006.dwg

Associated Engineering
CANADA'S 2012 BEST MANAGED COMPANIES Platinum member

PRELIMINARY/
FOR DISCUSSION
NOT FOR CONSTRUCTION

| REV | DATE | DESIGN | DRAWN | DESCRIPTION |
|---|---|---|---|---|
| I | 2020-05-25 | MD | AKS | REVISED PER ISLAND TRUST COMMENTS |
| H | 2020-05-01 | MD | AKS | REVISED PER CLIENT COMMENTS/REQUESTS |
| G | 2020-04-30 | MD | AKS | REVISE ROADS |
| F | 2020-04-03 | MD | AKS | AREAS SHOWN TO 2 DECIMALS |
| E | 2020-03-11 | MD | AKS | ADDED SETBACK LINE |
| D | 2020-03-05 | MD | AKS | REVISED LOT LAYOUT |

J.I. PROPERTIES INC.

JAMES ISLAND
DISCOVERY DEVELOPMENT

2018-2339-00

SCALE: 1:5000

CIVIL
PLAN
PRELIMINARY LOT LAYOUT

| DRAWING | REVISION | SHEET |
|---|---|---|
| 2339-C-7006 | I | / |

*LAND TITLE ACT*

**FORM C**
(Section 233)
Province of
British Columbia

10 JUN 2008 14 51 FB180725

**GENERAL INSTRUMENT - PART 1** (This area for Land Title Office Use) PAGE 1 of 28 pages

1. APPLICATION: (Name, address, phone number and signature of applicant, applicant's solicitor or agent)
BULL, HOUSSER & TUPPER LLP, Barristers & Solicitors, 3000 - 1055 West Georgia Street, Vancouver, British Columbia, V6E 3R3 604. 687.6575 (LTO File No. 11299) (File No. 95-2977) (Section 219 Covenant)

4
4

Per: _____
LARRY R. SANDRIN

Submitted by
KLA Registry Services

2. PARCEL IDENTIFIER(S) AND LEGAL DESCRIPTION(S) OF LAND:*
*(PID)* *(LEGAL DESCRIPTION)*
SEE SCHEDULE

KM 08/06/10 14:52:53 01 VI 806667
CHARGE $66.15

3. NATURE OF INTEREST:*

| *DESCRIPTION* | *DOCUMENT REFERENCE (page and paragraph)* | *PERSON ENTITLED TO INTEREST* |
|---|---|---|
| Section 219 Covenant | Page 6, paragraph 2.1 | Transferee |

4. TERMS: Part 2 of this instrument consists of (select one only):

| | | |
|---|---|---|
| (a) Filed Standard Charge Terms | [ ] | D.F. Number: |
| (b) Express Charge Terms | [X] | Annexed as Part 2 |
| (c) Release | [ ] | There is no Part 2 of this instrument |

A selection of (a) includes any additional or modified terms referred to in Item 7 or in a schedule annexed to this instrument. If (c) is selected, the charge described in Item 3 is released or discharged as a charge on the land described in Item 2.

5. TRANSFEROR(S):*
J.I. PROPERTIES, INC., c/o 3000 - 1055 West Georgia Street, Vancouver, British Columbia, V6E 3R3

6. TRANSFEREE(S): (including postal address(es) and postal code(s))*
NORTH PENDER ISLAND LOCAL TRUST COMMITTEE, a local trust committee under the *Islands Trust Act*, 200 - 1627 Fort Street, Victoria, British Columbia, V8R 1H8

7. ADDITIONAL OR MODIFIED TERMS:*
N/A

## GENERAL INSTRUMENT



8. EXECUTION(S):** This instrument creates, assigns, modifies, enlarges, discharges, or governs the priority of the interest(s) described in Item 3 and the Transferor(s) and every other signatory agree to be bound by this instrument, and acknowledge(s) receipt of a true copy of the filed standard charge terms, if any.

| Officer Signature(s) | EXECUTION DATE | | | Party(ies) Signature(s) |
|---|---|---|---|---|
| | Y | M | D | TRANSFEROR: |
| Name: | 08 | 05 | 26 | J.I. PROPERTIES, INC. by its authorized signatory: |
| | | | | Name: **HOWARD G. TROTT** |

LARRY R. SANDRIN
*BARRISTER & SOLICITOR*
BULL, HOUSSER & TUPPER LLP
#3000, 1055 WEST GEORGIA
VANCOUVER, B.C. V6E 3R3
(604) 641-4873

OFFICER CERTIFICATION:
Your signature constitutes a representation that you are a solicitor, notary public or other person authorized by the *Evidence Act*, R.S.B.C. 1996, c. 124, to take affidavits for use in British Columbia and certifies the matters set out in Part 5 of the *Land Title Act* as they pertain to the execution of this instrument.

* If space insufficient, enter "SEE SCHEDULE" and attach schedule in Form E.

** If space insufficient, continue executions on additional page(s) in Form D.

*LAND TITLE ACT*

**FORM D**

**EXECUTIONS CONTINUED** PAGE 3

| Officer Signature(s) | EXECUTION DATE | | | Party(ies) Signature(s) |
|---|---|---|---|---|
| | Y | M | D | TRANSFEREE: |
| Name: | 08 | 06 | 03. | NORTH PENDER ISLAND LOCAL TRUST COMMITTEE by its authorized signatories: |
| | | | | Name: GARY STEIGUES |
| | | | | Name: ROSE WILLOW |

(as to both signatures)

**LINDA JOAN ADAMS**
**Commissioner for Taking Affidavits for British Columbia**
200 - 1627 Fort Street
Victoria, BC V8R 1H8
Ph (250) 405-5151

OFFICER CERTIFICATION:
Your signature constitutes a representation that you are a solicitor, notary public or other person authorized by the *Evidence Act*, R.S.B.C. 1996, c. 124, to take affidavits for use in British Columbia and certifies the matters set out in Part 5 of the *Land Title Act* as they pertain to the execution of this instrument.

*LAND TITLE ACT*

**FORM E**

**SCHEDULE** PAGE 4

ENTER THE REQUIRED INFORMATION IN THE SAME ORDER AS THE INFORMATION MUST APPEAR ON THE FREEHOLD TRANSFER FORM, MORTGAGE FORM OR GENERAL INSTRUMENT FORM

2. PARCEL IDENTIFIER(S) AND LEGAL DESCRIPTION(S) OF LAND:

| | *(PID)* | *(LEGAL DESCRIPTION)* |
|---|---|---|
| 1. | 027-534-553 | Lot 1 of Parcel 1, James Island, Cowichan District, Plan VIP 85132 |
| 2. | -- 570 | Lot 2 of Parcel 2, James Island, Cowichan District, Plan VIP 85132 |
| 3. | -- 588 | Lot 3 of Parcel 3, James Island, Cowichan District, Plan VIP 85132 |
| 4. | -- 596 | Lot 4 of Parcel 4, James Island, Cowichan District, Plan VIP 85132 |
| 5. | -- 618 | Lot 5 of Parcel 5, James Island, Cowichan District, Plan VIP 85132 |

**TERMS OF INSTRUMENT - PART 2**

**SECTION 219 COVENANT**

THIS AGREEMENT, made with effect as of May 29, 2008,

BETWEEN:

**J.I. PROPERTIES, INC.**, c/o 3000 - 1055 West Georgia Street, Vancouver, British Columbia, V6E 3R3

(the "**Owner**")

AND:

**NORTH PENDER ISLAND LOCAL TRUST COMMITTEE**, a local trust committee under the *Islands Trust Act*, 200 - 1627 Fort Street, Victoria, British Columbia, V8R 1H8

(the "**Local Trust Committee**")

WITNESSES WHEREAS:

A. The Owner is the registered owner of the Lands;

B. The Owner wishes to grant to the Local Trust Committee a covenant under Section 219 of the *Land Title Act*, R.S.B.C. 1996 Chapter 250, as amended; and

C. The Local Trust Committee has required the execution and registration of the covenant set out in Section 2.1 of this Agreement as a condition of the adoption of Bylaw 170,

NOW THEREFORE in consideration of the sum of TEN DOLLARS ($10.00) now paid by the Local Trust Committee to the Owner and for other good and valuable consideration (the receipt and sufficiency of which the Owner hereby acknowledges), the Owner and the Local Trust Committee covenant each with the other as follows:

**1. DEFINITIONS**

(a) "**Conservation Covenant**" means that agreement registered at the Land Title Office under numbers FB180722 and FB180723;

(b) "**Educational Access SRW**" means that agreement registered at the Land Title Office, under number FB180724;

(c) "**Existing Park Covenants**" means those agreements registered against title to the Lands under Land Title Office Nos. EC78596 and EC78597;

(d) "**Land Title Office**" means the Victoria Land Title Office;

(e) "**Lands**" means the lands and premises legally described in Item 2 of the Form C General Instrument Part 1 to which these Terms of Instrument are attached;

(f) "**Raptor Nesting Protection Covenant**" means a covenant under Section 219 of the *Land Title Act* in the form attached hereto as Schedule A; and

(g) "**Wildlife Trees Protection Covenant**" means a covenant under Section 219 of the *Land Title Act* in the form attached hereto as Schedule B.

## 2. SECTION 219 COVENANT RE: FUTURE SUBDIVISION CONTROL

2.1 The Owner hereby covenants and agrees with the Local Trust Committee, as a covenant in favour of the Local Trust Committee pursuant to Section 219 of the *Land Title Act* (it being the intention and agreement of the Owner that the provisions hereof be annexed to and run with and be a charge upon the Lands) that the Lands may only be subdivided by way of a bare land strata plan under the *Strata Property Act* designating all of the Lands either as strata lots or common property and only if all of the following requirements have first been satisfied:

(a) the Raptor Nesting Protection Covenant has been registered against title to the Lands in the Land Title Office, in priority to all financial legal notations, liens, charges and encumbrances;

(b) the Wildlife Trees Protection Covenant has been registered against title to the Lands in the Land Title Office, in priority to all financial legal notations, liens, charges and encumbrances;

(c) arrangements satisfactory to the Local Trust Committee have been made to cause the strata corporation that will be created upon the deposit of the bare land strata plan to enter into a written agreement with the covenant holders under the Conservation Covenant whereby the strata corporation assumes all of the "owner's' obligations under Article 9 of the Conservation Covenant (the "Assumption Agreement"); and

(d) the Conservation Covenant has been amended, in a form satisfactory to the Local Trust Committee, to incorporate an updated Report (as that term is defined in the Conservation Covenant), prepared by The Nature Conservancy of Canada, provided that the restriction contained in this paragraph (d) shall not apply after December 31, 2008 if the NCC has not prepared the Report by that date.

2.2 The Local Trust Committee covenants and agrees that the Owner may satisfy the conditions set out in paragraphs (a), (b) and (c) if the Owner causes it solicitor to provide to the Local Trust Committee a solicitors undertaking, in a form pre-approved in writing by the Local Trust Committee, to register the Raptor Nesting Protection Covenant and Wildlife Trees Protection Covenant concurrently with the registration of the proposed bare land strata plan and to deliver the executed Assumption Agreement to the Local Trust Committee immediately following registration of the bare land strata plan .

## 3. PAYMENT UNDER SECTION 941 OF THE *LOCAL GOVERNMENT ACT*

3.1 The Owner agrees that in connection with a bare land subdivision as contemplated in Article 2 of this Agreement, the Owner shall, and hereby does, elect to pay money under Section 941 of the *Local Government Act* and shall pay to the Capital Regional District a minimum amount of $1,500,000.00, with the Owner and the Local Trust Committee hereby agreeing that for the purposes of calculating the amount payable under Section 941(1)(b) of the *Local Government Act* the market value of the Lands shall be at least equal to $30,000,000.00 and the amount of land to be used to establish the amount payable shall be equal to 5% of the Lands.

3.2 In connection therewith, the Local Trust Committee acknowledges and agrees that upon payment by the Owner of the payment described in Section 3.1 above, the Owner will have satisfied all requirements of the Local Trust Committee under Section 941 of the *Local Government Act* as to the provision of parks and open space in effect as of the date of execution of this Agreement.

## 4. GENERAL

4.1 The Local Trust Committee agrees that upon performance by the Owner of the obligations set out in Section 2.1 and upon payment by the Owner of the payment described in Section 3.1 above, the Local Trust Committee will, promptly upon receipt of written request by the Owner, execute and deliver registrable discharges of this Agreement and the Existing Park Covenants for the purposes of registration of such discharges concurrently with the deposit of the plan of subdivision contemplated in this Agreement.

4.2 The Owner will do or cause to be done at its expense all acts reasonably necessary for the Local Trust Committee to gain priority for this Agreement over all liens, charges and encumbrances which are or may be registered against the Lands save and except those in favour of the Local Trust Committee and those specifically approved in writing by the Local Trust Committee.

4.3 Nothing contained or implied herein will prejudice or affect the rights and powers of the Local Trust Committee in the exercise of its functions under any statutes, bylaws, orders and regulations, all of which may be fully and effectively exercised in relation to the Lands as if this Agreement had not been executed and delivered.

4.4 The Owner covenants and agrees that in addition to any remedies which are available under this Agreement or at law, the Local Trust Committee will be entitled to all equitable remedies, including specific performance, injunction and declaratory relief, or any combination thereof, to enforce its rights under this Agreement. The Owner acknowledges that specific performance, injunctive relief (mandatory or otherwise) or other equitable relief may be the only adequate remedy for a default by the Owner under this Agreement.

4.5 The covenants contained in this Agreement will enure to the benefit of and be binding upon the Local Trust Committee and its successors and assigns and will enure to the benefit of and be binding upon the Owner and its successors and assigns and (subject to the following provisions of this Section 4.5) will run with the Lands and enure to the benefit of and be binding

upon the Owner's successors in title and their respective heirs, executors, administrators, trustees and successors; PROVIDED THAT:

(a) every reference to the parties is deemed to include the respective successors and assigns of such parties;

(b) neither the Owner named in this Agreement nor any future owner is liable for a breach of this Agreement after the Owner named herein or any future owner, as the case may be, ceases to have any interest in the relevant portions of the Lands which are charged by this Agreement;

(c) if and to the extent that the covenant set out in Section 2.1 of this Agreement relates specifically to the use of any bare land strata lot created by the subdivision of the Lands by way of a bare land strata plan, then the respective obligations of any owner or owners of any such bare land strata lots will be limited to any such bare land strata lot owned by any such Owner;

(d) if and to the extent that the covenant contained in Section 2.1 of this Agreement relates to common property created by the subdivision of the Lands by way of a bare land strata plan, then each respective Owner of the bare land strata corporation so created will be liable for such covenants to the extent of such Owner's respective unit entitlement in such common property as established by virtue of such bare land strata plan; and

(e) nothing contained in Sections 4.5(c) or (d) above will limit or modify the obligations of any Owner of any bare land strata lot with respect to limited common property expressly designated for any such Owner's respective exclusive or shared use or enjoyment.

4.6 Wherever the singular or masculine is used herein the same will be construed as meaning the plural, feminine or the body corporate or politic where the contents or the parties so require.

4.7 If any section, subsection, sentence, clause or phrase in this Agreement is for any reason held to be invalid by the decision of a Court of competent jurisdiction, the invalid portion will be severed and the decision that it is invalid will not affect the validity of the remainder of this Agreement.

4.8 The parties hereto will do and cause to be done all things and execute and cause to be executed all documents which may be necessary to give proper effect to the intention of this Agreement.

IN WITNESS WHEREOF, the parties have executed this Agreement by signing the "Form C - General Instrument - Part 1" attached hereto.

**LIST OF ATTACHMENTS:**

| | |
|---|---|
| Schedule A | Approved Form of Raptor Nesting Protection Covenant |
| Schedule B | Approved Form of Wildlife Trees Protection Covenant |

## SCHEDULE A

## APPROVED FORM OF RAPTOR NESTING PROTECTION COVENANT

*LAND TITLE ACT*

**FORM C**
(Section 233)

**RAPTOR NESTING PROTECTION COVENANT**

Province of
British Columbia
**GENERAL INSTRUMENT - PART 1** (This area for Land Title Office Use) PAGE 1 of 8 pages

1. APPLICATION: (Name, address, phone number and signature of applicant, applicant's solicitor or agent)
BULL, HOUSSER & TUPPER LLP, Barristers & Solicitors, 3000 - 1055 West Georgia Street, Vancouver, British Columbia, V6E 3R3 604. 687.6575 (LTO File No. 11299) (File No. 95-2977) (Section 219 Covenant)

Per: _____
LARRY R. SANDRIN

2. PARCEL IDENTIFIER(S) AND LEGAL DESCRIPTION(S) OF LAND:*
*(PID)* *(LEGAL DESCRIPTION)*

3. NATURE OF INTEREST:*

| *DESCRIPTION* | *DOCUMENT REFERENCE (page and paragraph)* | *PERSON ENTITLED TO INTEREST* |
|---|---|---|
| Section 219 Covenant over those areas within Reference Plan BCP_____ | Page 6, paragraph 2.1 | Transferee |

4. TERMS: Part 2 of this instrument consists of (select one only):

| | | |
|---|---|---|
| (a) Filed Standard Charge Terms | [ ] | D.F. Number: |
| (b) Express Charge Terms | [X] | Annexed as Part 2 |
| (c) Release | [ ] | There is no Part 2 of this instrument |

A selection of (a) includes any additional or modified terms referred to in Item 7 or in a schedule annexed to this instrument. If (c) is selected, the charge described in Item 3 is released or discharged as a charge on the land described in Item 2.

5. TRANSFEROR(S):*
J.I. PROPERTIES, INC., c/o 3000 - 1055 West Georgia Street, Vancouver, British Columbia, V6E 3R3

6. TRANSFEREE(S): (including postal address(es) and postal code(s))*
NORTH PENDER ISLAND LOCAL TRUST COMMITTEE, a local trust committee under the *Islands Trust Act*, 200 - 1627 Fort Street, Victoria, British Columbia, V8R 1H8

7. ADDITIONAL OR MODIFIED TERMS:*
N/A

## GENERAL INSTRUMENT

8. EXECUTION(S):** This instrument creates, assigns, modifies, enlarges, discharges, or governs the priority of the interest(s) described in Item 3 and the Transferor(s) and every other signatory agree to be bound by this instrument, and acknowledge(s) receipt of a true copy of the filed standard charge terms, if any.

| Officer Signature(s) | EXECUTION DATE | | | Party(ies) Signature(s) |
|---|---|---|---|---|
| | Y | M | D | TRANSFEROR: |
| | 08 | | | J.I. PROPERTIES, INC. by its authorized signatory: |
| Name: | | | | Name: |

OFFICER CERTIFICATION:
Your signature constitutes a representation that you are a solicitor, notary public or other person authorized by the *Evidence Act*, R.S.B.C. 1996, c. 124, to take affidavits for use in British Columbia and certifies the matters set out in Part 5 of the *Land Title Act* as they pertain to the execution of this instrument.

* If space insufficient, enter "SEE SCHEDULE" and attach schedule in Form E.

** If space insufficient, continue executions on additional page(s) in Form D.

*LAND TITLE ACT*

**FORM D**

**EXECUTIONS CONTINUED** 

| Officer Signature(s) | EXECUTION DATE Y | M | D | Party(ies) Signature(s) |
|---|---|---|---|---|
| | | | | TRANSFEREE: |
| | | | | NORTH PENDER ISLAND LOCAL TRUST COMMITTEE by its authorized signatory(ies): |
| _____ Name: | 08 | | | |
| | | | | _____ Name: |
| (as to both signatures) | | | | |
| | | | | _____ Name: |

OFFICER CERTIFICATION:
Your signature constitutes a representation that you are a solicitor, notary public or other person authorized by the *Evidence Act*, R.S.B.C. 1996, c. 124, to take affidavits for use in British Columbia and certifies the matters set out in Part 5 of the *Land Title Act* as they pertain to the execution of this instrument.

**TERMS OF INSTRUMENT - PART 2**

**SECTION 219 COVENANT**

THIS AGREEMENT, made with effect as of _____, 20_____,

BETWEEN:

**J.I. PROPERTIES, INC.**, c/o 3000 - 1055 West Georgia Street, Vancouver, British Columbia, V6E 3R3

(the "**Owner**")

AND:

**NORTH PENDER ISLAND LOCAL TRUST COMMITTEE**, a local trust committee under the *Islands Trust Act*, 200 - 1627 Fort Street, Victoria, British Columbia, V8R 1H8

(the "**Local Trust Committee**")

WITNESSES WHEREAS:

A. It is understood and agreed that this instrument should be read as follows:

(a) the Transferor, J.I. Properties, Inc., is called "the Owner"; and

(b) the Transferee, North Pender Island Local Trust Committee, is called "the Local Trust Committee";

B. The Owner is the registered owner of the Lands;

C. Subsections 219(2) and 219(4) of the *Land Title Act*, R.S.B.C. 1996 Chapter 250, as amended, permit registration of a covenant in favour of a local trust committee under the *Islands Trust Act* in respect of the use of land or the use of a building on or to be erected on land and that land is or is not to be built on except in accordance with the covenant; and

D. The Local Trust Committee has required the execution and registration of the covenant set out in Section 2.1 of this Agreement as a condition of the adoption of Bylaw 170,

NOW THEREFORE in consideration of the sum of TEN DOLLARS ($10.00) now paid by the Local Trust Committee to the Owner and for other good and valuable consideration (the receipt and sufficiency of which the Owner hereby acknowledges), the Owner and the Local Trust Committee covenant each with the other as follows:

## 5. DEFINITIONS

(a) "**Lands**" means the lands and premises legally described in Item 2 of the Form C General Instrument Part 1 to which these Terms of Instrument are attached;

(b) "**Noise Control Area**" means any portion of the Lands located within 100 metres from any Raptor Nesting Tree and as shown on the Reference Plan;

(c) "**Qualified Biologist**" means any Registered Professional Biologist (registered with the College of Applied Biology pursuant to the British Columbia *College of Applied Biology Act*) retained by and at the expense of the Owner (or any other party on behalf of the Owner), having experience acceptable to the Local Trust Committee (acting reasonably) with the evaluation of habitat requirements of raptors on or in the vicinity of James Island;

(d) "**Raptor Breeding Periods**" means the period during each year following the date of execution and registration of this Agreement commencing on January 15 and ending on June 30 of each relevant year;

(e) "**Raptor Nesting Trees**" means those trees, so labeled and located as of the date of execution of this Agreement by the Owner as shown on the Reference Plan;

(f) "**Reference Plan**" means that Reference Plan deposited at the Victoria Land Title Office described in Section 3 of Part 1 of this General Instrument, a photo-reduced copy of which is attached hereto as Schedule A; and

(g) "**Restricted Activity Area**" means any portion of the Lands located within 100 metres from any Raptor Nesting Tree and as shown on the Reference Plan.

## 6. SECTION 219 COVENANT RE: PROTECTION OF RAPTOR NESTS

6.1 The Owner hereby covenants and agrees with the Local Trust Committee, as a covenant in favour of the Local Trust Committee pursuant to Section 219 of the *Land Title Act* (it being the intention and agreement of the Owner that the provisions hereof be annexed to and run with and be a charge upon the Lands) that the Lands will be used and built on only in strict compliance with the terms and conditions of this Agreement and, more specifically, that:

(a) the Owner will not (unless otherwise approved in writing by the Local Trust Committee following receipt and reasonable consideration of the recommendations of any Qualified Biologist relating to the removal or trimming of any Raptor Nesting Tree) fell, trim or otherwise remove any Raptor Nesting Tree;

(b) the Owner will not place nor construct any new building or man-made structure intended to be occupied for residential or commercial purposes (nor, place or construct any other buildings or structures, unless otherwise approved in writing by the Local Trust Committee following receipt and reasonable consideration of

the recommendations of any Qualified Biologist relating to the placement or construction of any such building or structure) within any Restricted Activity Area;

(c) the Owner will not generate nor knowingly permit to be generated within any Noise Control Area and during any Raptor Breeding Periods, any significant noise in the nature of blasting, fireworks or disruptive construction activities producing noise above 65 decibels in volume;

(d) the Owner will not apply nor release pesticides, insecticides nor fungicides within the Restricted Activity Area; and

(e) the Owner will not, within any portion of the Lands located within 30 metres from any Raptor Nesting Tree, remove any natural vegetation growing therein;

PROVIDED THAT, in connection with the interpretation of the covenants set out in Sections 6.1(b), (c), (d) and (e) above:

(f) nothing herein contained will prohibit any Owner from occupying any building existing upon any portion of the Lands prior to the date of execution of this Agreement by the Owner; and

(g) nothing herein contained will prohibit the operation of automobiles on roads or pathways nor of golf carts, golf maintenance equipment or electric vehicles nor any pedestrian movement nor the playing of golf upon any golf course existing prior to the date of execution of this Agreement by the Owner, notwithstanding that such activities may occur during Raptor Breeding Periods.

## 7. GENERAL

7.1 The Owner will do or cause to be done at its expense all acts reasonably necessary for the Local Trust Committee to gain priority for this Agreement over all liens, charges and encumbrances which are or may be registered against the Lands save and except those in favour of the Local Trust Committee and those specifically approved in writing by the Local Trust Committee.

7.2 Nothing contained or implied herein will prejudice or affect the rights and powers of the Local Trust Committee in the exercise of its functions under any statutes, bylaws, orders and regulations, all of which may be fully and effectively exercised in relation to the Lands as if this Agreement had not been executed and delivered.

7.3 The Owner covenants and agrees that in addition to any remedies which are available under this Agreement or at law, the Local Trust Committee will be entitled to all equitable remedies, including specific performance, injunction and declaratory relief, or any combination thereof, to enforce its rights under this Agreement. The Owner acknowledges that specific performance, injunctive relief (mandatory or otherwise) or other equitable relief may be the only adequate remedy for a default by the Owner under this Agreement.

7.4 The covenants contained in this Agreement will enure to the benefit of and be binding upon the Local Trust Committee and its successors and assigns and will enure to the benefit of and be binding upon the Owner and its successors and assigns and (subject to the following provisions of this Section 4.5) will run with the Lands and enure to the benefit of and be binding upon the Owner's successors in title and their respective heirs, executors, administrators, trustees and successors; PROVIDED THAT:

(a) every reference to the parties is deemed to include the respective successors and assigns of such parties;

(b) neither the Owner named in this Agreement nor any future owner is liable for a breach of this Agreement after the Owner named herein or any future owner, as the case may be, ceases to have any interest in the relevant portions of the Lands which are charged by this Agreement;

(c) if and to the extent that the covenants set out in Section 2.1 of this Agreement relate specifically to the use of any bare land strata lot created by the subdivision of the Lands by way of a bare land strata plan, then the respective obligations of any owner or owners of any such bare land strata lots will be limited to any such bare land strata lot owned by any such Owner;

(d) if and to the extent that the covenants contained in Section 2.1 relate to common property created by the subdivision of the Lands by way of a bare land strata plan, then each respective Owner of the bare land strata corporation so created will be liable for such covenants to the extent of such Owner's respective unit entitlement in such common property as established by virtue of such bare land strata plan; and

(e) nothing contained in Sections 4.5(c) or (d) above will limit or modify the obligations of any Owner of any bare land strata lot with respect to limited common property expressly designated for any such Owner's respective exclusive or shared use or enjoyment.

7.5 Wherever the singular or masculine is used herein the same will be construed as meaning the plural, feminine or the body corporate or politic where the contents or the parties so require.

7.6 If any section, subsection, sentence, clause or phrase in this Agreement is for any reason held to be invalid by the decision of a Court of competent jurisdiction, the invalid portion will be severed and the decision that it is invalid will not affect the validity of the remainder of this Agreement.

7.7 The parties hereto will do and cause to be done all things and execute and cause to be executed all documents which may be necessary to give proper effect to the intention of this Agreement.

IN WITNESS WHEREOF, the parties have executed this Agreement by signing the "Form C - General Instrument - Part 1" attached hereto.

**SCHEDULE A**

**REFERENCE PLAN**

END OF DOCUMENT

## SCHEDULE B

## APPROVED FORM OF WILDLIFE TREES PROTECTION COVENANT

*LAND TITLE ACT* **WILDLIFE TREES PROTECTION COVENANT**

**FORM C**
(Section 233)

Province of
British Columbia
**GENERAL INSTRUMENT - PART 1** (This area for Land Title Office Use) PAGE 1 of 11 pages

1. APPLICATION: (Name, address, phone number and signature of applicant, applicant's solicitor or agent)
BULL, HOUSSER & TUPPER LLP, Barristers & Solicitors, 3000 - 1055 West Georgia Street, Vancouver, British Columbia, V6E 3R3 604. 687.6575 (LTO File No. 11299) (File No. 95-2977) (Section 219 Covenant)

Per: _____
LARRY R. SANDRIN

2. PARCEL IDENTIFIER(S) AND LEGAL DESCRIPTION(S) OF LAND:*
*(PID)* *(LEGAL DESCRIPTION)*

3. NATURE OF INTEREST:*

| *DESCRIPTION* | *DOCUMENT REFERENCE (page and paragraph)* | *PERSON ENTITLED TO INTEREST* |
|---|---|---|
| Section 219 Covenant | Page 6, paragraph 2.1 | Transferee |

4. TERMS: Part 2 of this instrument consists of (select one only):

| | | |
|---|---|---|
| (a) Filed Standard Charge Terms | [ ] | D.F. Number: |
| (b) Express Charge Terms | [X] | Annexed as Part 2 |
| (c) Release | [ ] | There is no Part 2 of this instrument |

A selection of (a) includes any additional or modified terms referred to in Item 7 or in a schedule annexed to this instrument. If (c) is selected, the charge described in Item 3 is released or discharged as a charge on the land described in Item 2.

5. TRANSFEROR(S):*
J.I. PROPERTIES, INC., c/o 3000 - 1055 West Georgia Street, Vancouver, British Columbia, V6E 3R3

6. TRANSFEREE(S): (including postal address(es) and postal code(s))*
NORTH PENDER ISLAND LOCAL TRUST COMMITTEE, a local trust committee under the *Islands Trust Act*, 200 - 1627 Fort Street, Victoria, British Columbia, V8R 1H8

7. ADDITIONAL OR MODIFIED TERMS:*
N/A

## GENERAL INSTRUMENT

8. EXECUTION(S):** This instrument creates, assigns, modifies, enlarges, discharges, or governs the priority of the interest(s) described in Item 3 and the Transferor(s) and every other signatory agree to be bound by this instrument, and acknowledge(s) receipt of a true copy of the filed standard charge terms, if any.

| Officer Signature(s) | EXECUTION DATE | | | Party(ies) Signature(s) |
|---|---|---|---|---|
| | Y | M | D | TRANSFEROR: |
| | 08 | | | J.I. PROPERTIES, INC. by its authorized signatory: |
| Name: | | | | Name: |

OFFICER CERTIFICATION:
Your signature constitutes a representation that you are a solicitor, notary public or other person authorized by the *Evidence Act*, R.S.B.C. 1996, c. 124, to take affidavits for use in British Columbia and certifies the matters set out in Part 5 of the *Land Title Act* as they pertain to the execution of this instrument.

* If space insufficient, enter "SEE SCHEDULE" and attach schedule in Form E.

** If space insufficient, continue executions on additional page(s) in Form D.

*LAND TITLE ACT*

**FORM D**

**EXECUTIONS CONTINUED** 

| Officer Signature(s) | EXECUTION DATE Y | M | D | Party(ies) Signature(s) |
|---|---|---|---|---|
| | 08 | | | TRANSFEREE: NORTH PENDER ISLAND LOCAL TRUST COMMITTEE by its authorized signatory(ies): |
| Name: | | | | Name: |
| (as to both signatures) | | | | Name: |

OFFICER CERTIFICATION:
Your signature constitutes a representation that you are a solicitor, notary public or other person authorized by the *Evidence Act*, R.S.B.C. 1996, c. 124, to take affidavits for use in British Columbia and certifies the matters set out in Part 5 of the *Land Title Act* as they pertain to the execution of this instrument.

**TERMS OF INSTRUMENT - PART 2**

**SECTION 219 COVENANT**

THIS AGREEMENT, made with effect as of _____, 20_____,

BETWEEN:

**J.I. PROPERTIES, INC.**, c/o 3000 - 1055 West Georgia Street, Vancouver, British Columbia, V6E 3R3

(the "**Owner**")

AND:

**NORTH PENDER ISLAND LOCAL TRUST COMMITTEE**, a local trust committee under the *Islands Trust Act*, 200 - 1627 Fort Street, Victoria, British Columbia, V8R 1H8

(the "**Local Trust Committee**")

WITNESSES WHEREAS:

A. It is understood and agreed that this instrument should be read as follows:

(a) the Transferor, J.I. Properties, Inc., is called "the Owner"; and

(b) the Transferee, North Pender Island Local Trust Committee, is called "the Local Trust Committee";

B. The Owner is the registered owner of the Lands;

C. Section 219 of the *Land Title Act*, R.S.B.C. 1996 Chapter 250, as amended, permits registration of a covenant in favour of a local trust committee under the *Islands Trust Act* in respect of the use of land or the use of a building on or to be erected on land and that land is or is not to be built on except in accordance with the covenant; and

D. The Local Trust Committee has required the execution and registration of the covenant set out in Section 2.1 of this Agreement as a condition of the adoption of Bylaw 170,

NOW THEREFORE in consideration of the sum of TEN DOLLARS ($10.00) now paid by the Local Trust Committee to the Owner and for other good and valuable consideration (the receipt and sufficiency of which the Owner hereby acknowledges), the Owner and the Local Trust Committee covenant each with the other as follows:

## 8. DEFINITIONS

(a) "**Lands**" means the lands and premises legally described in Item 2 of the Form C General Instrument Part 1 to which these Terms of Instrument are attached;

(b) "**Protected Wildlife**" means those species listed in Table 1, Table 2 and Table 3 of Schedule A to this Agreement;

(c) "**Qualified Biologist**" means any Registered Professional Biologist (registered with the College of Applied Biology pursuant to the British Columbia *College of Applied Biology Act*) retained by and at the expense of the Owner (or any other party on behalf of the Owner), having experience acceptable to the Local Trust Committee (acting reasonably) with the evaluation of habitat requirements of Protected Wildlife upon or in the vicinity of James Island; and

(d) "**Wildlife Trees**" means any trees located upon the Lands which are determined by any Qualified Biologist to offer significant habitat to any Protected Wildlife at any time from and after the date of execution of this Agreement by the Owner.

## 9. SECTION 219 COVENANT RE: PROTECTION OF WILDLIFE TREES

9.1 The Owner hereby covenants and agrees with the Local Trust Committee, as a covenant in favour of the Local Trust Committee pursuant to Section 219 of the *Land Title Act* (it being the intention and agreement of the Owner that the provisions hereof be annexed to and run with and be a charge upon the Lands) that the Lands will be used and built on only in strict compliance with the terms and conditions of this Agreement and, more specifically, that the Owner will not (unless otherwise approved in writing by the Local Trust Committee following receipt and reasonable consideration of the recommendations of any Qualified Biologist (relating to the felling or removal of any Wildlife Tree) engage in or knowingly permit the falling or removal of any Wildlife Tree from any portion of the Lands unless a Qualified Biologist has provided an opinion as to the continued availability of suitable wildlife habitat for Protected Wildlife through other existing Wildlife Trees located elsewhere upon the Lands. In connection with the provision of any relevant opinion contemplated under this Section 9.1, the Qualified Biologist shall have reference to and shall consider that report dated June, 2006 and entitled "*A Conservation Assessment of the Bird and Mammal Fauna of James Island, British Columbia*", a copy of which is attached hereto as Schedule B.

9.2 If the Owner of any relevant legal parcel of the Lands breaches the covenants contained in Section 9.1, with the result that any Wildlife Tree is felled or removed from any portion of the Lands without the provision of a supporting opinion from a Qualified Biologist as to the continued availability of suitable wildlife habitat for Protected Wildlife through other existing Wildlife Trees located elsewhere upon the Lands (unless mitigation measures to the reasonable satisfaction of the Local Trust Committee are implemented), such Owner will, promptly upon demand by the Local Trust Committee, pay to the Local Trust Committee the sum of $1,000.00 as liquidated damages for each Wildlife Tree which is felled or removed in breach of the covenant contained in Section 9.1 of this Agreement.

## 10. GENERAL

10.1 The Owner will do or cause to be done at its expense all acts reasonably necessary for the Local Trust Committee to gain priority for this Agreement over all liens, charges and encumbrances which are or may be registered against the Lands save and except those in favour of the Local Trust Committee and those specifically approved in writing by the Local Trust Committee.

10.2 Nothing contained or implied herein will prejudice or affect the rights and powers of the Local Trust Committee in the exercise of its functions under any statutes, bylaws, orders and regulations, all of which may be fully and effectively exercised in relation to the Lands as if this Agreement had not been executed and delivered.

10.3 The Owner covenants and agrees that in addition to any remedies which are available under this Agreement or at law, the Local Trust Committee will be entitled to all equitable remedies, including specific performance, injunction and declaratory relief, or any combination thereof, to enforce its rights under this Agreement. The Owner acknowledges that specific performance, injunctive relief (mandatory or otherwise) or other equitable relief may be the only adequate remedy for a default by the Owner under this Agreement.

10.4 The covenants contained in this Agreement will enure to the benefit of and be binding upon the Local Trust Committee and its successors and assigns and will enure to the benefit of and be binding upon the Owner and its successors and assigns and (subject to the following provisions of this Section 4.5) will run with the Lands and enure to the benefit of and be binding upon the Owner's successors in title and their respective heirs, executors, administrators, trustees and successors; PROVIDED THAT:

(a) every reference to the parties is deemed to include the respective successors and assigns of such parties;

(b) neither the Owner named in this Agreement nor any future owner is liable for a breach of this Agreement after the Owner named herein or any future owner, as the case may be, ceases to have any interest in the relevant portions of the Lands which are charged by this Agreement;

(c) if and to the extent that the covenant set out in Section 2.1 of this Agreement relates specifically to the use of any bare land strata lot created by the subdivision of the Lands by way of a bare land strata plan, then the respective obligations of any owner or owners of any such bare land strata lots will be limited to any such bare land strata lot owned by any such Owner;

(d) if and to the extent that the covenant contained in Section 2.1 of this Agreement relates to common property created by the subdivision of the Lands by way of a bare land strata plan, then each respective Owner of the bare land strata corporation so created will be liable for such covenants to the extent of such Owner's respective unit entitlement in such common property as established by virtue of such bare land strata plan; and

(e) nothing contained in Sections 4.5(c) or (d) above will limit or modify the obligations of any Owner of any bare land strata lot with respect to limited common property expressly designated for any such Owner's respective exclusive or shared use or enjoyment.

10.5 Wherever the singular or masculine is used herein the same will be construed as meaning the plural, feminine or the body corporate or politic where the contents or the parties so require.

10.6 If any section, subsection, sentence, clause or phrase in this Agreement is for any reason held to be invalid by the decision of a Court of competent jurisdiction, the invalid portion will be severed and the decision that it is invalid will not affect the validity of the remainder of this Agreement.

10.7 The parties hereto will do and cause to be done all things and execute and cause to be executed all documents which may be necessary to give proper effect to the intention of this Agreement.

IN WITNESS WHEREOF, the parties have executed this Agreement by signing the "Form C - General Instrument - Part 1" attached hereto.

ATTACHMENTS:

| | |
|---|---|
| SCHEDULE A | LIST OF PROTECTED WILDLIFE |
| SCHEDULE B | COPY OF REPORT: "A CONSERVATION ASSESSMENT OF THE BIRD AND MAMMAL FAUNA OF JAMES ISLAND, BRITISH COLUMBIA" |

## SCHEDULE A

## LIST OF PROTECTED WILDLIFE

### TABLE 1: PRIMARY CAVITY EXCAVATORS THAT LIKELY BREED ON JAMES ISLAND.

| Species | Evidence of Breeding on James Island |
|---|---|
| Red-breasted Sapsucker | Present during breeding season = probable breeder. |
| Downy Woodpecker | Not recorded but probably occurs at least seasonally, may breed. |
| Hairy Woodpecker | Not recorded but high probability that this species breeds on the island. |
| Northern Flicker | Nest found in wildlife tree. |
| Pileated Woodpecker | Present during breeding season = probable breeder. |
| Chestnut-backed Chickadee | Adults found carrying food to fledglings – confirmed breeder. |
| Red-breasted Nuthatch | Present during breeding season = probable breeder. |

**Explanatory Commentary Re: Primary Cavity Excavators**

On James Island, the primary cavity excavators that could be expected to occur are all birds that use their beaks excavate their own nest or roost cavities in wildlife trees. They range from strong (e.g., Pileated Woodpecker) to weak excavators (e.g., Red-breasted Nuthatch), however all select trees with some level of decay for cavity excavation.

**TABLE 2: SECONDARY CAVITY USERS THAT MAY USE CAVITIES IN WILDLIFE TREES ON JAMES ISLAND.**

| Species | Probability of cavity use on James Island |
|---|---|
| Wood Duck | Possible breeder dependant on cavity availability. |
| Hooded Merganser | An active nest found in an artificial cavity in 2006. This species will also use natural cavities if available. |
| Common Merganser | Possible breeder dependant on cavity availability. |
| American Kestrel | Present during breeding season = high probability of cavity nest user. |
| Western Screech-Owl | Present during breeding season = high probability of cavity nest user. |
| Northern Pygmy-Owl | Possible breeder dependant on cavity availability. |
| Barred Owl | Probable breeder. |
| Vaux's Swift | Possible breeder dependant on cavity availability. |
| Tree Swallow | Present during breeding season = probable breeder. |
| Violet Green Swallow | An active nest was found in a natural cavity in an arbutus tree in 2006. |
| Brown Creeper | Present during breeding season = probable breeder. |
| House Wren | Breeding confirmed |
| Western Bluebird | Currently unlikely as this species is considered extirpated in the Georgia Depression. Reintroduction possibilities are currently being explored, therefore this species may turn up in the future. |
| Big Brown Bat | Roosts in tree cavities, probably occurs on James Island. |
| Silver Haired Bat | Roosts in tree cavities and under loose bark, may occur on James Island. |
| Hoary Bat | Roosts in tree foliage, may occur on James Island. |
| California Myotis | Roost in trees and other crevices, likely occurs on James Island. |
| Long-eared Myotis | Roost in trees and other crevices, may occur on James Island. |
| Keen's Myotis | Roosts in trees and other crevices, this rare species could occur on James Island. |
| Little Brown Myotis | Roosts in trees and other crevices, probably occurs on James Island. |
| Long-legged Myotis | Roosts in trees and other crevices, likely occur on James Island. |
| Yuma Myotis | Roosts in trees and other crevices, probably occur on James Island. |

**Explanatory Commentary Re: Secondary Cavity Users**

Secondary cavity users are birds or animals that require cavities for a critical component of their life cycle (i.e., nesting, roosting, food storage) but are unable to create these cavities themselves. They therefore use abandoned cavities of primary excavators or cavities that have been created naturally through decay or breakage (e.g., large limbs broken by wind often lead to decay and natural cavity development).

**TABLE 3: WILDLIFE TREE DEPENDANT OPEN-NESTERS THAT MAY OCCUR ON JAMES ISLAND.**

| **Species** | **Evidence of Breeding on James Island** |
|---|---|
| Great Blue Heron | Occurs during breeding season foraging on the shore line, but currently unlikely to breed on the island due to the high population of Bald Eagles, a known predator of herons. |
| Osprey | Present during breeding season, may currently breed or breed at some time in the future, although no active nests found in 2006. |
| Bald Eagle | Confirmed breeding species with four active nests found on the island in 2006. |
| Red-tailed Hawk | Probable breeder – adults and immature birds found during the breeding season. |
| Great-horned Owl | Probable breeder – juveniles heard during the breeding season. |

**Explanatory Commentary Re: Open nesters that depend on Wildlife Trees**

Many species of birds build open, cup-shaped or platform nests in trees of varying sizes. A few species, however, require very large trees to support their nests, and these trees often have broken tops, or are otherwise classified as wildlife trees.

## SCHEDULE B

### COPY OF REPORT: *"A CONSERVATION ASSESSMENT OF THE BIRD AND MAMMAL FAUNA OF JAMES ISLAND, BRITISH COLUMBIA"*

END OF DOCUMENT

END OF DOCUMENT

Making a difference...together

**ERM 21-09**

**REPORT TO ENVIRONMENTAL SERVICES COMMITTEE**
**MEETING OF WEDNESDAY, FEBRUARY 17, 2021**

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**SUBJECT** **City of Victoria – Zero Waste Victoria Update**

## ISSUE SUMMARY

To provide an update on waste reduction and material diversion initiatives being pursued by the Zero Waste Victoria strategy and to provide an update on synergies with the Solid Waste Management Plan (SWMP) being prepared for Capital Regional District (CRD) Board consideration, anticipated this spring.

## BACKGROUND

Approved in December 2020, Zero Waste Victoria (Appendix A) is a City of Victoria (City) strategy document aimed at a 50% reduction in the amount of material being sent to the landfill by 2040 – from Victoria residents, businesses, institutions and visitors. As described in the report to Council (Appendix B), Zero Waste Victoria is a result of the City's role as a service provider, evolving beyond managing just garbage and litter to one that supports waste reduction and diversion, builds on current programs for the collection of organic material and recyclables and aligns with climate leadership and environmental stewardship objectives set out by the City.

To establish key areas of focus, the City conducted a comprehensive analysis of waste generation across all sectors of the community. It was estimated that up to 1/3 of the material being sent to Hartland Landfill originates from within the City. The results of the City's waste composition audit align with findings in the 2016 CRD Waste Composition Study, with organic material representing approximately 23% of the material being landfilled followed by construction material, including wood waste at 20%, paper at 17% and plastic at 16%.

Zero Waste Victoria – key actions to achieve a 50% reduction in landfilled waste by 2040:

- development of new single-use item regulations
- changes to building permits to reuse and recycle materials from building demolitions
- new requirements for organics and recycling at multi-family and commercial properties
- enhancements to the City's solid waste services

The City's short-term action plan, which identifies strategies for implementation from 2021-2023, is included as Appendix C.

## IMPLICATIONS

*Alignment with Existing Plans & Strategies*

The CRD's draft SWMP outlines ways the community will work to reduce, reuse, recycle and recover materials and energy from the solid waste stream as much as possible over the next ten years. By moving waste materials up the 5R hierarchy, the SWMP will keep materials circulating in the economy, conserve landfill space and efficiently use the Hartland site for future community

needs while continuing to investigate emerging technologies for managing residual waste materials.

The SWMP includes an ambitious target of reducing the per capita disposal rate from 380 kg to 250 kg per capita within the next ten years and includes an aspirational goal to achieve 125 kg per capita should the community achieve the target quickly. This translates to a 33% reduction in landfilled waste by 2030.

To achieve the target set out in the SWMP, participants in the solid waste systems, such as municipalities, will play an important role. Strategies in the SWMP include collaboration with municipalities in the following areas:

- reduce and reuse education campaigns
- zero waste and circular economy initiatives
- solid waste facilities and residential recycling depots
- waste management plan requirements (multi-family and business sectors)
- organic material diversion
- construction, renovation and demolition material diversion
- illegal dumping prevention
- procurement policies

Zero Waste Victoria sets a reduction target of 50% by 2040, which aligns with the overarching reduction target for the region outlined in the SWMP of 33% by 2030. Strategies such as those identified in Zero Waste Victoria will contribute to our community achieving its solid waste goals.




It is anticipated that with the adoption of the SWMP, work conducted in collaboration with member municipalities will increase as resources required for implementation of the Plan's strategies and actions progress.

*Intergovernmental Implications*

The regional model for waste management is built on separation at the source—on residents and businesses keeping banned and recyclable materials out of their garbage from their households and through operational practices. This work will require continued collaboration with other levels of government that have jurisdiction on items such as mandating source separation, obligating producers and regulating production of products. Appendix D provides a detailed description of participants' roles in the solid waste management system.

*Environmental & Climate Implications*

In 2019, the CRD Board identified Climate Action & Environmental Stewardship as a priority for the region and approved a motion to declare a climate emergency. The CRD's regional climate action strategy sets a climate action goal to minimize waste generation and transform remaining waste into a resource.

Strategies and actions identified in the SWMP targeted at waste avoidance, reduction and reuse shifts products away from being managed in a linear economy (take, make, throw) to a recycling and ultimately circular economy, thereby reducing climate impacts associated with extracting raw materials. When the community, such as the City, decreases their generation of waste and material directed to landfill, greenhouse gas production is also reduced.

## CONCLUSION

Zero Waste Victoria sets a waste reduction target of 50% by 2040, which aligns with the overarching reduction target for the region outlined in the Solid Waste Management Plan of 33% by 2030. Strategies such as those identified in Zero Waste Victoria will contribute to our community achieving its solid waste goals.

## RECOMMENDATION

The Environmental Services Committee recommends to the Capital Regional District Board:

That this report be received for information.

| | |
|---|---|
| Submitted by: | Russ Smith, Senior Manager, Environmental Resource Management |
| Concurrence: | Larisa Hutcheson, P. Eng., General Manager, Parks & Environmental Services |
| Concurrence: | Robert Lapham, MCIP, RPP, Chief Administrative Officer |

## ATTACHMENTS

Appendix A: City of Victoria - Zero Waste Victoria
Appendix B: Zero Waste Victoria – Short Term Action Plan
Appendix C: City of Victoria, Committee of the Whole Report – December 10, 2020
Appendix D: Participants in the Solid Waste Management System

# ZERO WASTE VICTORIA



TARGET

**50% reduction in landfill disposal by 2040**

CITY OF VICTORIA

ZERO WASTE VICTORIA

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# Introduction

Zero Waste Victoria guides Victoria's transition to a future where products and materials are avoided, reduced and reused instead of disposed in the landfill. Zero waste as a goal has become a common priority among cities and governments in order to address unsustainable trends in material production, use and disposal. Zero waste programs and circular systems are required to keep materials at their highest and best use for as long as possible, and to better manage materials across their entire life cycle.

The purpose of zero waste goes beyond reducing waste going to landfill. One of the key drivers in a future with zero waste is environmental stewardship. Environmental benefits include reduced greenhouse gas (GHG) emissions and reduced upstream ecological damage from resource extraction, in addition to cleaner shorelines and green spaces. Zero waste initiatives also present new economic opportunities for local innovation and for sharing, reuse and salvage businesses.

Victoria has unique characteristics that have shaped its plan for zero waste. Victoria is the main urban centre in South Vancouver Island and the source of one third of the waste disposed at Hartland Landfill. Victoria is a centre for employment, with a high daytime population. Victoria has many multifamily buildings and is experiencing densification and development. Being a vibrant coastal city, Victoria is a popular tourist destination, with numerous hotels, restaurants and attractions. The City is also home to light and medium industry, has distinct shopping districts, and has many parks and beaches.

Government, businesses, residents and tourists play important roles in the responsible management of waste. This plan builds on the strong foundation of the community's sustainability values. Many local businesses and community members already embrace zero waste practices. This local knowledge and experience will be crucial for developing the pathways to zero waste across the community.

## Organizational Alignment

Zero Waste Victoria aligns with overarching goals of the City and existing corporate plans.

Victoria's responsibility and direction for solid waste reduction is established through legislation in the City's **Official Community Plan** (Bylaw No. 12-013), which states that the City is to "support steps for Victoria to move towards a zero net solid waste community in partnership with the Capital Regional District (CRD) and the private sector" and provides the broad objective that "solid waste [is] managed as [a] closed loop system with optimal levels of recovery and re-use" across different stakeholder groups.[1]

Reducing overall waste generation and disposal, while realizing economic and community benefits in the process, is also a key component of the City's **Climate Leadership Plan**[2]. Reducing waste and consumption, changing consumer and business behaviours and creating better design and planning for infrastructure are all goals of the Climate Leadership Plan that directly align with zero waste and circular economy principles.

**Victoria's Economic Action Plan, Victoria 3.0**[3], emphasises the need to build our economy within the limits of the Earth's capacity to sustain us. Moving towards zero waste is crucial for achieving this goal. Zero Waste Victoria identifies key actions the City can take to reduce our footprint in a way that generates new economic opportunities. Victoria 3.0 also places a high value on innovation, with its vision of the City as an "influencer and innovator". Zero Waste Victoria aligns with this by putting forth a leading plan for waste that highlights the importance of business opportunities and the innovation businesses will achieve as part of the shift towards a circular economy. Additionally, a key action within Victoria 3.0 is to create an Ocean Futures Cluster. Many synergies are possible between this future Cluster, focused on marine science innovation, and zero waste initiatives given that a shared goal is improving environmental sustainability.

1 City of Victoria; 27 February, 2020; *Official Community Plan*; https://www.victoria.ca/EN/main/residents/community-planning/official-community-plan.html
2 City of Victoria; 2018; Climate Leadership Plan; https://www.victoria.ca/EN/main/residents/climate-change/climate-leadership.html
3 City of Victoria; 14 May 2020; Victoria 3.0 – Recovery Reinvention Resilience – 2020-2041; https://www.victoria.ca/EN/main/city/mayor-council-committees/mayor-lisa-helps/victoria-3-0-recovery-reinvention-resilience.html

## The History of Waste Management in Victoria

The ocean has historically been used for waste disposal in many places around the world, with the assumption of limitless capacity. From the late 1800s to the mid 1950s the City of Victoria disposed of waste in ocean waters surrounding the city.[4]

Local historian, Janis Ringuette, writes, *"...municipal workers loaded garbage on scows at the city's garbage wharf near the Blue Bridge on Johnson Street. A tug towed the scows past Ogden Point and dumped the garbage into the sea. ... Victoria adopted the scow system ... after years of garbage problems on land. Smelly open dumps burned constantly in five areas of the city, attracting rats, flies, gulls and unending complaints from neighbours."* [5]

Much of the garbage dumped in the ocean ended up floating to local beaches and the community began to take notice.[6] In 1956, the City's Public Works Committee initiated a series of recommendations to City Council that ocean dumping be replaced with a sanitary landfill.[7] The City stopped disposing of waste in the ocean in 1958.[8]



City of Victoria Archives. CoV-CR-0296-M07077 (1957)



City of Victoria Archives. AC1-M07620 (1927)

4 CRD; Background – Our Garbage; https://www.crd.bc.ca/docs/default-source/recycling-waste-pdf/backgrounder-garbage.pdf?sfvrsn=7a4f8fc9_4

5 Ringuette, Janis; City of Gardens was once a City of Garbage; https://beaconhillparkhistory.org/articles/122_garbage.htm

6 City of Victoria Archives; 5 October 1896; *Sanitary Inspector Notebook*; CR-009

7 City of Victoria Archives; 22 November 1956; *City Council Minutes*; CR-13338

8 Daily Colonist; 25 June 1958; Garbage Won't Come Back: http://archive.org/stream/dailycolonist0658uvic_19




Unregulated dumping at the Hartland Landfill in Saanich began in the 1950s, however the modern engineered sanitary landfill did not take shape until 1985 when the CRD assumed responsibility for the site and invested in infrastructure and environmental controls.[9] The City continued to use the downtown garbage wharf until 1986 to transfer garbage bound for Hartland.[5]

The region's curbside blue box recycling program began in 1989, with the collection of glass bottles, tin and aluminum cans and newspapers. The program operated in Oak Bay, Saanich, Victoria and Esquimalt[10]. The CRD banned cardboard from disposal at the Hartland Landfill in 1993 and continued to ban other recyclable materials in subsequent years. The curbside program added mixed paper in 1995, and corrugated cardboard and rigid plastic containers in 2000.[11]

9 CRD; 2019; Hartland Landfill FAQ; https://www.crd.bc.ca/docs/default-source/recycling-waste-pdf/hartlandfaq.pdf?sfvrsn=66dc01ca_6

10 Times Colonist; 1 October 2015; *CRD directors mull scrapping blue boxes for wheeled totes*; https://www.timescolonist.com/news/local/crd-directors-mull-scrapping-blue-boxes-for-wheeled-totes-1.2074062

11 CRD; 2014; The 3R Hierarchy: A learning resource for K-7 educator's about the 3R's and waste in the capital region; https://www.crd.bc.ca/docs/default-source/Partnerships-PDF/3r-hierarchy-resources/3r-hierarchy-whole-document.pdf?sfvrsn=1cdb53ca_0

### *Producer Pay*

British Columbia first introduced a product stewardship model for recycling in 1970 with the implementation of a deposit program for soft drink cans and bottles – the first in North America.[12] The provincial government made a leap in recycling legislation in the 1990s with the introduction of Extended Producer Responsibility (EPR) requirements for waste paint, beverage containers, medications, and household hazardous waste.[13] The provincial government introduced the Recycling Regulation in 2004 to simplify the regulatory structure for EPR programs and create a results-based approach[14]. Electronic and electrical products were subsequently added to the regulation.

The EPR program for residential packaging and printed paper began in 2014. Under agreement with the product steward for this material, the CRD continues to provide curbside recycling collection to single family homes in the region. Most multifamily residences are served by private waste collectors.

### *Kitchen scraps collection*

In 2013, the City of Victoria added the collection of kitchen scraps to its residential waste service in response to the 2015 ban on food waste disposal at the Hartland Landfill. The CRD's priorities were to save landfill space and meet waste diversion and GHG reduction targets. Prior to the ban, organic waste made up about one third of waste sent to the landfill.[15]

### *Services today*

Today, the City of Victoria provides community solid waste management services including residential garbage and kitchen scraps collection, residential yard and garden waste drop-off and seasonal pickup programs, public realm waste, recycling and food scraps collection, street cleaning and cigarette butt collection and recycling.

Over the years, the City's waste management mandate has evolved from a focus on garbage disposal to avoid litter and open burning, to a more modern and sustainable model involving stewardship and waste reduction. The City's waste management function is enabled by provincial legislation and its responsibility to reduce landfill disposal is guided by the region's Solid Waste Management Plan (SWMP).

12 Encorp Pacific (Canada); 30 May 2014; Stewardship Plan 2014-2018; https://www2.gov.bc.ca/assets/gov/environment/waste-management/recycling/recycle/beverage-containers/sp/encorp-stew-plan-2014.pdf

13 Return-It; 10 March 2011; BC Product Stewardship Model; https://www.youtube.com/watch?v=RGWNfMfoSjU&feature=player_embedded#!

14 Recycle BC; Extended Producer Responsibility in BC; https://recyclebc.ca/about-recyclebc/epr/

15 CRD; September 2010; CRD Solid Waste Stream Composition Study 2009-2010; https://www.crd.bc.ca/docs/default-source/recycling-waste-pdf/WasteCompositionStudy2010.pdf?sfvrsn=9cd38fc9_2

# Zero Waste Victoria Vision

## A community where nothing is wasted.

The vision for Zero Waste Victoria is a community where nothing is wasted. Where reducing, reusing, and repurposing materials is the norm and helps our community thrive. Where a circular economy allows innovators to succeed and local businesses to flourish. Our community's culture of sharing and repairing helps us to connect with our neighbours. Our homes and places of work are constructed using salvaged and recycled materials, putting less pressure on our valuable natural resources. Our vision is a community where no food goes to waste and any scraps are converted into energy and nutrient rich soil. Where the convenience of take-out doesn't require disposable single-use products. Where celebrations and gifts don't always require stuff, but meaningful experiences that support local businesses. Where "think global, act local" is put into practice every day and future generations are not an afterthought. Where throwing things "away" is not an option or an impulse. Where Victoria leads, innovates, and takes action.

# Values

The following set of community values motivate the direction and strategies for advancing zero waste across Victoria. In many cases, these values will converge to inform the design and implementation of policies, programs and services. There will also be times when values are in conflict with each other and decision-making will be challenged to identify a balanced compromise.

### 1. CLEANLINESS AND SANITATION

The City's waste management operations have a commitment to cleanliness and sanitation. The health and safety of residents and City staff is essential and changes to waste management operations must maintain current sanitation standards. Our City should also be tidy, with roadways and open spaces that are free of litter and debris.

### 2. CONVENIENCE AND CHOICE

Our current economy designs and supplies products that are convenient to use and dispose while the full costs and impacts of these product choices are often hidden from the consumer. Reusable products and fully recyclable materials should offer a competitive alternative to disposable products.

### 3. ENVIRONMENTAL SUSTAINABILITY

Eliminating waste is a critical step towards regenerating the natural environment and reducing GHG emissions. The landfill should be used as a last resort. The release of plastic waste to the environment should be eliminated.

### 4. AFFORDABILITY

Collecting and disposing of waste is currently a significant cost for the City, which is passed on to residents and businesses. Reducing the amount of waste generated has the potential to bring this cost down. Waste reduction efforts must also ensure that vulnerable, underserved populations are not disproportionately impacted.

### 5. PROSPERITY

Waste reduction and diversion should present new business opportunities, including for innovative entrepreneurs and small businesses. Waste reduction and diversion should contribute to an inclusive high-value economy in our region, as well as to low-carbon prosperity.

### 6. TIMELY LEADERSHIP

The City should regularly review and amend its policies and programs to incorporate best practices and rapidly respond when faced with evidence of unsustainable practices. The City should lead by example, ensuring that corporate operations and facilities avoid waste and stimulate reuse and recovery systems. The City should also connect people, leverage local expertise and foster innovation.

# Waste Reduction Frameworks

Three established frameworks guide Zero Waste Victoria and the sequence of actions taken to reduce waste:

1. **Zero Waste** provides an ambitious goal to guide continual improvements to the waste management system.

2. The **Circular Economy** establishes a paradigm that couples economic wellbeing with environmental sustainability.

3. The **Waste Reduction Hierarchy** provides a decision-making framework for prioritizing actions.

## Zero Waste Defined

Zero Waste can be interpreted as both a goal and a concept for setting policy. The Zero Waste International Alliance specifically defines Zero Waste as:

*"The conservation of all resources by means of responsible production, consumption, reuse, and recovery of products, packaging, and materials without burning and with no discharges to land, water, or air that threaten the environment or human health."*[16]

The *Zero Waste International Alliance* encourages communities to reduce disposal, either to landfill or by incineration, by 90%.[17]

16 Zero Waste International Alliance; 2018; Zero Waste Definition; http://zwia.org/zero-waste-definition/
17 Zero Waste International Alliance; May 2014; Zero Waste Community Certification; http://zwia.org/zero-waste-community-certification/

## Circular Economy

The Circular Economy is an alternative to a traditional linear economy in which society extracts natural resources to make short-lived products that are then disposed. A Circular Economy also goes beyond the current Recycling Economy, in which products are typically downcycled and eventually disposed. In a Circular Economy products and materials are reused, repurposed and recycled in such a way that nothing is sent to landfill.

The Circular Economy framework is based on three principles:

- **Design out waste and pollution**
- **Keep products and materials in use**
- **Regenerate natural systems**[18]

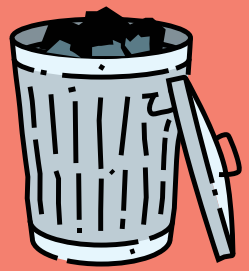
A Circular Economy defines and prioritizes the processes that fully capture the value of our products and materials. The Ellen MacArthur Foundation describes policy levers that municipal governments can use to align with and support a Circular Economy. These levers span the breadth of municipal government functions, including urban planning, public engagement, asset management and procurement.[19] Many of these levers also support the objective of zero waste by preventing waste and encouraging the recovery of materials. While the Circular Economy is considered more broadly as a model for the entire economy, it is complementary to the goal of zero waste and the two frameworks can be applied in parallel.

18 Ellen MacArthur Foundation; 2017; Concept: What is a circular economy? A framework for an economy that is restorative and regenerative by design; https://www.ellenmacarthurfoundation.org/circular-economy/concept

19 Ellen MacArthur Foundation; March 2019; City Governments and their Role in Enabling a Circular Economy Transition; https://www.ellenmacarthurfoundation.org/assets downloads/CE-in-Cities_Policy-Levers_Mar19.pdf

| LINEAR ECONOMY | RECYCLING ECONOMY | CIRCULAR ECONOMY |
|---|---|---|
| Resource Extraction | Resource Extraction | Resource Extraction |
| Use | Use - Recycle | Use - Reuse - Repair |
| Disposal | Disposal | |







## Waste Reduction Hierarchy

The waste reduction hierarchy emphasizes reduction and reuse over recycling and disposal. This framework provides guidance for prioritizing waste management actions. Reduction is at the top of the hierarchy, indicating that effort and resources should first be allocated towards avoiding waste or reducing the amount generated. Reuse, repair and repurpose follow in descending order of priority. Recycling and disposal are at the bottom of the hierarchy, indicating that they should be used only after the higher levels of the hierarchy have been applied. This framework also often includes energy recovery in between recycle and dispose.

1. **Avoid**
2. **Reduce**
3. **Reuse**
4. **Repair**
5. **Refurbish**
6. **Recycle**
7. **Recover (energy, nutrients)**
8. **Disposal**

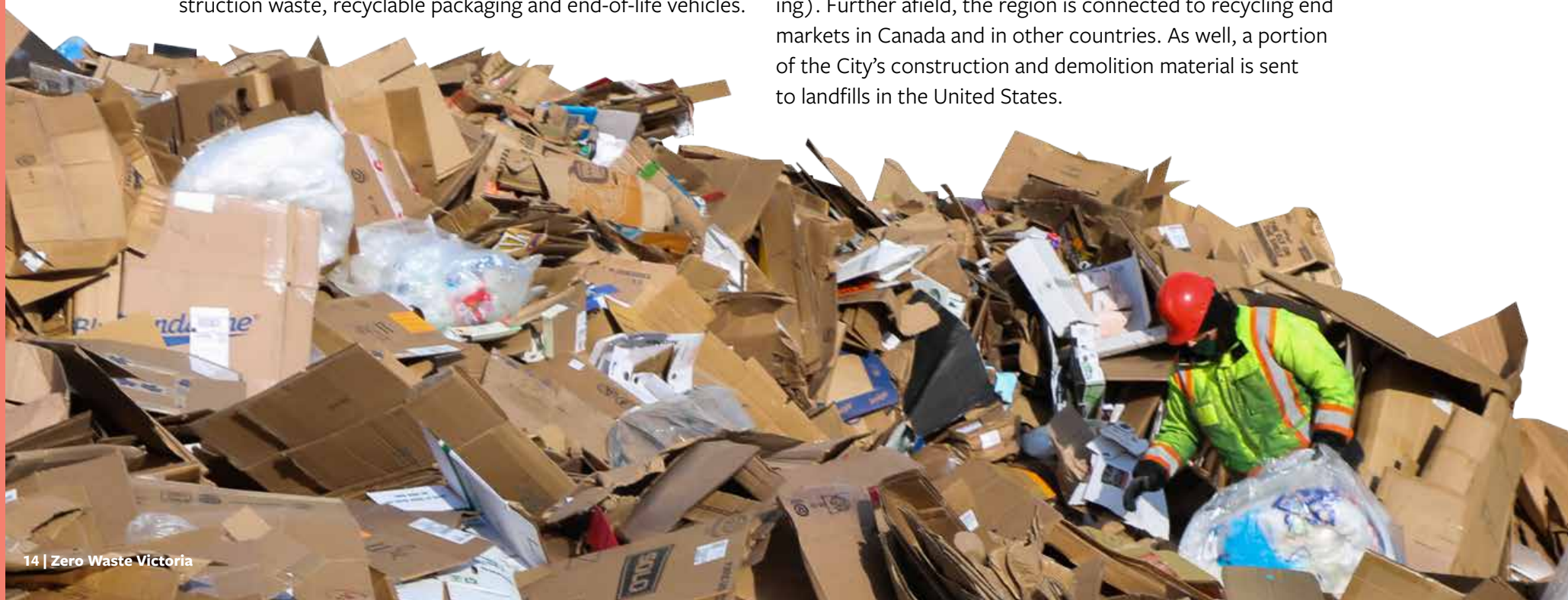
# Our Waste Management System

The regional waste management system involves multiple, interconnected participants, activities and processes. The City provides a range of waste services including residential garbage and organics collection. Private haulers collect waste, recyclable and compostable material from multifamily residential buildings and from the industrial, commercial and institutional (ICI) sector. The CRD manages the curbside blue box program on behalf of Recycle BC, the provincial stewardship agency responsible for residential packaging and paper products.

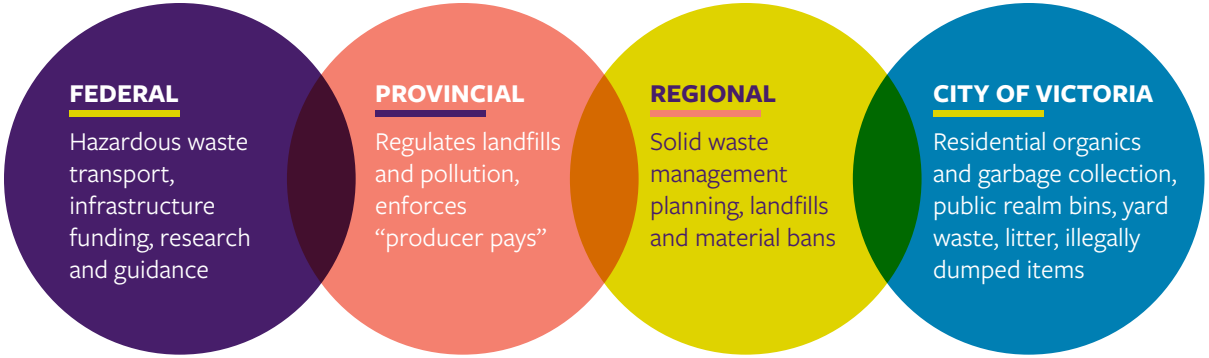
Depots serve as drop-off locations and transfer points for numerous types of ICI and residential material, including construction waste, recyclable packaging and end-of-life vehicles.

Material recovery facilities separate recyclables and group them for shipment outside the region. Hartland Landfill is the primary landfill in the region and has collection facilities for organics, recyclable material and household hazardous waste. Several facilities in the region, including municipally-owned facilities, compost yard and garden waste.

The regional waste management system is connected to broader networks outside the region. Industrial compost facilities in Southern Vancouver Island process kitchen scraps and yard waste. Given limited recycling processing on Vancouver Island, recyclable material is often sent to processors in the Lower Mainland (e.g., for drywall and plastic packaging). Further afield, the region is connected to recycling end markets in Canada and in other countries. As well, a portion of the City's construction and demolition material is sent to landfills in the United States.



# Government Roles and Responsibilities




## FEDERAL GOVERNMENT

The federal government contributes to waste reduction by conducting national studies on waste and pollution, providing guidance on best practices and broad scale strategic direction, and by funding research and major infrastructure projects. The federal government also contributes as a member of the Canadian Council of Ministers of the Environment (CCME), which enables intergovernmental targets and policy coordination on waste.

The federal government can mitigate the upstream generation of toxic substances that have the potential to harm the environment under the *Canadian Environmental Protection Act*. The federal government also regulates the international and interprovincial transportation of hazardous waste and recyclable material.

The federal government establishes national mandates that align with international efforts on waste reduction and pollution prevention. For example, the federal government is a signatory to the Ocean Plastics Charter, which supports the design of plastics for reuse and recycling and aims to reduce plastic pollution.[20]

## PROVINCIAL GOVERNMENT

The Province of British Columbia sets requirements for municipal solid waste management in the *Environmental Management Act* (EMA). The EMA and associated regulations include requirements for regional district solid waste management planning, landfill operation, composting and hazardous waste management. The Recycling Regulation under the EMA establishes British Columbia's EPR program.

20 Government of Canada; 31 July 2020;Ocean Plastics Charter; https://www.canada.ca/en/environment-climate-change/services/managing-reducing-waste/international-commitments/ocean-plastics-charter.html

British Columbia's EPR framework, a regulated model and the most comprehensive in Canada, has been very successful at increasing access to recycling for a wide range of products, and at establishing an industry-funded model for recycling in the province. However, the framework does have some shortcomings. Most significantly, EPR emphasises recycling rather than the higher levels of the pollution prevention hierarchy; reduction and reuse. Also, certain product categories have low recovery rates, and access to depots is inadequate in some communities.

Local government can develop policy that complements the EPR framework. Given that EPR is intended to shift the financial burden of managing end-of-life products from the taxpayer to producers, municipalities should look to producers to offset the financial burden of managing these materials in the community. Local government can also advocate to the province for continual improvement of the EPR framework, including expanded product categories, stronger enforcement and improved outcomes.

## REGIONAL GOVERNMENT

As noted above, the EMA requires that Regional Districts develop plans for the management of municipal solid waste and recyclable materials and grants them authority to regulate these materials using a number of mechanisms including, but not limited to, landfill material bans, material-specific disposal fees and site/facility licensing.

The CRD's SWMP includes a target to significantly reduce landfill disposal, with the intention of extending the life of the Hartland Landfill beyond 2100. The SWMP follows the pollution prevention hierarchy and includes strategies for reduction and reuse that align with Zero Waste Victoria. The SWMP relies on municipalities to use regulatory powers and authorities not available to the Regional District, to enhance or provide new services, and to amplify regional advocacy, education and outreach activities.

The CRD owns and operates the Hartland Landfill, a multi-purpose site which, in addition to landfill services for general refuse and controlled waste, provides drop-off for recycling, compostable organics and household hazardous waste. Landfill capacity is limited and impacted greatly by increasing volumes of municipal solid waste.

The CRD manages the curbside single-family blue box collection service on behalf of Recycle BC (stewardship agency for packaging and printed paper).

## MUNICIPAL GOVERNMENT

Municipalities in British Columbia provide services related to solid waste, such as collection of residential garbage and kitchen scraps, public realm collection through waste bins, street cleaning and pickup of illegally dumped items. Some municipalities also operate recycling collection programs with support from Recycle BC. Municipalities have bylaws and run communication programs to support service delivery. The Community Charter provides statutory authority for these services and programs.

The City of Victoria provides the following services:

- Collection of garbage and organics from single family homes, duplexes, triplexes and some ground oriented multifamily buildings
- Public realm waste, recycling and organics collection, yard waste program, including drop-off and seasonal collection
- Street cleaning/litter collection including cigarette butt recycling
- Collection of illegally dumped items

Municipalities have authorities under the *Community Charter and Local Government Act* that influence the generation of waste including zoning, permitting, business regulation and nuisance regulation. Local governments also have authority, subject to provincial approval, to make regulations for the protection of the natural environment. Since solid waste can have direct impact on the natural environment, local governments can further influence the generation of solid waste in the community by exercising this power.





# Waste Generation in Victoria

## Baseline

Analysis using best available data was completed to provide an estimate of the source and destination of materials generated across the community. Analysis included assessment of Victoria's portion of regional landfilled waste, by accounting for the share of regional economic activity and multifamily homes, as well as the portion of waste disposed outside the region. The baseline establishes an understanding of waste in Victoria to identify priority materials and sectors. The baseline also provides a reference point for setting targets and monitoring the performance of waste reduction measures.

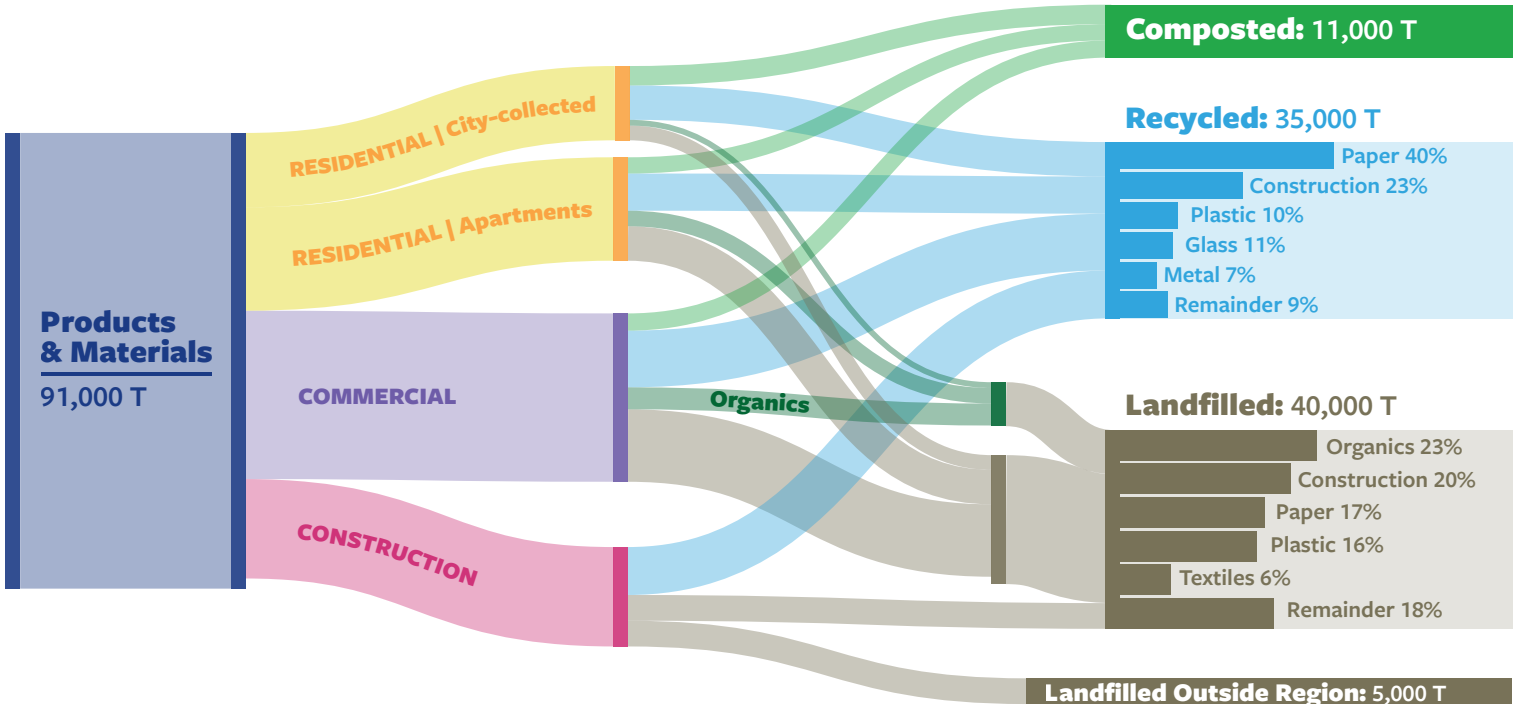



**Figure 1. Average annual flow of materials in Victoria**

## Projections

Materials sent to landfill from Victoria are projected to increase by up to 40% by 2040 without meaningful intervention.

Analysis of the strategies proposed in Zero Waste Victoria was completed to assess their impacts on waste disposal. Based on this analysis Zero Waste Victoria established a target of a 50% reduction in landfill disposal by 2040. This target reflects the opportunity for waste reduction using existing tools available to the City of Victoria assuming ambitious implementation of the strategies. Further reductions are possible through supportive actions at higher levels of government and industry-led initiatives.

It is important to note that variables outside the scope of Zero Waste Victoria, such as economic activity, consumption behaviours and population and jobs growth will influence waste generation.

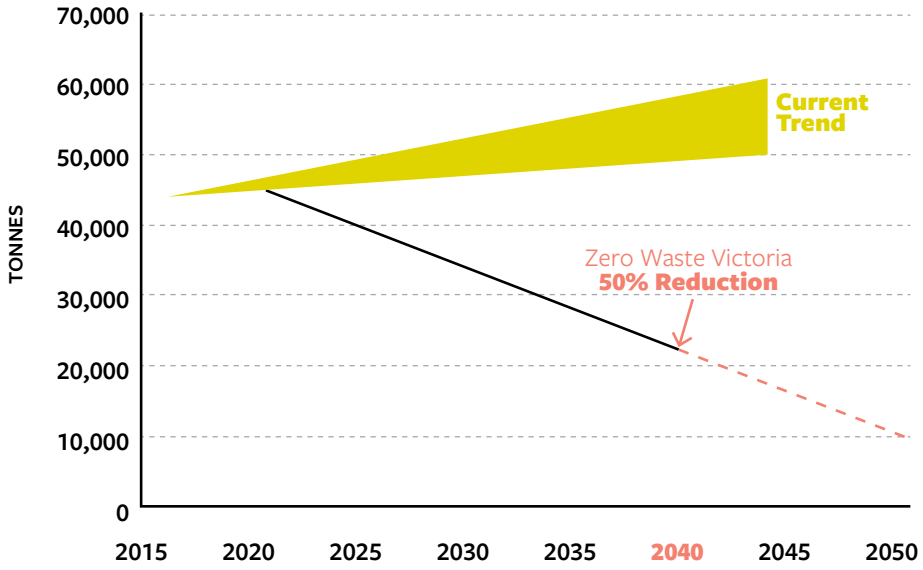



**Figure 2. Landfill disposal targets**



# The Approach

Zero Waste Victoria draws on the frameworks of Zero Waste, the Circular Economy and the Waste Reduction Hierarchy. Specifically, Zero Waste Victoria incorporates the waste reduction hierarchy to prioritize strategies and actions. The hierarchy follows a preferential order of action from reduce, reuse, repair, repurpose, to recycle while avoiding disposal. Moreover, Zero Waste Victoria establishes three guiding initiatives to categorize waste reduction strategies based on the City's authority and influence to support the long-term vision for Zero Waste in the community as follows:

1

### Eliminate the unnecessary

**This initiative includes strategies that address products and materials where the negative impacts to the environment and community outweigh the consumer benefits or where viable sustainable alternatives exist.**

2

### Make reuse the norm

**This initiative includes strategies that help to establish reusable products and reuse practices (including repair and refurbishment) as the default option throughout the community.**

3

### Recycle the rest

**This initiative includes strategies aimed at improving recycling for products that can no longer be used.**

Underpinning each of these guiding initiatives is the recognition that the City of Victoria plays an important role in facilitating the transition to zero waste by leveraging knowledge and partners across the community and demonstrating leading waste reduction practices through its corporate operations. This includes empowering community leaders and facilitating local zero waste networking, strengthening local reuse markets, and identifying opportunities to remove barriers within the City's jurisdiction. Also crucial to Zero Waste Victoria will be collaboration and alignment with other levels of government and other municipalities.

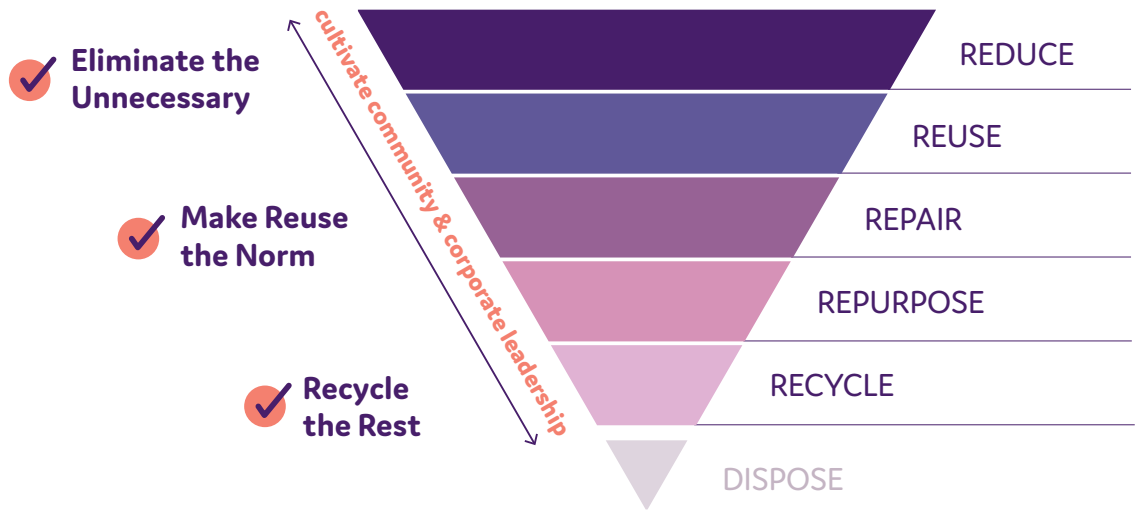



**Figure 3. Waste reduction hierarchy**

## Tools

The strategies in Zero Waste Victoria may be implemented using a range of tools. Broadly, the tools available to the City of Victoria to reduce waste include:

- Municipal solid waste services and operations (e.g. garbage and kitchen scraps collection, public realm waste collection, litter pickup)
- Regulation, restrictions, prohibitions (e.g. material bans, fees, permits)
- Corporate procurement
- Education and outreach programs
- Advocacy to other levels of government

The actions the City takes to fulfill the strategies in Zero Waste Victoria will evolve over time, as conditions change and as we move closer to zero waste. The strategies are designed to be flexible over the duration of Zero Waste Victoria, so that the City can revisit them on a regular basis and revise the time-specific actions as needed. Where appropriate, time-specific actions could reflect a phased approach, with regulation following and supported by market approaches and voluntary measures. In other situations, the appropriateness of regulatory tools will be evaluated based on other considerations, including the existence of sustainable alternatives, community or business readiness, local capacity and understanding, and precedents in other jurisdictions.


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# Focus Areas

Zero Waste Victoria focuses on four categories of waste:

- Single-Use Items & Packaging
- Built Environment (construction, renovation, and demolition products and materials)
- Food & Organics
- Durable Goods

These material categories were chosen because they comprise the largest quantity of material being sent to landfill across the community, there are significant environmental and economic benefits from reducing the disposal of these materials, and there are proven tools the City can use to make an impact.

Details, goals and strategies to reduce waste in each of the focus areas are provided in the following sections.



Single - Use Items & Packaging



Built Environment



Food & Organics



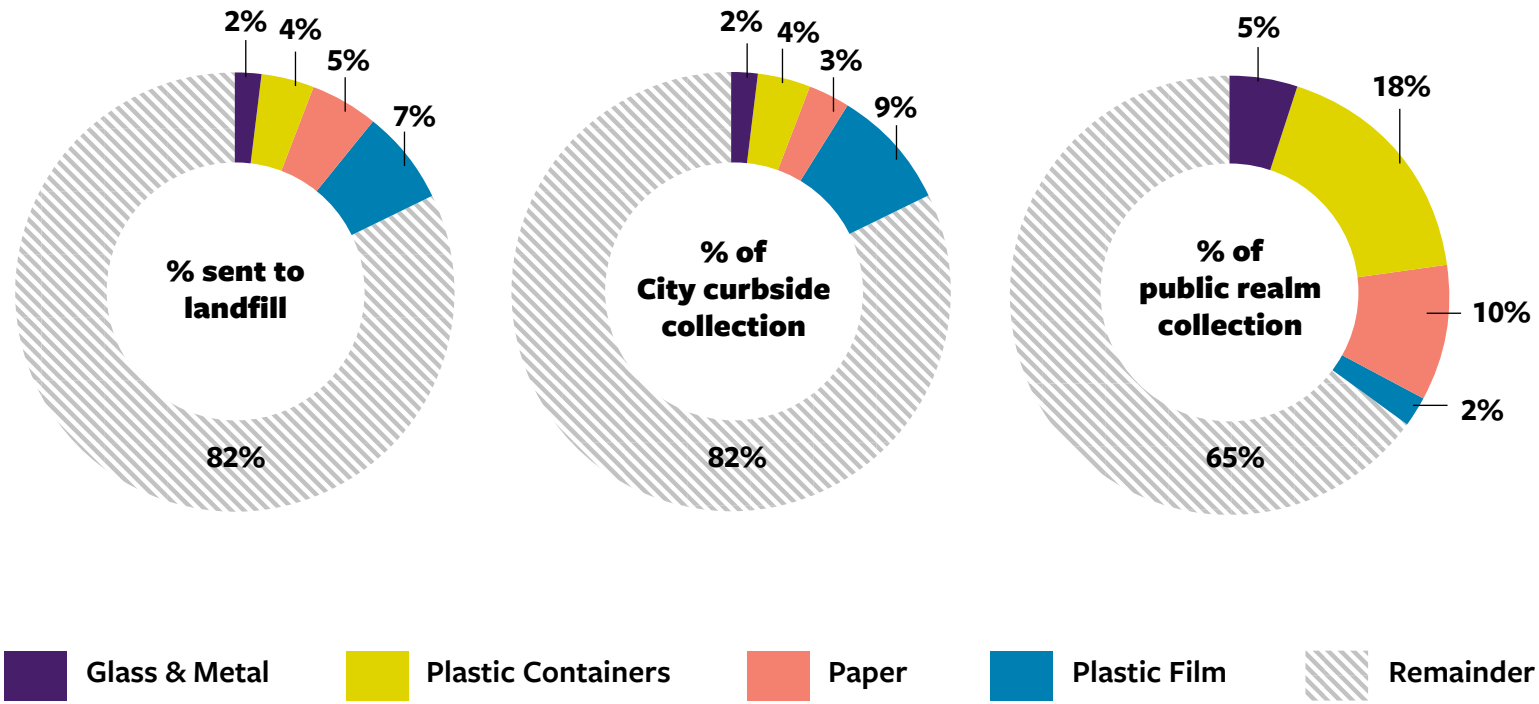
Durable Goods

## Single-Use Items & Packaging

### DESCRIPTION

Single-Use Items (SUIs) include a range of product types that are designed for a single use and typically disposed of after one or a few uses. SUIs are heavily used in the food service sector for the purpose of convenience and in some cases to address health and safety or accessibility requirements. Commonly distributed SUIs include checkout bags, cups, containers and food service accessory items such as straws, stir sticks and cutlery. This focus area also includes other types of consumer product packaging such as boxes, plastic film and paper wrapping.




2%
4%
5%
7%
% sent to landfill
82%
2%
4%
3%
9%
% of City curbside collection
82%
5%
18%
% of public realm collection
10%
2%
65%
Glass & Metal
Plastic Containers
Paper
Plastic Film
Remainder

## ISSUES

The CCME reports that global plastic pollution causes over $13 billion in environmental damages annually, while $100 to $150 billion worth of material value in plastic packaging is lost to the global economy[21]. Globally, only 14% of plastics are collected for recycling and only a portion of these are turned into products with equivalent properties.

There are numerous challenges to plastics recycling including a volatile market for recycled materials, contamination, processing technology limitations, designs that prohibit disassembly, unfavorable economics and inexpensive disposal alternatives such as landfilling and incineration[22].

While paper, glass and metal SUIs and packaging do not pose the same threats to natural areas as plastic materials when littered, their production and consumption presents other environmental impacts. The manufacture and transportation of paper bags and other packaging, even with recycled content, consumes raw materials, emits greenhouse gases, and has the potential to pollute water and air. Also, paper packaging sent to the landfill in wet climates generates methane as it breaks down.

There are also emerging issues with the increased production and use of compostable plastic SUIs and packaging. Compostable plastics and other bioplastics are made from renewable natural resources such as corn or sugarcane. Bio-based plastics are intended to reduce reliance on fossil fuels for plastic production and mitigate plastic pollution in the environment, however these products still carry a significant environmental impact during production and disposal. Compostable plastics are often screened out during the pre-processing stage at composting facilities because they are indistinguishable from conventional plastics. In addition, existing industrial composting facilities do not provide the conditions required to completely decompose these materials leading to contamination and persistence in the environment.[23] Compostable plastics also compromise the recycling of conventional plastics.

21 CCME; 2018; *Strategy on Zero Plastic Waste*; PN 1583

22 Organization for Economic Co-operation and Development; 2018; *Improving Plastics Management: Trends, Policy Responses, and the Role of International Co-operation and Trade*

23 Oregon DEQ.; Fact Sheet: Packaging Material Attributes Report; https://www.oregon.gov/deq/FilterDocs/packagingFS.pdf

The Ellen MacArthur Foundation's New Plastics Economy Initiative acknowledges "while improving recycling is crucial, we cannot recycle our way out of the plastics issues we currently face. Elimination of problematic or unnecessary plastic packaging through redesign, innovation, and new delivery models is a priority. Reuse models need to be applied where relevant, reducing the need for single-use packaging"[24].

24 Ellen MacArthur Foundation; 11 October 2019; The New Plastics Economy Global Commitment – 2019 Progress Report; https://www.newplasticseconomy.org/assets/doc/Global-Commitment-2019-Progress-Report.pdf

## SINGLE-USE ITEMS AND PACKAGING IN OUR COMMUNITY

In 2019, the provincial recovery rate for overall residential packaging was 78%, while the specific recovery rate for plastic packaging was 46% and film packaging 22%.[25] Despite strong program performance relative to recycling programs in other jurisdictions, SUIs and packaging continue to be found in material sent to the Hartland Landfill. In 2016, film packaging made up 7% of the waste by weight sent to Hartland. This is a significant quantity of products considering the light weight nature of this material. Other types of packaging, such as paper packaging, corrugated cardboard, and glass, plastic and metal food and beverage containers comprised 11% of the waste sent to Hartland.[26]

An audit of waste from the City of Victoria's residential collection service in 2020 found that both plastic containers and paper packaging each comprised about 4% of the sampled weight. By item count, takeout containers and plastic bags were the most disposed SUI, followed by utensils and cups. It is estimated that the City of Victoria collects a total of 5.4 million disposed SUIs a year through its curbside collection service.

SUI and packaging waste and litter in Victoria's public spaces is a further challenge. A 2019 audit of the City's waste bins located on sidewalks and in parks indicated that cups were the most disposed SUI, followed by takeout containers and utensils (by item count). It is estimated that 25,000 SUIs are collected across the public realm by City crews every day. Plastic items are also littered on Victoria's streets, parks and beaches and the City's stormwater and sanitary infrastructure is susceptible to fouling and contamination from these plastics. Community members and businesses also contribute substantial time and funds towards initiatives such as beach cleanups and business-sponsored litter collection programs.

25 Recycle BC; 2019; Recycle BC – 2019 Annual Report; http://recyclebc.ca/wp-content/uploads/2020/06/RecycleBC2019-Final.pdf

26 CRD; December 2016; 2016 Solid Waste Stream Composition Study; https://www.crd.bc.ca/docs/default-source/recycling-waste-pdf/WasteCompositionStudy2016.pdf?sfvrsn=baab36ca_4

## SHARED RESPONSIBILITY

Complementary action needs to be taken at all levels of government to reduce the waste associated with SUIs and packaging and to mitigate the impacts of plastic pollution. While the provincial EPR program for residential packaging and paper products diverts a significant quantity of recyclable material from the landfill, improvements to EPR to include commercial packaging and stronger requirements to adhere to the top of the pollution prevention hierarchy is important at the provincial level.

At a local level, the National Zero Waste Council recommends that municipalities employ the following regulatory tools to mitigate the impact of SUIs[27]:

- Controlled usage such as bans or restrictions
- Economic incentives or disincentives such as mandatory fees at point-of-sale
- Increased littering fines
- Supports for reusable packaging

## CITY OF VICTORIA ACTION

The City of Victoria is well positioned to reduce unnecessary SUI and packaging waste, in concert with action by the federal and provincial governments. In keeping with the values of the community, the City can work with businesses to regulate SUIs and support viable reusable alternatives. For example, the City of Victoria took early action to mitigate plastic waste through the introduction of the Checkout Bag Regulation Bylaw. This City initiative has been embraced by the community and businesses, and helped to normalize the shift to reusable bags. The City can also work to ensure that unavoidable SUI and packaging waste is recycled, building on the existing provincial EPR program.

The City can have an additional impact by further reducing and diverting SUIs and packaging from its internal operations.

When addressing SUIs and packaging, the City must consider equity impacts. These considerations include accessibility (e.g., straws) and the affordability of reusable alternatives. It is also important to consider those members of the community who collect refundable beverage containers throughout the city and rely on redeemed deposits as a source of income.

27 National Zero Waste Council; 6 December 2019; National Zero Waste Council, Plastics Advisory Panel: Regulatory Approaches for Priority Plastic Wastes; http://www.nzwc.ca/Documents/RegulatoryApproachesforPriorityPlasticWastes.pdf

## GOALS

1 **Unnecessary and problematic single-use items and packaging are eliminated**

2 **Reusable products are the default**

| GUIDING INITIATIVES | STRATEGIES |
|---|---|
| **Eliminate the Unnecessary** | Introduce bans and/or fees for single-use items with proven sustainable alternatives |
| | Expand access to public drinking water fountains |
| **Make Reuse the Norm** | Facilitate the establishment of reusable container services |
| **Recycle the Rest** | Require the source separation of recyclable materials across the community |
| | Improve access to recycling depots |
| | Support consumer awareness and improved standards for compostable food and beverage packaging |
| | Support programs that reduce waste disposal and litter in public spaces |
| | Work with the tourism industry to promote local zero waste initiatives[28] |
| **Cultivate Corporate and Community Leadership** | Ensure the corporation leads the community in packaging and paper reduction and diversion |
| | Reduce and divert waste at special events[28] |

28 This strategy appears in both the Single Use Items & Packaging and Food & Organics focus areas

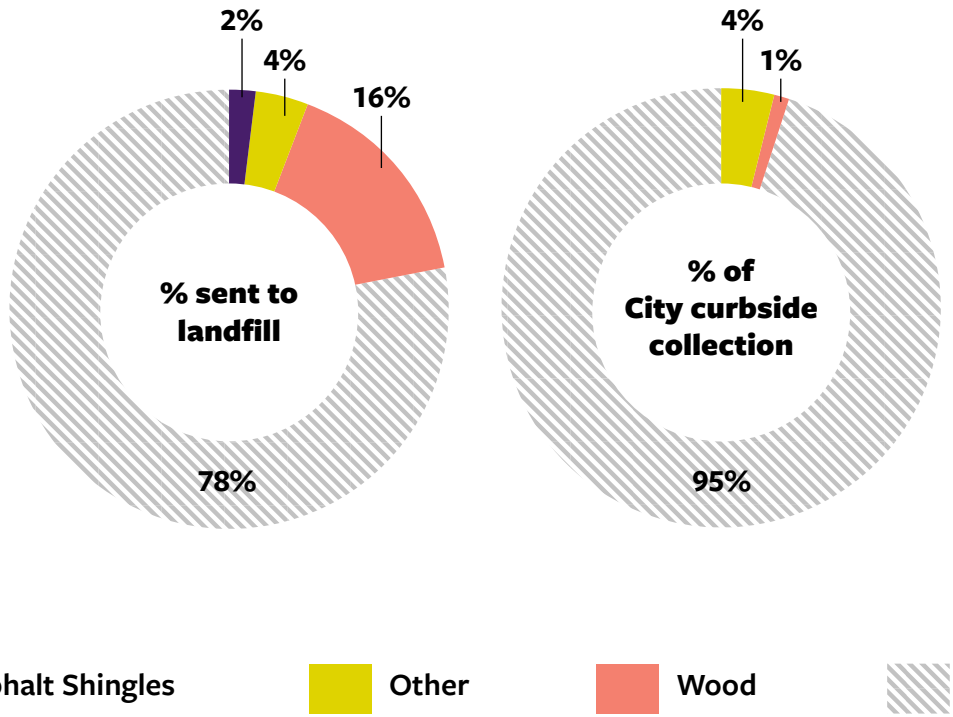
## Built Environment

### DESCRIPTION

Construction, renovation and demolition material (construction waste) includes treated wood, drywall, asphalt shingles, pallets/skids, painted wood, plywood/particle board, roofing felt, insulation, clean wood, film packaging and durable plastic products.

Construction, renovation and demolition waste streams include similar materials, however the composition of each will vary based on the activity generating the waste.




2%
4%
16%
% sent to landfill
78%
4%
1%
% of City curbside collection
95%
Asphalt Shingles
Other
Wood
Remainder

## ISSUES

Construction waste makes up a significant quantity of waste sent to landfill in Canada. The construction of new buildings consumes large quantities of raw materials, such as wood, metals and minerals, which become waste when a building is demolished. Wood (clean, engineered, painted, treated), asphalt roofing and drywall are the construction materials most commonly disposed in Canada.[29]

Wood sent to landfill in a wet climate generates methane, a strong GHG, as it decomposes. Also, there is significant economic value in construction materials that could be recovered through more effective waste reduction and diversion policies.

Globally, cities are applying a range of measures to reduce construction waste streams. Efforts are also being made to apply circular economy principles to the built environment. Key initiatives include a combination of land use zoning requirements, deconstruction and recycling bylaws, encouraging design-for-disassembly practices, and providing business incentives and support to improve the market for recycled products (e.g., through procurement).

## WASTE FROM THE BUILT ENVIRONMENT IN OUR COMMUNITY

Material from the construction sector makes up between 23 to 37% of Victoria's landfilled waste. Regionally, wood and wood products comprise 64% of waste from the construction and demolition sector disposed at Hartland Landfill.

Additional construction materials landfilled in the region include asphalt shingles, roofing felt, insulation, and plastics[26]. Some materials, such as metals, heritage or architectural features and structural wood have value and are already being diverted. However, there are several challenges to reducing and diverting other types of construction waste including:[28]

- Limited markets for used building materials such as wood, especially if painted or treated
- Commingled waste (lack of separation at source)
- Presence of hazardous materials, such as paint, wood coatings and asbestos
- Unknown composition of demolition waste; unknown presence of hazardous materials
- Time and labour required to separate materials or sort different types of waste
- Limited space at construction sites for bins to store separated waste

There are additional challenges for reducing construction waste in Victoria. First, the quantity and characteristics of construction waste generated in Victoria are not known with certainty. Loads of construction waste arriving at Hartland can include material from multiple municipalities, with waste haulers self-reporting a single point of origin. There is also limited public information about the amount of salvageable construction materials, the current local market demand, and the value placed on these materials. Second, a significant quantity of construction waste destined for disposal is transported off Vancouver Island to landfills in the United States or elsewhere in BC. Landfill bans and higher tipping fees can

**Construction waste** is generated from the process of building new structures.

**Renovation waste** is generated when improvements and repairs are made to existing structures. Renovation waste is a mixture of construction and demolition waste.

**Demolition waste** is generated when existing structures are demolished. Demolition waste is often difficult to separate for the purpose of reusing or recycling its constituent materials[29].

**Deconstruction** is the systematic dismantling of a structure so that building materials can be salvaged and reused. Deconstruction minimizes waste and is an alternative to demolition.

**House moving** is the relocation of a whole house by lifting it onto a truck or barge and transporting it to a new location. Other structures can also be moved. Moving a building enables the entire structure to be reused and avoids generating waste.

29 CCME; 2019; Guide for Identifying, Evaluating and Selecting Policies for influencing Construction, Renovation and Demolition Waste Management; https://www.ccme.ca/files/Resources/waste/wst_mgmt/CRD%20Guidance%20-%20secured.pdf

contribute to out-of-region migration but can be mitigated through supporting policy that encourages diversion. Such supporting policy could include mandatory salvage or recycling requirements, source separation bylaws or incentives.

## SHARED RESPONSIBILITY

The provincial government has committed to creating EPR programs for construction materials, as part of its target to implement the CCME Canada-Wide Action Plan for EPR. However, EPR might not be the best policy approach for all building materials, given the lifespan of a building and the longevity of materials. Instead, EPR might be suitable for specific materials. For example, an assessment of EPR as a policy tool in Metro Vancouver recommends that asphalt shingles, carpet, sheet plastic, and wood are strong candidates for EPR.[30]

The CRD has taken steps to reduce construction waste disposal. Hartland Landfill has bans in place for aggregate, asbestos-containing materials, concrete, and drywall, as well as tipping fee disincentives. However, as noted above, this leads to out-of-region migration of construction waste and can lead to illegal dumping of these items. The CRD is also considering a ban on clean wood waste at Hartland Landfill.[31]

The CRD's SWMP includes a strategy focused on increasing construction materials diversion, with plans to develop a comprehensive regional strategy, as well as educational tools and resources to help drive demand for diverted materials.[30]

## CITY OF VICTORIA ACTION

The Built Environment represents a significant opportunity for waste reduction in Victoria. A large quantity of construction waste is generated in Victoria. Much of this waste could be diverted, with recovery of its economic value. The City has the authority to regulate land use, with existing permitting processes in place for development and construction. The City can also influence the local market for reused and recycled construction materials, as a significant land holder/purchaser, and through major expenditures for capital projects.

The strategies below contemplate new requirements for contractors, property owners and developers to recover waste materials during construction, renovation and demolition. The strategies also include measures to strengthen the market for salvaged and recycled materials, including City procurement practices intended to increase demand for these materials.

The City is home to an innovative design and build community, with architects, developers and contractors who have demonstrated a commitment to green construction practices. There is also demand for residential and commercial development that meets a higher standard of environmental performance. The City can leverage these community assets to support implementation of the strategies below.

30 Balba, Andrea; Montauban, Cecilia; Kim, Jenny (Yeon Mi); Yeh, Debbie; 07 May 2013; Assessing the potential for extended producer responsibility in construction, renovation and demolition waste in Metro Vancouver; https://open.library.ubc.ca/cIRcle/collections/undergraduateresearch/52966/items/1.0074565

31 CRD; SWMP: Proposed Strategies and Actions; https://www.crd.bc.ca/docs/default-source/solid-waste-management-plan-2019/strategies.pdf?sfvrsn=8af064cb_2



## GOALS

1. **All reusable and recyclable demolition materials are diverted from landfill**
2. **Reuse and deconstruction practices are common**
3. **Buildings are constructed to facilitate longevity and reuse, as well as deconstruction and recovery of materials at end of life**
4. **New construction minimizes waste and maximizes use of reused and recycled materials**

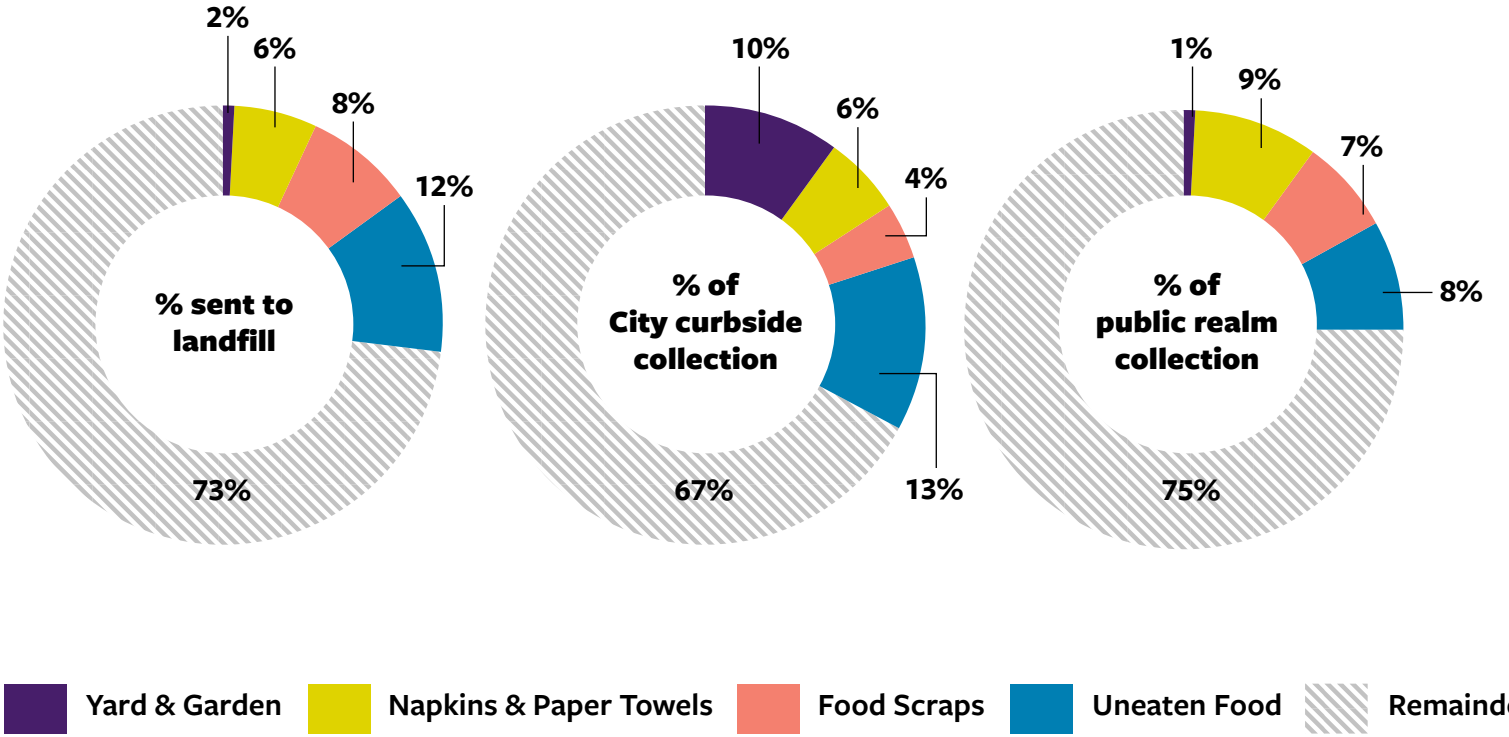
| GUIDING INITIATIVES | STRATEGIES |
|---|---|
| **Eliminate the Unnecessary** | Regulate problematic construction products or practices that compromise material reuse and recycling |
| | Encourage design standards and practices that minimize waste |
| | Fully use and optimize existing buildings through shared and mixed use |
| **Make Reuse the Norm** | Encourage circular and adaptable design, and design for disassembly |
| | Support and enable house moving |
| | Require the salvage of reusable materials from building demolitions |
| **Recycle the Rest** | Require the recycling of materials from demolition, renovation and construction |
| | Work with regional partners to plan for the mitigation of waste from disasters |
| **Cultivate Corporate and Community Leadership** | Strengthen reuse markets for building materials |
| | Ensure City operations, roadwork and construction do not produce litter |
| | Improve regional waste flow data disclosure |

## Food & Organics

### DESCRIPTION

Food waste includes unavoidable kitchen scraps such as bones, eggshells, banana peels and other trimmings created through meal preparation, and avoidable or donatable food wasted as a result of over-purchasing, not finishing meals and/or misinterpretation of best before and expiry labelling. Other organic waste includes yard and garden materials such as lawn clippings, woody debris, leaves, plant trimmings and cut flowers.




2%
6%
8%
12%
% sent to landfill
73%
10%
6%
4%
% of City curbside collection
67%
13%
1%
9%
7%
8%
% of public realm collection
75%
Yard & Garden
Napkins & Paper Towels
Food Scraps
Uneaten Food
Remainder

## ISSUES

Approximately one third of the food produced around the world is wasted, a significant loss considering the number of people who are hungry or malnourished. This wasted food represents US$940 billion in annual economic losses, uses one quarter of the water used for agriculture globally, occupies more land than the size of China, and produces about 8% of annual global GHG emissions.[32]

Love Food Hate Waste Canada reports that 63% of household food waste in Canada is avoidable. An average household throws away $1,100 of edible food per year. That adds up to almost 2.2 million tonnes of edible food wasted each year in Canada, at a cost of more than $17 billion while contributing to Canada's GHG emissions.[33]

Sending organic waste to the landfill also has environmental impacts. The material contributes to leachate and generates methane, a strong GHG, as it decomposes in the landfill. Separating organic waste from other waste streams and treating it through composting or anaerobic digestion keeps this material out of the landfill and enables nutrient and energy recovery. Similar to the waste reduction hierarchy, the food waste hierarchy provides guidance for prioritizing actions.




32 Food Loss and Waste Protocol; About the Food Loss and Waste Accounting and Reporting Standard; https://flwprotocol.org/wp-content/uploads/2019/04/About-The-FLW-Standard.pdf

33 Love Food Hate Waste Canada; Food Waste in the Home; https://lovefoodhatewaste.ca/about/food-waste/

## FOOD AND ORGANIC WASTE IN OUR COMMUNITY

Victoria collects kitchen scraps as part of its curbside residential service and runs a yard waste program. However, this does not capture all food and organic waste generated in Victoria.

Compostable organics comprised the largest share of waste disposed at Hartland by weight in 2016, amounting to 27%. Just under half of this organic waste was avoidable food waste. Waste from multifamily residences consisted of 31% compostable organics, significantly higher than the overall waste stream, while waste from the ICI sector consisted of 23% compostable organics. Landfilled organic waste from the City of Victoria produces the equivalent of about 21,000 tonnes of $CO_2$ annually, contributing approximately 6% of our community's GHG emissions, based on 2019 estimates.

By weight, organics are the largest share of material collected through the City's residential curbside garbage service. Almost one third of the waste sampled was made up of compostable organics, with avoidable food waste accounting for 13% of the waste sampled, yard and garden waste 10%, and unavoidable food waste 4%. The City's kitchen scraps collection service provides a system to divert this material. The quantity of organics in the City's residential collection points to ongoing opportunities to enhance the service, change behaviour and improve compliance.

Larger multifamily buildings and the ICI sector together are responsible for approximately 85% of landfilled organics from Victoria. There are several challenges with diverting this material, including limited space on residential and commercial properties for material diversion and storage, contamination of streams, and an absence of source separation requirements or standards. Low accountability is also a challenge inherent with numerous users of common waste storage bins and facilities.

There is limited capacity in the region for industrial composting of kitchen scraps. While current demand is being met, increased organics diversion and population growth will require additional capacity. Increasing the demand for compost products is an important consideration to help support the economics for additional capacity. Challenges to overcome for finding new markets for finished compost include variable compost quality, potential contamination from plastic, and limited awareness about municipal compost characteristics and production. Landscape operations form the largest market for municipal compost given fewer requirements for consistent quality.[34]

34 McIllfaterick, M; 2017; Identifying Sustainable Markets for Compost Products: An Evaluation of the Market for Compost Produced from Municipal Organic Waste and Factors Affecting Compost Utilization in Metro Vancouver; https://sustain.ubc.ca/sites/default/files/2017-17_Identifying%20Sustainable%20Markets%20for%20Compost%20Products_McIllfaterick.pdf

## SHARED RESPONSIBILITY

The provincial government has set a target of 95% organic waste diverion from landfills by 2030 and continue to develop programs to support achieving this objective.

The *Food Donor Encouragement Act* also enables food rescue by limiting the liability of the donor.[35]

The CRD has a landfill ban in place for yard and garden materials, food scraps, and soiled paper products. Increased enforcement of landfill bans can substantially improve organice material diversion. Moreover, the CRD's SWMP includes a strategy focused on reducing avoidable food waste through efforts that include:

- Outreach to support residential food waste reduction,
- Working with food retailers to encourage more edible food donations and supporting food recovery organizations, and
- Advocating for regulatory clarity for 'best before' dates.[31]

The SWMP includes strategies to increase organics diversion and processing capacity.

## CITY OF VICTORIA ACTION

The organics stream presents a significant opportunity to reduce waste while providing benefits in terms of food security and GHG emissions reductions. The City plays a direct role in diverting organic material from the landfill through its residential kitchen scraps collection program. The City was also a founding partner of Love Food Hate Waste Canada, an outreach campaign aimed at reducing avoidable household food waste.

Victoria and the region have several advantages that will support the City's efforts to reduce food and organic waste, such as:

- Curbside residential organics collection services
- Food rescue and distribution systems
- Industrial composting facilities
- Backyard composting
- Local food production

The City of Victoria can encourage the reduction of avoidable food waste from residents and businesses and support food rescue systems. The City can also require improvements to the source separation of organic waste and strengthen local organics processing capacity to ensure that unavoidable food waste can be composted.

35 Food Donor Encouragement Act, SBC 1997; http://www.bclaws.ca/civix/document/id/complete/statreg/00_97008_01


CITY OF VICTORIA
ZERO WASTE VICTORIA
FOOD AND PAPER
EMPTY CONTAINERS
GARBAGE
FOOD AND PAPER
EMPTY CONTAINERS
GARBAGE

# GOALS

1 **All edible food is eaten**

2 **All unavoidable food and organic waste is recovered**

| GUIDING INITIATIVES | STRATEGIES |
|---|---|
| **Eliminate the Unnecessary** | Encourage reduction of avoidable food waste |
| **Make Reuse the Norm** | Strengthen food redistribution throughout the community |
| **Recycle the Rest** | Require the source separation of organic materials across the community |
| | Enhance or introduce municipal services to improve organics diversion |
| | Support regional organics processing capacity |
| | Work with the tourism industry to promote local zero waste initiatives[28] |
| **Cultivate Corporate and Community Leadership** | Ensure the corporation leads the community in organics reduction, redistribution and diversion |
| | Reduce and divert waste at special events[28] |

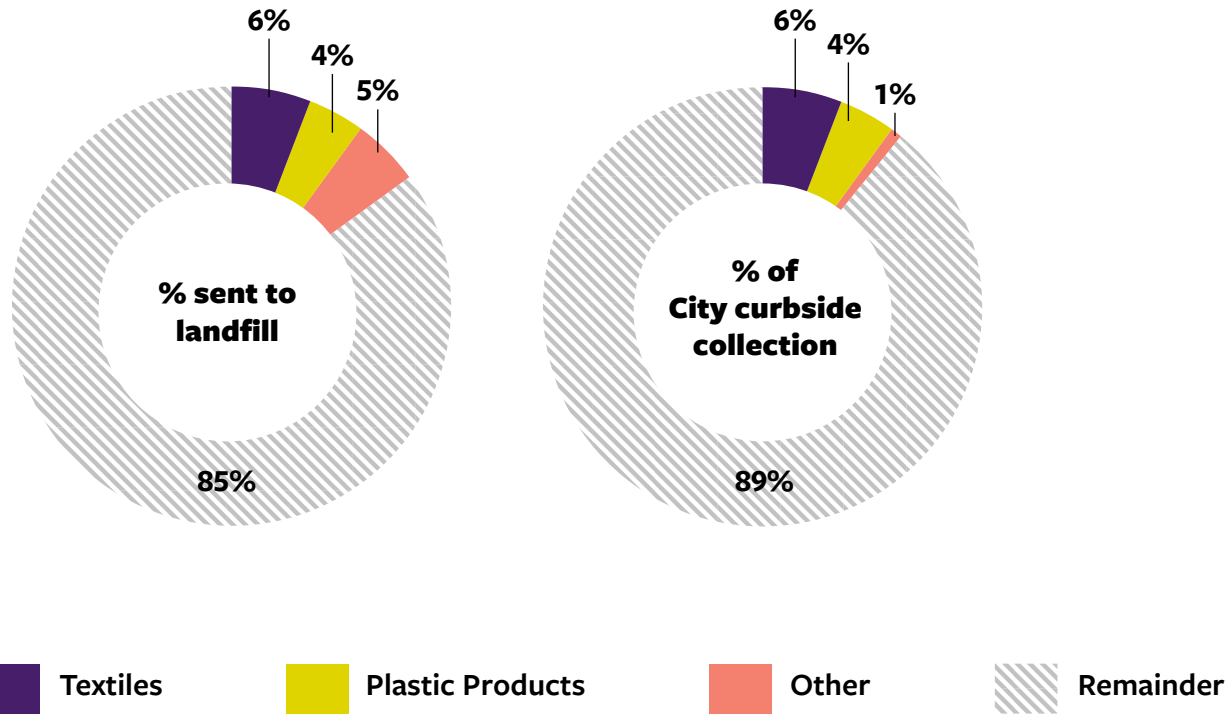


## Durable Goods

### DESCRIPTION

A durable good is a consumer product that can be used regularly for long periods of time. Many consumer products fall under this category including clothing, toys, sporting goods, electronics, lawn and garden equipment and household tools, as well as bulky items such as appliances, furniture and mattresses.




6%
4%
5%
% sent to landfill
85%
6%
4%
1%
% of City curbside collection
89%
Textiles
Plastic Products
Other
Remainder

## ISSUES

Durable goods include a broad range of products and materials, which are associated with numerous end-of-life management approaches, environmental considerations, and potential waste reduction solutions. Some durable goods, such as furniture, tools and textiles (e.g., clothing), have value and can be reused (perhaps with some repair) for many years, avoiding the need for disposal and conserving the natural resources needed to manufacture new products. Other durable goods, such as large appliances, are made from high value materials and can be recycled at their end of life. For many goods, quality is poor, reuse or recycling options are not available, and the inexpensive cost of new products encourages disposal and replacement. Waste reduction resulting from repair and reuse is also difficult to measure.

The reduction of durable goods waste through reuse and recycling has the potential for high economic value in terms of local job creation. Repairing and refurbishing durable goods can be labour-intensive, often requiring specialized skills. Examples of this are shoe repair, furniture refinishing and reupholstering and household appliance repair. Recycling durable goods can also require dismantling and segregating materials by hand.

## DURABLE GOODS WASTE IN OUR COMMUNITY

The 2016 CRD waste composition study found that durable goods made up 15% of the waste sent to Hartland Landfill. This material was made up of small quantities of a range of different items, except for textiles, which represented 6% of the waste disposed at Hartland Landfill. The 2020 audit of waste collected through the City's residential curbside service found clothing and accessories comprised 6% of the waste sampled, and composite plastic products comprised 4%.

Durable goods, such as furniture, electronics and appliances, make up most of the illegally dumped items collected by City crews. The City of Victoria receives over 1000 service calls annually for illegally dumped items, and requests are steadily increasing year-over-year.

A 2016 report published by the Community Social Planning Council of Greater Victoria analyzed and identified priority waste streams that have the greatest potential for low-barrier job creation. Among the priority materials are textiles, carpets, and bulky items such as mattresses and furniture.  The report recommends creating a recycling social enterprise for mattresses and furniture to help resolve a common waste diversion challenge while creating training and jobs for those facing barriers to employment in the community.[36]

36 Community Social Planning Council; 2020; Local Waste into Local Jobs: Labour Market Strategies for the Capital Region Resource Recovery Sector; https://communitycouncil.ca/wp-content/uploads/2020/01/Local-Waste-into-Local-Jobs-press-release-2016.pdf

## SHARED RESPONSIBILITY

There are provincial EPR programs for several types of durable goods, including electronics, lighting and large and small appliances. There are currently no EPR programs for other bulky objects such as mattresses, carpets, flooring, furniture, or textiles. There are multiple barriers to recycling these materials, primarily the high cost and energy intensity of separating the composite materials. Additionally, there often aren't viable markets for the material components. Nylon and polyester carpet, which if successfully separated from the foam matting can be pelletized and sold in the plastics commodity market, is an exception.

The CRD's SWMP includes strategies to encourage waste prevention and support reuse activities in the region.

## CITY OF VICTORIA ACTION

City strategies to reduce the waste from durable goods can include alternatives to purchasing durable goods and facilitating repair and reuse to extend the life of products in use. The City can leverage existing communication channels and its position as a community resource to provide guidance and promote sharing and repair initiatives. The City's recreational programming could be used to deliver educational workshops or other events that encourage durable goods waste reduction. The City can also play a leadership role by ensuring that procurement policies reduce durable goods waste generated by the City for products such as furnishings, equipment and clothing.

Measures to reduce and mitigate illegal dumping are also important for improving the management of durable goods. The City already provides street cleaning and collection for illegally dumped items, many of which are durable goods. The City can build on these services and take advantage of the associated corporate knowledge and experience. For example, the City could improve access to reuse and recycling alternatives for durable goods as a way of preventing illegal dumping and reducing waste sent to landfill. The City could also discourage illegal dumping through outreach, bylaw enforcement or by providing other disposal options.



## GOALS

1. **All textiles are repaired or donated for reuse, repurposing or recycling**
2. **Appliance, furniture and electronic goods repair is common and accessible**
3. **All reusable and recyclable appliances and furniture are repurposed or recycled at end of life**
4. **The local sharing economy is robust and valued**

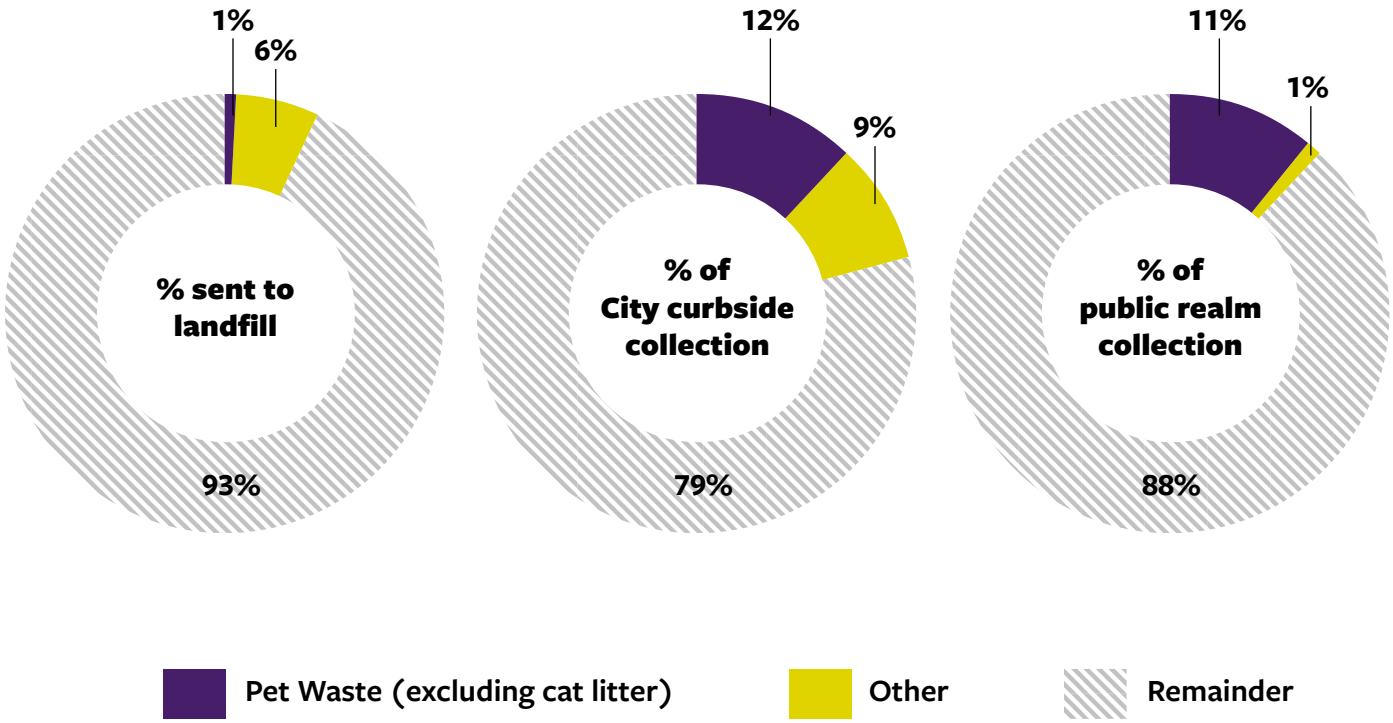
| GUIDING INITIATIVES | STRATEGIES |
|---|---|
| **Eliminate the Unnecessary** | Encourage the purchase of experiences instead of things |
| | Encourage and facilitate the sharing economy |
| **Make Reuse the Norm** | Support reuse and repair to increase the longevity of durable goods |
| | Improve access to textile donation and collection services |
| **Recycle the Rest** | Improve access to bulky item recycling |
| **Cultivate Corporate and Community Leadership** | Establish corporate circular procurement policies |
| | Foster reuse and sharing culture in the workplace |

# Additional Wastes

## DESCRIPTION

There are several other types of waste that do not fit into the categories above. While present in smaller quantities, or associated with fewer waste reduction options, these materials present challenges for the community and impacts to the environment.




1%
6%
% sent to landfill
93%
12%
9%
% of City curbside collection
79%
11%
1%
% of public realm collection
88%
Pet Waste (excluding cat litter)
Other
Remainder

## ISSUES

In 2016, animal waste, cat litter, disposable diapers, and other hygiene products made up 7% of the total material sent to the Hartland Landfill.

### Pet waste

Pet waste releases methane when landfilled and presents health and safety concerns for municipal workers handling this waste. Pet waste (excluding cat litter) comprised 12% of municipally collected residential waste during the 2020 audit. Pet waste comprised 11% of waste collected from the public realm and contributed one third of the waste collected from City parks.

Pet waste is challenging to reduce and divert. It may be possible to separate dog waste collected from public bins in City parks, however recovery or recycling of this material requires specialized facilities.

### Disposable diapers and other sanitary products

Diaper contents release methane when landfilled. Disposable diapers and household hygiene products comprise 9% of municipally collected residential waste. Reusable diapers and services can support waste reduction, but disposable diapers will continue to be required for some people with disabilities.

### Cigarette butts

Cigarette butts make up a large share of litter on City streets and are repeatedly the most common waste collected during beach clean ups[37]. Littered cigarette butts can be flushed into the stormwater system and end up on the shoreline. In addition, the toxins in cigarettes leach out when wet and pose a threat to marine life.

## CITY OF VICTORIA ACTION

The City runs a program to collect and recycle cigarette butts discarded in public areas. There are more than 100 canisters across the community, which enable the collection and recycling of over 150,000 cigarette butts per year, helping to reduce a significant source of litter.

The actions below represent initial steps the City can take to address pet waste, disposable diapers and hygiene products. New infrastructure, technology and treatment approaches may present additional opportunities in the future.

37 Surfrider Foundation Vancouver Island; 2020; Hold On To Your Butt; https://vancouverisland.surfrider.org/hold-on-to-your-butt/

## GOALS

1. **Pet waste is diverted from landfill and processed safely**
2. **Disposable diaper waste sent to landfill is minimized**
3. **Cigarette litter is eliminated**

| GUIDING INITIATIVES | STRATEGIES |
|---|---|
| **Eliminate the Unnecessary** | |
| **Make Reuse the Norm** | Promote reusable diapers as an alternative to disposables |
| **Recycle the Rest** | Promote source separation and recycling options for pet waste |
| | Continue and enhance cigarette butt recycling |
| **Cultivate Corporate and Community Leadership** | |


DO NOT ENTER
CAUTION DO NOT ENTER


00384
1-866-SEE-TRUX
pepsi

CITY OF VICTORIA

ZERO WASTE VICTORIA

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BIOGAS ENERGY

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Ancient Forest Friendly™



# Short Term Action Plan (2021 - 2023)

| | |
|---|---|
| | *Development* |
| | *Implementation* |

| Proposed Initiative and Timeline | | Strategy | 2021 | 2022 | 2023 |
|---|---|---|---|---|---|
| **Single-Use Item Bans** | | | | | |
| Single-use item bans and transition to reusable alternatives | • Develop and implement bylaw(s) | SP1.1 | | | |
| | • Conduct reusable container market scan<br>• Facilitate establishment of reusable container services | SP2.1 | | | |
| **Demolition Material Reuse** | | | | | |
| Demolition material salvage | • Report on policy options<br>• Develop and implement program or regulation | BE2.2<br>BE2.3<br>BE4.1<br>BE4.2<br>BE4.5 | | | |
| Disaster debris planning | • Develop disaster debris management plan with regional partners<br>• Maintain plan and support preparedness | BE3.2 | | | |
| **Multifamily and Commercial Source Separation** | | | | | |
| Source separation for organics and recyclables | • Develop and implement bylaw(s) | SP3.1<br>SP3.2<br>SP3.3<br>FO3.1<br>FO3.3 | | | |

| | | | |
|---|---|---|---|
| **Enhancement of City Services** | | | |
| Residential organics diversion | • Assess curbside collection of yard and garden waste | FO3.2<br>FO3.3 | |
| | • Plan for service enhancements aligned with garbage fleet replacement | FO3.2<br>FO3.3 | |
| Expand zero waste stations | • Install 20 additional zero waste stations in high pedestrian traffic streets and destination parks | SP3.4<br>FO3.2 | |
| **Education and Outreach** | | | |
| Zero Waste Victoria Awareness | • Build understanding of Zero Waste Victoria and supportive behaviour throughout community<br>• Develop education materials to improve awareness of local and regional reduction, reuse and recycling resources | ALL | |
| **Corporate Waste Reduction** | | | |
| Benchmark and reduce corporate waste | • Establish baseline data and determine best practices to support waste reduction and diversion in corporate facilities<br>• Develop a zero waste corporate catering policy | SP4.1<br>SP4.2<br>FO4.1<br>FO4.2 | |

# Committee of the Whole Report
**For the Meeting of December 10, 2020**

| | | | |
|---|---|---|---|
| **To:** | Committee of the Whole | **Date:** | November 27, 2020 |
| **From:** | Philip Bellefontaine, Director, Engineering & Public Works | | |
| **Subject:** | Zero Waste Victoria | | |

## RECOMMENDATION

That Council:

1. Approve Zero Waste Victoria;

2. Direct staff to begin implementing strategies in Zero Waste Victoria as outlined in the short-term action plan; and

3. Direct staff to report back with draft bylaw(s) for Council's consideration to regulate priority single-use items after new municipal authorities are conferred by the Province.

## EXECUTIVE SUMMARY

Every day across the City of Victoria over 120 tonnes of materials are disposed and sent to the landfill. This waste includes demolished buildings, uneaten food, plastic and paper packaging, and old clothes and furniture. Reconsidering these materials as valuable resources instead of garbage and keeping them in use is a foundational principle of the circular economy and the area where cities have the biggest role to play in the transition to a more circular and sustainable future. Circulating materials instead of sending items to landfill is fundamental to preserving natural resources, reducing pollution, mitigating greenhouse gas emissions and supporting a resilient local economy. The City of Victoria is well positioned to lead material reuse and waste reduction initiatives across the community through its role as a solid waste service provider and using regulatory authorities granted to local governments.

This report builds on work completed by staff in the first development phase for the City's zero waste strategy to assess waste generation across Victoria and review best practices for municipal waste reduction. This report proposes a suite of strategies to achieve a 50% reduction in landfill disposal by 2040 through a renewed emphasis on material reduction and reuse. Material and product categories of focus for waste reduction initiatives are single-use items and packaging, materials from the built environment, food and organics, and durable goods. Together these categories represent more than 90% of the material sent to landfill from Victoria.

Stakeholders representing 57 organizations across the region were engaged to review the proposed strategies and identify considerations for prioritization of actions. Overall, participants

supported the strategies proposed in Zero Waste Victoria and commonly noted considerations related to space requirements, accessibility and equity of services, consistency between jurisdictions and across levels of government, and opportunities to leverage existing leaders in the community.

This report also proposes a short-term action plan informed by Council direction and priorities, current staff resources and stakeholder feedback that includes new regulations banning single-use items and improved diversion of organics, recyclable and reusable materials across the community. The short-term actions address the most significant opportunities for waste reduction using existing municipal tools while also laying the foundation for longer term transformative change.

## PURPOSE

The purpose of this report is to provide Council with the zero waste strategy and a proposed short-term action plan for approval.

## BACKGROUND

The City of Victoria provides community solid waste management services including residential garbage and kitchen scraps collection, residential yard and garden waste drop-off and seasonal pickup programs, street cleaning, and public realm garbage, organics and recycling collection. The City's waste management role as a service provider is enabled by Provincial legislation and its responsibility to reduce landfill disposal is guided by the Capital Regional District's Solid Waste Management Plan. Over time, the City's solid waste mandate has evolved from a focus on managing the disposal of garbage to avoid litter towards a more sustainable model that incorporates landfill diversion, waste reduction and environmental stewardship.

In 2019, Council identified the development and implementation of a robust zero waste strategy to help support climate leadership and environmental stewardship strategic objectives. The initial development phase of the zero waste strategy was completed in 2019 and included a comprehensive analysis of waste generation across all sectors of the community and a review of best practice municipal zero waste programs. The outcomes of this work helped to reveal several insights for targeted engagement and strategy development:

- Victoria is generating a higher portion of regional waste than was previously understood due mainly to its position as the region's hub for employment, commerce and tourism.
- More policies and programs are needed to focus on waste avoidance, reduction and reuse.
- There is an opportunity to divert significantly more recyclable and organic material from the regional landfill.
- The City possesses a range of policy tools and services that complement the Capital Regional District's strategies to reduce landfill disposal.
- The City has an opportunity to demonstrate leadership through corporate waste management practices and share lessons with stakeholders.

In November 2019, Council directed staff to proceed with the second development phase of the zero waste strategy including engaging with key stakeholders to understand and develop the strategies and actions needed to shift towards zero waste for priority sectors and materials.

This report describes the analysis and stakeholder engagement that led to the development of the proposed waste reduction strategy and implementation plan.

## ISSUES & ANALYSIS

The strategy for waste reduction across all sectors in Victoria – *Zero Waste Victoria* - is presented for Council's approval in Appendix A. The plan was informed by a comprehensive analysis of waste generation across the city, current evidence and scientific assessments of waste-related environmental impacts, municipal zero waste best practices from across the world, market and technology trends, municipal authorities under the *Community Charter* and *Local Government Act*, and direct feedback from a diversity of industry and community stakeholders. Key issues and considerations are presented below.

Focus Areas

Zero Waste Victoria identifies four categories of materials to focus municipal waste reduction strategies:

1. **Single-Use Items and Packaging**: This area consists of materials and products designed to be disposed after a single use or used to package goods, including cups, containers, checkout bags, paper and plastic packaging. Together these products comprise 17% of the material disposed in the regional landfill. In addition, plastic items and packaging that escape collection and enter the natural environment have been shown to harm animals, ecosystems and biodiversity[1]. Residential packaging recycling rates in British Columbia are amongst some of the highest in the world as a result of robust producer responsibility legislation at the Provincial level, but the recovery rate for plastics is less than 50% and flexible plastics less than 25%[2]. This suggests a need for additional initiatives focused on material avoidance and reusable alternatives. The City introduced the first municipal single-use item regulation in British Columbia with the adoption of its Checkout Bag Regulation Bylaw in January 2018. Additional single-use products that are prolific across Victoria but not currently regulated include cups, containers, straws, utensils and paper napkins.

2. **Built Environment**: Products in this category include materials from construction, renovation and demolition activities such as wood, concrete, metals, drywall and asphalt roofing. These materials are responsible for up to 37%[3] of Victoria's landfilled waste with wood products comprising approximately two-thirds of landfilled material from the built environment. Municipal authority to regulate land use and permit development and construction offers an opportunity for the City of Victoria to make a significant impact in this area. Local economic opportunities are also presented through the salvage and reuse of building materials[4]. Notwithstanding hazardous materials, few requirements have been developed to address the responsible management of construction,

[1] Science Assessment of Plastic Pollution. Environment and Climate Change Canada and Health Canada. October 2020. Retrieved from: https://www.canada.ca/en/environment-climate-change/services/evaluating-existing-substances/science-assessment-plastic-pollution.html

[2] Recycle BC – 2019 Annual Report. Recycle BC, 2019. Retrieved from: http://recyclebc.ca/wp-content/uploads/2020/06/RecycleBC2019-Final.pdf

[3] Between 50 – 75% of construction waste is estimated to leave the region and therefore not included in the reporting of material at the Hartland landfill.

[4] The Business Case for Deconstruction: Economic and environmental impacts of a demolition-deconstruction shift in Metro Vancouver. Vancouver Economic Commission. July 2020. Retrieved from: https://www.vancouvereconomic.com/research/the-business-case-for-deconstruction/

renovation and demolition waste.

3. **Food and Organics**: Materials in this category include uneaten food, food scraps (e.g. peels, shells and bones) and organic material generated from yard and gardening activities. Organic materials continue to represent the largest share of materials disposed at the Hartland landfill at 27% of all waste. Landfilled organic waste generated in Victoria produces the equivalent of 21,000 tonnes of $CO_2$ annually, approximately 6% of community greenhouse gas emissions. Together, apartment buildings and commercial properties are responsible for more than 85% of Victoria's landfilled organics. The City of Victoria's residential kitchen scraps collection service successfully diverts more than 2,000 tonnes of organics from the landfill each year. Nonetheless, organic materials still comprise one third of the City-collected residential garbage stream, indicating a need for enhancements and better compliance with the City's waste collection service. Despite the existence and development of regional organics processing infrastructure, significant improvements in the source separation of organics materials across all sectors of the community is required to mitigate community greenhouse gas emission and extend the life of the regional landfill.

4. **Durable Goods**: This category includes consumer products that can be used regularly for long periods of time such as furniture, appliances, electronics and clothing. Durable goods comprise 15% of the material disposed annually at Hartland landfill, half of which are textiles. Higher quality durable goods tend to retain their value and can be sold and reused through second-hand markets. Provincial producer responsibility programs have also enabled robust recycling systems for appliances and electronics. Nonetheless, excessive consumption, cost competition and the resulting degradation in quality of durable goods reflect broader societal trends that compromise initiatives to increase reuse and reduce waste. Although the outcomes may be less tangible than the categories above, the City of Victoria can help to foster the community values and behaviours for a circular economy by supporting sharing initiatives and local repair services. The City also has an opportunity to influence product design through corporate procurement strategies that encourage product durability and refurbishment.

Additional materials not categorized in the focus areas above include disposable diapers, pet waste and cigarette butt litter. Together these wastes comprise less than 7% of all material sent to the landfill but have considerable impacts on community sanitation and cleanliness.

Approach

Three established frameworks guide Zero Waste Victoria: the circular economy, zero waste and the waste reduction hierarchy.

Zero waste fits under the broader model of a circular economy; a paradigm that contrasts the conventional "linear economy" we currently rely on which extracts resources to create products that are used and then disposed – "take, make, waste" – and aims to build economic, natural and social capital based on three foundational principles:

- Design out waste and pollution.
- Keep products and materials in use.
- Regenerate natural systems.

Cities can incorporate all three principles into their planning and operations to help support the transition to a circular economy. The City of Victoria has already taken meaningful steps towards environmental stewardship through a range of initiatives including sustainable stormwater management and its urban forest master plan and climate leadership plan. However, given the concentration of manufactured products, material and resources that exists in cities, it is the second principle of keeping products and materials in use that presents municipalities with the biggest opportunity to advance the circular economy. Zero waste complements this principle by emphasizing the reduction, reuse and repurposing of products thereby maximizing the value of existing community resources.

Zero Waste Victoria also incorporates the waste reduction hierarchy to prioritize strategies and actions. The hierarchy follows a preferential order of action from reduce, reuse, repair, repurpose, to recycle while avoiding disposal. Zero Waste Victoria acknowledges that recycling alone will not achieve zero waste and therefore establishes a renewed framing of the long established 3R's (reduce, reuse, recycle) into three guiding initiatives that clarify and emphasize the City of Victoria's role and responsibility as follows:

1. **Eliminate the unnecessary**: This initiative includes strategies that address products and materials where the negative impacts to the environment and community outweigh the consumer benefits or where viable sustainable alternatives exist.

2. **Make reuse the norm**: This initiative includes strategies that help to establish reusable products and reuse practices (including repair and refurbishment) as the default option throughout the community.

3. **Recycle the rest**: This initiative includes strategies aimed at improving recycling for products that can no longer be used.

Underpinning each of these guiding initiatives is the recognition that the City of Victoria plays an important role in facilitating the transition to zero waste by leveraging knowledge and partners across the community and demonstrating leading waste reduction practices through its corporate operations.

Zero Waste Strategies

Zero Waste Victoria proposes 40 strategies to support the transition to zero waste across the community to 2040. The strategies, general implementation timeline and performance indicators are listed in Appendix B. The strategies are intended to be actionable over a 20-year period, guiding Council and staff in the development of new initiatives and continual improvement of existing services and programs.

Broadly, the tools available to the City of Victoria to action the strategies and reduce waste include:

- Municipal solid waste services and operations (e.g. garbage and kitchen scraps collection, public realm waste collection, litter pickup).
- Regulation, restrictions, prohibitions (e.g. material bans, fees, permits).
- Corporate procurement.
- Education and outreach programs.
- Advocacy to other levels of government.

The tools the City uses to implement Zero Waste Victoria will evolve over time as conditions change and as the community approaches waste reduction goals. Where appropriate, actions could reflect

a phased regulatory approach following and supported by market approaches and voluntary measures. In other situations, the regulatory tools will be evaluated based on other considerations, including the viability of sustainable alternatives, community or business readiness, local capacity and understanding, and precedents in other jurisdictions.

Stakeholder Engagement

Between July and October 2020, staff engaged local and regional stakeholders to review draft strategies and inform and prioritize actions for Zero Waste Victoria. Staff conducted 10 online focus group sessions that included 98 participants representing 57 organizations. Participants included representation from government, businesses, private waste management service providers, mission-based organizations and neighbourhood associations.

Summaries of each of the focus group sessions are provided in Appendix C. Overall, participants supported the strategies proposed in Zero Waste Victoria and the need for the City of Victoria to take action to reduce waste across the community. Common considerations for implementing the strategies were noted as follows:

- The availability of space is an underlying issue that needs to be overcome to improve reuse and recycling activities throughout the community. S pace is required to store and sort materials at multifamily and commercial properties, warehouse wholesale and retail salvaged building products and used durable goods, and to locate waste management facilities.
- City solid waste management services ought to be reviewed to consider accessibility, equity and environmental stewardship.
- The City's actions should align with initiatives across levels of government and staff should collaborate with government counterparts.
- The City is well positioned to convene major waste generating institutions across the community and lead collective waste reduction initiatives.
- Clear and consistent education and guidance to support waste reduction initiatives is encouraged.

Implementation Planning

Zero Waste Victoria contemplates the preparation of detailed action plans every 3 – 5 years. Action plans will enable the City to respond to changing conditions and guide budget and resourcing considerations accordingly.

## OPTIONS & IMPACTS

The following is the recommended option for the initial short-term action plan, targets and reporting for Council's consideration.

Short-Term Action Plan

Actions to implement the strategies in Zero Waste Victoria from 2021 through 2023 are proposed in Appendix D. Actions are categorized in terms of impactful initiatives and informed by Council direction and priorities, current staff capacity and stakeholder feedback. Priority initiatives include:

1. **Single-Use Item Bans**: Council's 2019 – 2022 Strategic Plan identifies the development of regulations to address problematic single-use items. Both the Federal and Provincial governments have recently announced proposals to address plastic pollution and the Province has indicated that it will provide new authority to local

governments to regulate specific products. This action considers the development of new single-use item bylaw(s) in alignment with other levels of government while incorporating accessibility needs and local issues.

2. **Demolition Material Reuse**: In November 2019, Council directed staff to report on policy considerations for sustainable building demolitions. Emerging services and technologies in the region offer potential opportunities for the City to phase in regulatory requirements to accelerate initiatives to reduce and salvage building demolition waste. A forthcoming report with options will be presented in early 2021 for Council's consideration.

3. **Multifamily and Commercial Source Separation**: Multifamily and commercial properties are served by private haulers providing a range of service levels/standards. The Capital Regional District's (CRD) draft Solid Waste Management Plan proposes the increase of residential and commercial diversion through source separation requirements as a medium-term (5 years) implementation goal. Stakeholder engagement also highlighted the desire for consistent standards for private organics, recycling and waste collection. This action considers development of source separation requirements in alignment with the CRD Solid Waste Management Plan.

4. **Enhancement of City Services**: In November 2019, Council directed staff to develop a plan to enhance the City's residential collection program and improve diversion of materials in the public realm. New public realm Zero Waste Stations were designed, fabricated and installed in 2020 and expansion is proposed in future years. Planning for residential waste collection began in 2020 and enhancements will be proposed for Council's consideration as opportunities arise; notably, operational efficiencies, equipment replacement, new technology or major grants.

5. **Education and Outreach**: Initiatives are proposed to build broad understanding of Zero Waste Victoria and to improve awareness of local and regional services and resources that support reduction, reuse and recycling.

Targets & Reporting

An evaluation of potential waste reduction impacts for each strategy was completed to determine targets for Zero Waste Victoria and to inform key performance indicators (KPIs) for individual strategies. Approximately half of the materials generated in Victoria currently goes to the landfill. Zero Waste Victoria proposes a reduction in this annual landfill disposal of 50% by 2040. This target reflects the opportunity for waste reduction using the current range of tools available to the City of Victoria. Further reductions are possible through supportive actions at higher levels of government and industry-led initiatives.

Focus area KPIs are included in Appendix B. These KPIs may be adjusted over time and new indicators and interim targets added during implementation of Zero Waste Victoria to ensure the City can capture legislative or market changes that arise.

Reporting on the progress of key initiatives and operational highlights will continue to be included as part of regular corporate accountability reporting. Budget and resource requirements will be incorporated into the financial planning process and informed by the short-term action plan. Detailed analysis of progress and issues will be undertaken as part of the proposed 3 – 5 year implementation planning cycles.

*Accessibility Impact Statement*

Waste management services and infrastructure have direct accessibility benefits and potential impacts. Accessibility stakeholders and people with lived experiences were engaged as part of the focus group sessions with 2 sessions dedicated to equity, inclusion, and accessibility. Equity and accessibility stakeholders will continue to be engaged in the implementation of the City's waste reduction policies, programs and services.

*2019 – 2022 Strategic Plan*

The draft Zero Waste Strategy and proposed implementation plan presented for Council's consideration in this report address three actions under the Climate Leadership and Environmental Stewardship Strategic Objective: (#1.) Develop a Zero Waste Strategy, (#11.) Introduce regulations to ban and/or restrict problematic single use items (coffee cups, take out containers, straws, etc.) while taking into consideration accessibility needs, and (#16.) Implement a robust Zero Waste Strategy.

*Impacts to Financial Plan*

In 2019, Council approved budget for two 2-year term staff positions to support development of the Zero Waste Strategy and in 2020 approved one additional continuous staff position. The proposed implementation plan can be accomplished using the staffing capacity of the solid waste engineering and planning section, noting the expiry of two positions in 2022 requiring term renewal or a change to continuous employment status.

Budget to implement Zero Waste Victoria in 2021 is proposed to be carried forward from Council's 2020 one-time commitment in addition to $95,000 proposed in the 2021 base capital budget for public realm collection infrastructure. Future operating and capital budget requirements to implement Zero Waste Victoria will be proposed through the financial planning process.

*Official Community Plan Consistency Statement*

Waste reduction is consistent with Plan Goals related to Infrastructure and Climate Change and Energy in the City of Victoria's Official Community Plan (OCP No. 12-013). Specifically, the OCP states that the City is to "support steps for Victoria to move towards a zero net solid waste community in partnership with the Capital Regional District (CRD) and the private sector" and provides the broad objective that "solid waste [is] managed as [a] closed loop system with optimal levels of recovery and re-use" across different stakeholder groups.

## CONCLUSIONS

Staff have completed the second development phase of the City's Zero Waste Strategy (Zero Waste Victoria), which included drafting of strategies, stakeholder engagement and short-term implementation planning. A target of 50% reduction in annual landfill disposal by 2040 was established based on an assessment of the impacts of robust implementation of the strategies proposed in Zero Waste Victoria. A short-term action plan is proposed to guide the City's waste reduction actions from 2021 through 2023 including new regulations banning single-use items and improved diversion of organics and recyclable and reusable materials across the community.

Respectfully submitted,

Rory Tooke
Manager, Sustainability, Assets & Support Services

Philip Bellefontaine
Director, Engineering & Public Works

**Report accepted and recommended by the City Manager**

**List of Attachments:**

Appendix A: Zero Waste Victoria
Appendix B: Strategies Reference Table
Appendix C: Engagement Summary
Appendix D: Short-Term Action Plan

## Participants in the Solid Waste Management System

| Who | Roles in Solid Waste Management |
|---|---|
| BC Ministry of Environment | • Regulates municipal solid waste management through the Environmental Management Act<br>• Establishes provincial targets for management of solid waste in B.C.<br>• Approves regional solid waste management plans<br>• Authorizes discharges to the environment through permits and operational certificates<br>• Enforces provincial regulations and the conditions set out in discharge permits and operational certificates<br>• Mandates EPR in BC through the Recycling Regulation |
| Capital Regional District | • Operates the Hartland Landfill site and the Port Renfrew transfer station<br>• Provides residential recycling services through a combination of curbside and depot collection (through a contract with Recycle BC)<br>• Prepares the regional solid waste management plan (SWMP)<br>• Works with municipalities and First Nations to implement the SWMP<br>• Regulates the operation of composting facilities through the Compost Facility Bylaw<br>• Regulates the operation of transfer stations on Salt Spring Island through the Salt Spring Island Transfer Station Bylaw<br>• Reports annual MSW disposal rate to ministry<br>• Provides education and outreach<br>• Monitors the implementation of the SWMP through the Solid Waste Advisory Committee |
| Municipalities | • May provide various curbside collection or drop-off services to residents<br>• Litter collection, streetscape sanitation and waste collection services for public spaces<br>• Provides education and outreach associated with local solid waste services<br>• Municipal waste management planning, which may include zero waste planning<br>• Liaises with the regional district with regards to solid waste services and issues<br>• Participates in the development and implementation of the SWMP<br>• May undertake local zero waste initiatives<br>• Provides land use zoning approval for a variety of solid waste and recycling facilities in their municipality |
| First Nations | • May provide curbside collection of garbage and kitchen scraps to residents<br>• Provides education and outreach associated with the local solid waste services<br>• Liaises with the regional district on items of mutual interest<br>• May participate in the development and implementation of the SWMP |
| Producer Responsibility Organizations | • Provides collection services for stewarded products<br>• Provides education/promotion to increase product recovery<br>• Provides deposit refunds to consumers (where applicable)<br>• Monitors and reports on diversion/recovery rates to the Province<br>• Participates in the development and implementation of the SWMP |
| Private sector involved in waste management (e.g., haulers, facility operators) | • Provides garbage and recycling collection services to municipalities, businesses, residents, institutions, and construction/ demolition projects<br>• May operate private facilities such as bottle depots, recycling depots, transfer stations and composting facilities<br>• May be regulated by Provincial government<br>• Liaises with waste generators (customers) to minimize contamination of waste streams<br>• Complies with CRD requirements for source separation of controlled waste<br>• Participates in the development and implementation of the SWMP |
| Waste generators (residents and businesses) | • Participates in municipal and regional solid waste management programs and services<br>• Is informed regarding source separation requirements, disposal restrictions and options to minimize waste sent to disposal |
| Non-profit organizations | • Provide recycling depot services on Salt Spring and the Southern Gulf Islands<br>• Receive reusable good for sale in thrift stores and distribution in social support programs |


Regional Waste Reduction Targets
Kg waste/capita
500
450
400
350
300
250
200
150
100
50
0
2021
2030
2040
CRD's Solid Waste Management Plan
Target - 33% reduction by 2030
CRD aspirational goal- 125 kg/capita
City of Victoria's Zero Waste Strategy- 50% reduction by 2040, normalized per capita, including population growth
CRD Solid Waste Management Plan
City of Victoria Zero Waste Strategy

Making a difference...together

**REPORT TO FINANCE COMMITTEE**
**MEETING OF WEDNESDAY, MARCH 03, 2021**

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**SUBJECT** **Capital Regional District External Grants Update**

## ISSUE SUMMARY

This report provides an update on external grants activity since December 14, 2020, through the submission deadline for this report of February 8, 2021.

## BACKGROUND

The CRD External Grants Dashboard (Appendix A) summarizes grant applications and calls in progress, awards, and the status of projects still in progress. The report summarizes activities and outcomes since the External Grants Update was presented to the Board on January 13, 2021.

## IMPLICATIONS

*Financial Implications*

### Grants / Contributions Awarded

1. Active Transportation Planning-UBCM: Active Transportation Plan for the Southern Gulf Islands, approved for $10,000.

2. Provincial Urban Deer Cost-Share Program, 2020-21: Enhanced Eco-Cultural Restoration Partnership Proposal – Fallow Deer Management on Mayne Island project, approved for $18,000.

3. One grant remains under news embargo.

### Applications Submitted

Twenty-four applications were submitted:

1. Investing in Canada Infrastructure Program – COVID-19 Resilience Infrastructure Program: Regional Galloping Goose Bridge Replacements & Repair Project, for $1M.

2. Investing in Canada Infrastructure Program – COVID-19 Resilience Infrastructure Program: JDF Willis Point Fire Department Water Supply Expansion, for $41,865.

3. Investing in Canada Infrastructure Program – COVID-19 Resilience Infrastructure Program: SSI Drake Road Trail Upgrade Project, for $90,127.

4. Investing in Canada Infrastructure Program – COVID-19 Resilience Infrastructure Program: SGI Pender Island Alice Church Multi-Modal Trail (aka “Einar’s Hill By-Pass”), for $235,778.

5. Community Emergency Preparedness Fund – Evacuation Route Planning: Capital Regional District: Southern Gulf Islands, Salt Spring Island, and Juan de Fuca Evacuation Route Planning, for $21,863.

6. Community Emergency Support Services – Emergency Support Services: CRD ESS Drills and Equipment Funds, for $25,000.

7. Canada Summer Jobs: 17 applications for 37 positions were submitted across the CRD's services, with a total grant ask of $99,508.
    a. SEAPARC, for $24,320.
    b. Regional Parks, for $3,192.
    c. IWS, for $4,964.
    d. Panorama – Tennis, for $9,728.
    e. Panorama – Aquatics, for $21,888.
    f. Panorama – Summercamp, for $3,344.
    g. Panorama – Daycamp, for $25,992.
    h. Salt Spring Island – Parks & Rec, for $6,080.

8. CleanBC Organic Infrastructure and Collection Program – Organic Processing Infrastructure: Salt Spring Island Composting Project, for $168,462.

**Core Area Wastewater Treatment Plant Project Update**

The Core Area Wastewater Treatment Plant project is partially funded by the Federal Government, the Province of BC, and the Federation of Canadian Municipalities Green Municipal Fund grant/loan program. During the months of December 2020 and January 2021, the CRD did not receive any grant payments for this project; final payments are subject to holdback until the project and reporting are complete. Cumulatively, the CRD has received $339M of the estimated revised total of $462M in grant revenues. The remaining (up to) $123M, plus the $20M loan is expected to be received in 2021 based on timing of eligible expenditures and achievement of target milestones.

*Service Delivery Implications*

**New Grant Opportunities**

Sixteen new grant calls were issued and two grant programs extended their deadlines during the reporting period. Grant Calls in Progress for which the CRD is eligible to apply are featured in Appendix A (see pages 7–9), and in the table below:

| Grant | Deadline | Information |
|---|---|---|
| Early Learning and Child Care Innovation | Extended to 07-Jan-21 | Provides funding to innovative projects for early learning and child care programs and services. |
| Connecting British Columbia Program | Five streams:<br>1. 15-Jan-21<br>2. 15-Mar-21<br>3. 15-Mar-21<br>4. Continuous | Five streams for high-speed internet projects:<br>1. Rapid Response-Universal Broadband Fund<br>2. Phase 3 Last-Mile and Transport Infrastructure<br>3. Core Universal Broadband Fund Intake<br>4. Economic Recovery Intake |

| Grant | Deadline | Information |
|---|---|---|
| | 5. Continuous | 5. Regional Connectivity Plan Funding |
| Offshore Deployment Program-Emissions Reduction Fund: Natural Resources Canada | 31-Jan-21 | Provides funding to help Canada move towards a low carbon future: for projects that help reduce Greenhouse Gas emissions. |
| Canada Summer Jobs Program | 03-Feb-21 | Provides grant funding to organizations who employ youth (ages 15-30) for summer work. |
| Clean Coast, Clean Waters Initiative Fund | 15-Feb-21 | Provides funding for BC coastal communities to clean-up marine shorelines and remove derelict vessels. |
| Environmental Damages Fund | 24-Feb-21 | Provides funding through fines to projects for restoration, environmental quality improvement, research/development, and education/awareness. |
| Habitat Stewardship Program for Species at Risk | 02-Mar-21 | Provides funding for habitat projects for species at risk. |
| Sectoral Initiatives Program-Employment and Social Development Canada | 04-Mar-21 | Provides support for COVID-19 economic recovery projects that address sector-based workforce challenges/workforce needs. |
| Poverty Reduction Planning & Action Program-UBCM | 05-Mar-21 | The program is part of the Province's Poverty Reduction Strategy to support activities that will reduce poverty at a local level in BC |
| Universal Broadband Stream-Universal Broadband Fund | Extended to 15-Mar-21 | Provides funding for broadband infrastructure projects in rural and remote areas. |
| FireSmart Economic Recovery Fund – Community Resiliency Investment Program: UBCM | 19-Mar-21 | Provides funding for job creation projects that build wildfire resiliency and aid in economic recovery from COVID-19. |
| CleanBC Go Electric Public Charger Program | March 30-21 (or until funding is allocated) | Provides funding (rebates) for public Direct Current Fast Chargers. |
| CleanBC Go Electric Fleets Program | 01-Mar-23 | Provides funding (rebates) to public and private light-duty fleets for transition to zero-emission vehicles. |
| Municipal Asset Management Program-Federation of Canadian Municipalities | Until funding is allocated | Second intake to fund asset management related activities. |

**Forthcoming Funding Initiatives**

1. CleanBC Industry Fund, three streams, forthcoming early 2021.
    a) Emissions performance RFP
    b) Innovation Accelerator RFP
    c) Project Feasibility Studies RFP

2. Island Health Community Wellness Granting Program 2021/22 intake, forthcoming spring 2021.

## CONCLUSION

The CRD recognizes grants are a supplementary funding source to address the needs of services provided to the region. The External Grants Update outlines how the CRD continues to integrate and consider these grant opportunities relative to service needs, as well as informing local partners of these opportunities through the grants dashboard. The CRD will continue to provide a summary of activities and outcomes in the External Grants Update on a monthly basis.

## RECOMMENDATION

The Finance Committee recommends to the Capital Regional District Board:
That the Capital Regional District External Grants Update be received for information.

| | |
|---|---|
| Submitted by: | Lia Xu, MSc., CPA, CGA, Finance Manager, Local Services |
| Concurrence: | Nelson Chan, MBA, FCPA, FCMA, Chief Financial Officer |
| Concurrence: | Robert Lapham, MCIP, RPP, Chief Administrative Officer |

## ATTACHMENT(S)

Appendix A: External Grants Dashboard

# Grants Administration Dashboard  Externally Sourced Grant Funding

STATUS LEGEND: Intent to apply | Work in Progress ( =delay) | ☑ Application Done - Outcome pending | Project Done ( =payment pending) | ☒ Application Declined | Links to information

GRANT APPLICATIONS IN PROGRESS

| Grant Program Links | Application Deadline | Project | Status | Board Resolution | Comments | Grant Ask | % of Total Project (Eligible & Ineligible Costs) |
|---|---|---|---|---|---|---|---|
| Disaster Mitigation and Adaptation Program | 17-Jul-20 | Construction of Regional and Sub-Regional Seismically Resilient Water Supply | ☑ | N/A | IWS - Infrastructure Operations is the lead | $ 36,900,000 | 42% |
| CleanBC - BC Hydro Commercial Custom Program | N/A | Panorama Energy Recovery Project | ☑ | N/A | PES - Panorama is the lead | $ 200,000 | 7% |
| Swim to Survive - Lifesaving Society | 07-Jun-19 | Swim to Survive Day Community Grant for SEAPARC | ☑ | N/A | PES - SEAPARC is the lead | TBD | TBD |
| Canada Nature Fund | 15-Aug-18 | Acquisition of land for preservation/park use | ☑ | N/A | EOI submitted; details remain undisclosed | TBA | TBA |
| Jumpstart Community Development Program | 01-Feb-20 | Swim Program for Indigenous Children and Youth | ☑ | N/A | PES - Panorama is the lead. Postponed due to COVID-19. | $ 2,692 | TBC |
| Island Health Community Wellness Grant | 26-Feb-20 | Lifeguard Academy for Indigenous Youth | ☑ | N/A | PES - Panorama is the lead. Postponed due to COVID-19. | $ 13,264 | TBC |
| Investing in Canada Infrastructure Program – Green Infrastructure – Environmental Quality Program | 26-Feb-20 | Juan de Fuca Water Distribution Service for Anderson Cove | ☑ | 12-Feb-20 | IWS - Infrastructure Operations is the lead | $ 1,460,000 | 71% |
| Investing in Canada Infrastructure Program – Green Infrastructure – Environmental Quality Program | 26-Feb-20 | Magic Lake Estates Wastewater System Renewal | ☑ | 12-Feb-20 | IWS - Infrastructure Operations is the lead | $ 5,390,000 | 44% |
| Connecting British Columbia (Network BC and Northern Development Initiative Trust) | 15-Feb-20 | TELUS applied to extend fibre optic connectivity in JDF | ☑ | 12-Feb-20 | TELUS-CRD provided a letter of support/resolution | TBC | TBC |
| Broadband Fund-Canadian Radio Television and Telecommunications Commission | 30-Apr-20 | TELUS applied to extend fibre optic connectivity in JDF | ☑ | 12-Feb-20 | TELUS-CRD provided a letter of support/resolution | TBC | TBC |
| Municipal Asset Management Program-FCM | Continuous | Asset Life-Cycle Assessment Policy and Procedures | ☑ | Required | Asset Management is the lead | $ 50,000.00 | 80% |
| Investing in Canada Infrastructure Program-Community, Culture, and Recreation Stream | 01-Oct-20 | Elk/Beaver Lake Oxygenation System | ☑ | 9-Sep-20 | Regional Parks is the lead | $ 700,000.00 | 42% |
| Investing in Canada Infrastructure Program-Community, Culture, and Recreation Stream | 01-Oct-20 | Fernwood Elementary School Athletic Field Upgrades | ☑ | 9-Sep-20 | SSI Administration is the lead | $ 646,587.00 | 73% |
| Investing in Canada Infrastructure Program-Rural and Northern Communities Stream | 22-Oct-20 | Maliview Wastewater Treatment Plant Upgrade | ☑ | 9-Sep-20 | SSI Administration is the lead | $ 1,989,000.00 | 88.47% |
| Investing in Canada Infrastructure Program-Rural and Northern Communities Stream | 22-Oct-20 | Lyall Harbour Boot Cove Water Service Improvements Project | ☑ | 9-Sep-20 | IWS is the lead | $ 1,110,600.00 | 95.69% |
| Investing in Canada Infrastructure Program-Rural and Northern Communities Stream | 22-Oct-20 | Port Renfrew Water Supply Line Replacement Project | ☑ | 14-Oct-20 | IWS is the lead | $ 1,573,918.00 | 96.92% |
| Investing in Canada Infrastructure Program-CleanBC Communities Fund | 12-Nov-20 | Panorama Recreation Energy Recovery project | ☑ | 14-Oct-20 | PES - Panorama is the lead | $ 1,972,430.00 | 70% |
| Active Transportation Planning Program | 30-Oct-20 | Active Transportation Plan for the Southern Gulf Islands | ☑ | 14-Oct-20 | SGI Administration is the lead. Approved for $10,000. | $ 10,000.00 | 35% |

# Grants Administration Dashboard  Externally Sourced Grant Funding

STATUS LEGEND: Intent to apply | Work in Progress ( =delay) | Application Done - Outcome pending | Project Done ( =payment pending) | Application Declined | Links to information

GRANTS APPLICATIONS IN PROGRESS

| | | | | | | | |
|---|---|---|---|---|---|---|---|
| New Horizons for Seniors Program | 20-Oct-20 | Community Garden Improvements at Greenglade Community Centre | ☑ | N/A | PES - Panorama is the lead | $ 25,000.00 | 100% |
| Building BC - Community Housing Fund | 04-Sep-20 | 2780 Spencer Rd project in partnership with the Capital Regional Housing Corporation. | ☑ | N/A | Regional Housing is the lead. Approved to move forward in process-funding subject to BC Housing approval | TBC | TBC |
| Community Economic Recovery Infrastructure Program-Unique Heritage Infrastructure Stream | 29-Oct-20 | Goldstream Powerhouse Roof ($76,360) & Emma and Felix Jack Park Cultural Heritage Project ($15,700) | ☑ | N/A | Regional Water Supply Service and Mayne Island Parks and Recreation Commission | $ 92,060.00 | 99.14% |
| Community Economic Recovery Infrastructure Program-Community Economic Resilience Stream | 29-Oct-20 | Revitalization of Greenglade Community Centre Outdoor Space | ☑ | N/A | PES - Panorama is the lead | $ 329,520.00 | 95.65% |
| Community Energy Financing - FCM | 30-Oct-20 | Capital Regional Residential Energy Retrofit Program | ☑ | 14-Oct-20 | PES - Environmetal Protection - Climate Action is the lead | $ 175,000.00 | 54.69% |
| Rapid Housing Initiative-Major Cities Stream Immediate Support-Canada Mortgage and Housing Corporation | N/A | Permanent Affordable Housing under Rapid Housing Initiative | ➲ | N/A | Regional Housing is the lead. Allocation of $13,056,502 | N/A | N/A |
| COVID-19 Safe Restart Grants for Local Governments | N/A | Funding for local operations impacted by COVID-19 | ➲ | N/A | Alllocation based on per capita. Allocation of $1,421,000. | N/A | N/A |
| Provincial Urban Deer Cost-Share Program | 16-Oct-20 | Enhanced Eco-Cultural Restoration Partnership Proposal – Fallow Deer Management on Mayne Island | ☑ | Required | SGI Administration is the lead. Approved for $18,000. | $ 18,000.00 | 41.86% |
| Investing in Canada Infrastructure Program-COVID-19 Resilience Infrastructure Stream | 27-Jan-21 | Regional Galloping Goose Bridge Replacements & Repair Project | ☑ | Required | Regional Parks is the lead | $ 1,000,000.00 | 88.89% |
| Investing in Canada Infrastructure Program-COVID-19 Resilience Infrastructure Stream | 27-Jan-21 | JDF Willis Point Fire Department Water Supply Expansion | ☑ | Required | JDF EA Planning and Willis Point Fire Protection and Recreation Commission | $ 41,865.00 | 100.00% |
| Investing in Canada Infrastructure Program-COVID-19 Resilience Infrastructure Stream | 27-Jan-21 | SSI Drake Road Trail Upgrade Project | ☑ | Required | SSI Administration is the lead | $ 90,127.00 | 81.93% |
| Investing in Canada Infrastructure Program-COVID-19 Resilience Infrastructure Stream | 27-Jan-21 | SGI Pender Island Alice Church Multi-Modal Trail | ☑ | Required | SGI Administration and Pender Island Parks and Recreation Commission. | $ 235,778.00 | 90.36% |
| Community Emergency Preparedness Fund – Evacuation Route Planning | 06-Nov-20 | Capital Regional District: Southern Gulf Islands, Salt Spring Island, and Juan de Fuca Evacuation Route Planning | ☑ | Required | Protective Services | $ 21,863.00 | 100.00% |
| Community Emergency Support Services – Emergency Support Services | 29-Jan-21 | CRD ESS Drills and Equipment Funds | ☑ | Required | Protective Services | $ 25,000.00 | 100.00% |
| CleanBC Organic Infrastructure and Collection Program – Organic Processing Infrastructure | 04-Feb-21 | Salt Spring Island Composting Project | ☑ | Required | Environmental Resource Management - Partnership project TBC | $ 168,462.00 | 44.44% |
| Canada Summer Jobs | 03-Feb-21 | SEAPARC 1 ($24,320), Regional Parks ($3,192), IWS ($4,964), Panorama – Tennis ($9,728), Panorama – Aquatics ($21,888), Panorama – Summercamp ($3,344). Panorama – Daycamp ($25,992), and SSI – Parks & Rec ($6,080). | ☑ | N/A | Human Resources is the lead | $ 99,508.00 | TBC |
| | | | | | TOTAL GRANT ASKS IN PROGRESS (EXCLUDING CORE AREA LIQUID WASTE MANAGEMENT) | $ 92,506,654 | |

# Grants Administration Dashboard  Externally Sourced Grant Funding

STATUS LEGEND: Intent to apply | Work in Progress ( =delay) | Application Done - Outcome pending | Project Done ( =payment pending) | Application Declined | Links to information

## CORE AREA LIQUID WASTE MANAGEMENT - GRANT FUNDING STATUS

| | Grant Program Links | Contribution Terms and Purpose | Status | Board Resolution | Comments | Grant Award Maximum | Redeemed to Date |
|---|---|---|---|---|---|---|---|
| CORE AREA GRANTS | Infrastructure Canada - 3P Funding Agreement (Federal funding) | Lesser of 25% of eligible costs or $83.4M for a bio-solids energy centre treatment facility for wastewater sludge. | | | | $ 41,000,000 | $ - |
| | Infrastructure Canada - Building Canada Fund (Federal funding) | Up to 50% of eligible costs to a maximum of $120M for construction of the McLoughlin Point Wastewater Treatment Plant, marine outfall pipe, and completion of the Victoria Harbour crossing. | | | Funding agreements executed. Construction to start in April 2017 as per March 16, 2017 joint media release (Canada, BC, CRD) | $ 120,000,000 | $ 108,000,001 |
| | Infrastructure Canada - Green Infrastructure Fund (Federal funding | Up to 50% of eligible costs to a maximum of $50 M to upgrade Clover Point and Macaulay Point pump stations, implement attenuation tanks, and upgrade existing pump stations and piping systems. | | | | $ 50,000,000 | $ 45,000,001 |
| | Provincial Funding | The lesser of 1/3 total cost (excluding land acquisition cost) or $248M for construction of the wastewater treatment plant, the energy centre for sludge treatment, and conveyance system upgrades - all serving the Core Area. | | 08-Mar-17 | CRD Board approved execution of the Provincial Agreement | $ 248,000,000 | $ 186,000,000 |
| | FCM - Green Municipal Fund - Water Capital Projects | Approved for a $3M grant in combination with a $20M loan. | | | | $ 3,000,000 | $ - |
| | TOTALS | | | | | $ 462,000,000 | $ 339,000,002 |

# Grants Administration Dashboard  Externally Sourced Grant Funding

STATUS LEGEND: Intent to apply | Work in Progress ( =delay) | Application Done - Outcome pending | Project Done ( =payment pending) | Application Declined | Links to information

| | Grant Program Links | Dept. | Project Deadline | Project | Status | Lead | Project Cost (Estimate) | Grant Award |
|---|---|---|---|---|---|---|---|---|
| PROJECTS IN PROGRES | Bike BC Cycling Infrastructure Program | PES | 30-Jun-21 | E&N Rail Trail Phase 3: Atkins Ave. to Savory School | | PES: Infrastructure Engineering and Facility Management | $ 4,157,536 | $ 1,000,000 |
| | Building BC - Community Housing Fund | PPS | 2023 | Caledonia Housing Project | | CRD Housing is the lead. Application is also seeking mortgage subsidy of $666,500 per year. Supported by CRHC resolution 24-Jul-2018. | $ 50,225,725 | $ 15,500,000 |
| | Clean Water Wastewater Fund | IWS | 31-Mar-18 | Port Renfrew Water Main Replacement Project | | IWS - Infrastructure Engineering | $ 628,634 | $ 488,103 |
| | UBCM Community to Community Forum | CS | 31-Mar-19 | WSANEC Leadership Committee | | First Nations Relations-project not completed. | $ 5,750 | $ 2,760 |
| | UBCM Community to Community Forum | CS | 31-Mar-19 | CAO - Band Administrators Forum | | First Nations Relations-project not completed. | $ 2,167 | $ 520 |
| | Strategic Wildfire Prevention Initiative - FireSmart | PPS | 31-May-19 | Saturna - FireSmart Planning & Activities Grant | | Protective Services | $ 10,000 | $ 10,000 |
| | Climate Action Revenue Incentive Program (CARIP) | PES | 01-Jun-20 | Conditional grant report | | PES - Climate Action | $ 69,928 | $ 69,928 |
| | Island Pathways (SSI) grant from SSI Foundation | PES | 31-Dec-19 | Development of the Booth to Baker Pathway | | SSI Administration. Island Pathways obtained this grant from SSI Foundation to support CRD's work. Total cost to be confirmed. | $ 140,000 | $ 100,000 |
| | Investment in Housing Innovation | PPS | 31-May-20 | 3816 Carey Road Affordable Housing Project | | Regional Housing | $ 15,249,662 | $ 7,156,662 |
| | BC Hydro - Business Energy Saving Incentives Program | PES | 31-Mar-20 | Panorama LED lighting upgrade | | PES - Panorama is the Lead | $ 60,000 | $ 21,600 |
| | Community Emergency Preparedness Fund | PPS | 27-Mar-20 | Evaculation Route Planning for Electoral Areas | | Protective Services | $ 25,000 | $ 25,000 |
| | FCM Green Municipal Fund - Brownfield Renewal | WWTP | 31-Mar-20 | McLoughlin Point: Delineation of Groundwater, Bedrock and Soil Contamination | | Core Area WWTP | $ 379,200 | $ 175,000 |
| | FCM Green Municipal Fund - Brownfield Renewal | WWTP | 31-Mar-20 | McLoughlin Point: Remediation and Risk Assessment | | Core Area WWTP | $ 343,800 | $ 171,200 |
| | Infrastructure Planning Grant (2017) | PES | 31-Mar-20 | Bowker Creek Daylighting Feasibility Study | | Stormwater-Harbours & Watershed: 10k each for CRD, Oak Bay, Saanich, Victoria) | $ 80,000 | $ 40,000 |

# Grants Administration Dashboard  Externally Sourced Grant Funding

STATUS LEGEND: Intent to apply | Work in Progress ( =delay) | Application Done - Outcome pending | Project Done ( =payment pending) | Application Declined | Links to information

**PROJECTS IN PROGRESS (con't)**

| | | | | | | | |
|---|---|---|---|---|---|---|---|
| Victoria Foundation Community Grants | PPS | 1-Apr-20 | Connect & Prepare- Housing Tenant Support | PPS - Regional Housing is the Lead | $ 167,669 | $ | 20,000 |
| Community Resiliency Investment | PPS | 30-Apr-20 | FireSmart training in the Electoral Areas: Saturna, Pender, Juan de Fuca, SSI FireSmart Cross-Training | Protective Services | $ 100,000 | $ | 100,000 |
| UBCM Federal Gas Tax - Strategic Priorities Fund | PES | 30-Jun-20 | SEAPARC Leisure Complex Expansion | SEAPARC | $ 3,410,406 | $ | 1,240,000 |
| FCM Green Municipal Fund - Pilot Project | F&T | 31-Oct-21 | Zero Emissions Fleet Initiative | Risk Management - Climate Action | $ 1,087,000 | $ | 350,000 |
| BC Rural Dividend | PES | 22-Mar-21 | Engineering Design for SGI Regional Trails | Regional Parks | $ 200,000 | $ | 100,000 |
| BC Rural Dividend | SSI | 22-Mar-21 | Shared Service Business Model | SSI Administration | $ 100,000 | $ | 90,750 |
| Invasive Plant Management | PES | 31-Mar-21 | Invasive Plant Management Project | Environmental Protection Division | $ 32,000 | $ | 32,000 |
| Infrastructure Planning Grant | SSI | 31-Mar-21 | North Salt Spring Waterworks Infrastructure Assessment | SSI Administration | $ 10,000 | $ | 10,000 |
| Child Care Space Creation Program | SSI | 15-Apr-21 | SSI PARC Licensed Preschool Child Care Space | SSI Administration | $ 296,460 | $ | 214,600 |
| Affordable Rental Innovation - CMHC | PPS | 31-Dec-21 | Regional Housing First Program | Regional Housing: Partners include CRD, BC Housing, CMHC at $40M each. | $ 120,000,000 | $ | 120,000,000 |
| Reaching Home-Designated Communities | PPS | 31-Mar-24 | For community homelessness service projects | PPS: Regional Housing | $ 4,772,699 | $ | 4,772,699 |
| Reaching Home-Indigenous Homelessness | PPS | 31-Mar-21 | For community homelessness service projects | PPS: Regional Housing | TBC | $ | 674,512 |
| Reaching Home-COVID-19 Response | PPS | 31-Mar-21 | For community homelessness service projects | PPS: Regional Housing | TBC | $ | 3,231,049 |
| Island Health Community Wellness | PPS | 1-Mar-20 | Monitoring the Determinants of Health and Wellness in the Capital Regional | Community Social Planning Council | $ 50,000 | $ | 50,000 |
| BC Hydro Sustainable Communities Program | PES | 30-Sep-21 | BC Hydro Community Energy Manager staff support | PES - Environmental Protection - Climate Action is the lead | TBC | $ | 100,000 |
| City of Victoria Housing Reserve Fund | PPS | 2023 | Michigan Housing Project | PPS-Regional Housing-CRHC | $ 1,395,000 | $ | 1,020,000 |
| Rick Hansen Foundation BC Accessibility Grants | PES | 30-Sep-20 | Panorama Accessibility Improvements | PES - Panorama is the Lead | TBC | $ | 20,000 |
| Provincial Urban Deer Cost - Sharing Program | SGI | 2020 | Program to reduce fallow deer populations on Mayne Island | SGI Administration | TBC | TBC | |
| Pacific Institute for Climate Solutions Internship Program | PES | 31-Dec-20 | Climate action student intern | PES - Environmental Protection - Climate Action is the lead | TBC | $ | 12,000 |

# Grants Administration Dashboard  Externally Sourced Grant Funding

STATUS LEGEND: Intent to apply | Work in Progress ( =delay) | Application Done - Outcome pending | Project Done ( =payment pending) | Application Declined | Links to information

| | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| PROJECTS IN PROGRESS (con't) | UBCM-Community Emergency Preparedness Fund-Volunteer & Composite Fire Departments Equipment & Training | PPS | TBD | Joint CRD Volunteer Fire Department Equiptment and Training Project | | PPS | $ | 128,372 | $ 117,966 |
| | UBCM-Community Resiliency Investment Program-FireSmart Community Funding & Supports | PPS | TBD | CRD Firesmart Project 2020 | | Parks and PPS | $ | 50,900 | $ 49,900 |
| | Community to Community Forum | PES | 31-Mar-20 | Watershed Management Engagement: Elk/ Beaver Lake | | PES-Environmental Protection | | TBC | $ 4,125 |
| | UBCM Housing Needs Reports Program Grant | PPS | 2021 | Regional Housing Needs Report-Capital Region | | CRD Development and Planning Advisory Committee | $ | 150,000 | $ 150,000 |
| | Community Child Care Space Creation Program | SSI | TBD | Multipurpose room for licensed child care and recreation programs | | SSI Administration | | TBC | $ 832,725 |
| | Community Emergency Preparedness Fund - Emergency Support Services | PPS | 2021 | Electoral Area Equipment and Training for Emergency Support Services Modernization | | Protective Services | | TBC | $ 24,983 |
| | BC Rural Dividend - Rural Community Development Grants | SGI | TBD | SGI Broadband Connectivity - Planning Project | | SGI Administration | | TBC | $ 50,000 |
| | BC Active Transportation Infrastructure Grants Program: Active Transportation Network Planning Grant and Active Transportation Infrastructure Grant | SSI | Mar-21 | Lower Ganges Road Pathways Phase 2: Booth Canal to Baker Road | | SSI Administration | $ | 700,000 | $ 490,000 |
| | Investing in Canada - Community, Culture, Recreation | PES | TBD | Mayne Island Regional Trail - Phase One Development | | PES - Regional Parks is the lead | | TBC | $ 2,778,393 |
| | 2020 Emergency Operations Centres and Training Program-Community Emergency Preparedness Fund | PPS | 2021 | Electoral Areas (JDF, SSI, SGI) EOC Supplies Procurement Project | | Protective Services | $ | 25,000 | $ 25,000 |
| | BC Hydro Sustainable Communities Implementation Fund | PES | | Capital Region Electric Vehicle Infrastructure Road | | PES - Environmental Protection - Climate Action | $ | 71,500 | $ 36,000 |
| **GRANTS AWARDED as of FEBRUARY 8, 2021** | | | | | | | **$** | **218,911,305** | **$ 171,051,024** |

# Grants Administration Dashboard  Externally Sourced Grant Funding

STATUS LEGEND: Intent to apply  Work in Progress ( =delay)  Application Done - Outcome pending  Project Done ( =payment pending)  Application Declined  Links to information

GRANT CALLS IN PROGRESS

| Grant Program Links | Launch Date | Application Deadline | Resolution Needed | Departments Alerted | Status |
|---|---|---|---|---|---|
| Community Gaming Grant | Ongoing | | | | |
| Human and Social Programs | | 30-Nov-20 | Not applicable; CRD's role can be to support a not-for-profit in pursuing these grants. | All | Grant alert sent. Featured in CRD Grants Weekly 2019-06-24 |
| Green Municipal Fund - Plans, Feasibility Studies, Pilot Projects Capital Projects | Ongoing | Ongoing | Depends on $ value | Standing Item | |
| Address Improvement Grant | Ongoing | Ongoing | Not Specified | IT | Grant alert sent. Featured in CRD Grants Weekly 2019-07-12 |
| BC Hydro Sustainable Communities Program | Ongoing | Ongoing | N/A | Standing Item | |
| Efficiency BC - Online hub of energy efficiency initiatives | Ongoing | Ongoing | N/A | Standing Item | |
| Federal Gas Tax - Community Works Fund Update | Ongoing | Ongoing | N/A | Standing Item | Comprehensive CRD process in place for assignment of funds to Electoral Area Projects. Featured in CRD Grants Weekly 2019-04-05 |
| Ship-source Oil Pollution Fund | Ongoing | Ongoing | TBD | Standing Item | Grant alert sent; featured in CRD Grants Weekly 2019-05-03 |
| Ecological Gifts Program | N/A | Ongoing | Not Specified | All | Grant alert sent |
| Family Violence Initiative | N/A | Ongoing | Not Specified | All | Grant alert sent |
| Multi-sectoral Partnerships to Promote Healthy living and Prevent Chronic Disease – Canada's Tobacco Strategy | N/A | Ongoing | Not Specified | All | Grant alert sent |
| Federal Lands Initiative | N/A | Ongoing | Not Specified | All | Grant alert sent |
| National Housing Co-Investment Fund (New Construction, Housing Repair and Renewal, and Rental Construction Financing) | N/A | Ongoing | Not Specified | All | Grant alert sent |
| Sustainable Affordable Housing-Green Municipal Fund-FCM | N/A | Continuous | Required | All | Grant alert sent |

# Grants Administration Dashboard  Externally Sourced Grant Funding

STATUS LEGEND: Intent to apply | Work in Progress ( =delay) | Application Done - Outcome pending | Project Done ( =payment pending) | Application Declined | Links to information

| | | | | | | |
|---|---|---|---|---|---|---|
| GRANT CALLS IN PROGRESS | Green Infrastructure Phase II, Energy Efficient Buildings Program | 17-Nov-20 | 22-Dec-20 | Not Specified | All | Grant alert sent |
| | Rapid Housing Initiative | N/A | 31-Dec-20 | Not Specified | All | Grant alert sent |
| | Local Food Infrastructure Fund | N/A | 03-Jan-21 | Required | All | Grant alert sent |
| | National Disaster Mitigation Program | 09-Dec-20 | 07-Jan-21 | Not Specified | All | Grant alert sent |
| | Early Learning and Child Care Innovation | 29-Oct-20 | 07-Jan-21 | Not Required | All | Grant alert sent |
| | Investing in Canada Infrastructure Program-Adaptation, Resilience & Disaster Mitigation | 01-Dec-20 | 11-Jan-20 | Required | All | Grant alert sent |
| | Documentary Heritage Communities Program | N/A | 12-Jan-21 | Not Specified | All | Grant alert sent |
| | CleanBC Organic Infrastructure and Collection Program-Residential Curbside Collection Stream | 21-Oct-20 | 12-Jan-21 | Required | All | Grant alert sent |
| | Infrastructure Planning Grant Program | 25-Jun-20 | 13-Jan-21 | Required | All | Grant alert sent |
| | CleanBC Organic Infrastructure and Collection Program-Organic Processing Infrastructure Stream | 21-Oct-20 | 14-Jan-21 | Required | All | Grant alert sent |
| | Connecting British Columbia Program - Multiple Programs | N/A | 15-Jan-21 | Not Specified | Alll | Grant alert sent |
| | Rapid Response Stream-Universal Broadband Fund | 09-Nov-20 | 15-Jan-21 | May be required | All | Grant alert sent |
| | Municipal Asset Management Program - FCM | N/A | Continuous | Required | All | Grant alert sent |

# Grants Administration Dashboard  Externally Sourced Grant Funding

STATUS LEGEND: Intent to apply | Work in Progress ( =delay) | Application Done - Outcome pending | Project Done ( =payment pending) | Application Declined | Links to information

**GRANT CALLS IN PROGRESS**

| | | | | | |
|---|---|---|---|---|---|
| Housing Supply Challenge: Data Driven | 23-Oct-20 | 20-Jan-21 | Not Specified | All | Grant alert sent |
| Young Canada Works in Heritage Organizations | N/A | 22-Jan-21 | Not Specified | All | Grant alert sent |
| Preventing and Addressing Family Violence | N/A | 27-Jan-21 | Not Specified | All | Grant alert sent |
| Investing in Canada Infrastructure Program-COVID-19 Resilience Infrastructure Stream | 01-Dec-20 | 27-Jan-21 | Required | All | Grant alert sent |
| Community Emergency Prepardness Fund - Emergency Support Services | N/A | 29-Jan-21 | Required | All | Grant alert sent |
| ERF-Offshore Deployment Program | 09-Nov-20 | 31-Jan-21 | Not Specified | All | Grant alert sent |
| Canada Summer Jobs | N/A | 03-Feb-21 | Not Required | All | Grant alert sent |
| Young Canada Works in Both Official Languages | N/A | 03-Feb-21 | Not Specified | All | Grant alert sent |
| Universal Broadband Fund | 09-Nov-20 | 15-Feb-21 | May be required | All | Grant alert sent |
| Clean Coast, Clean Waters Initiative Fund | N/A | 15-Feb-21 | Not Specified | All | Grant alert sent |
| Environmental Damages Fund | 19-Jan-21 | 24-Feb-21 | Not Specified | All | Grant alert sent |
| Community Emergency Preparedness Fund: Flood Risk Assessment, Flood Mapping & Flood Mitigation Planning-UBCM | N/A | 26-Feb-21 | Required | All | Grant alert sent |
| Habitat Stewardship Program for Species at Risk | 19-Jan-21 | 02-Mar-21 | Not Specified | All | Grant alert sent |
| Sectoral Initiatives Program | 22-Jan-21 | 04-Mar-21 | Not Specified | All | Grant alert sent |
| Poverty Reduction Planning & Action Program-UBCM | 16-Dec-20 | 05-Mar-20 | Not Required | All | Grant alert sent |
| FireSmart Economic Recovery Fund-UBCM | N/A | 19-Mar-21 | Required | All | Grant alert sent |
| Community Emergency Preparedness Fund: Emergency Operations Centres & Training | N/A | 26-Mar-21 | Required | All | Grant alert sent |
| Go Electric Public Charger Program- CleanBC | N/A | 31-Mar-21 | Not Specified | All | Grant alert sent |
| Municipal Natural Assets Initiative-Expressions of Interest | 08-Oct-19 | TBD | Not Specified | All | Grant alert sent |
| CleanBC Go Electric Fleets Program | N/A | 31-Mar-23 | Not Specified | All | Grant alert sent |

# Grants Administration Dashboard  Externally Sourced Grant Funding

STATUS LEGEND: Intent to apply  Work in Progress ( =delay)  Application Done - Outcome pending  Project Done ( =payment pending)  Application Declined  Links to information

| | Funding Sources / Plans | Description | Possible Timing | Links |
|---|---|---|---|---|
| FUNDING INITIATIVES: ONGOING SCAN | UBCM Funding and Resource updates 2021 | List of Local Government Programs and Services | | |
| | GRANTS FORECAST | See website links (*if available*) in the right-most column for program information available to date. Note that typically, infrastructure grants will require SHOVEL READY projects (e.g: Asset plan is current; design drawings and environmental assessments are complete; matching funding - usually 50%- is assigned.) | | UBCM Grants: Age-Friendly Communities, anticipated 2021<br>Community Energy Leadership Program (CELP) 2019 launched; Next round unknown<br>BC'S Restart Plan<br>BC's Active Transportation infrastructure Grants Program 2021/22 Intake, forthcoming<br>CleanBC Industry Fund, anticipated early 2021<br>Island Health Community Wellness Granting Program 2021/22 intake, anticipated 2021 |

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**REPORT TO THE FINANCE COMMITTEE**
**MEETING OF WEDNESDAY, MARCH 03, 2021**

---

**SUBJECT** **Capital Regional District Investment Portfolio Holdings and Annual Performance Update**

## ISSUE SUMMARY

Provide an update on Capital Regional District (CRD) investment holdings and performance for the period ended December 31, 2020.

## BACKGROUND

The CRD invests operating, capital, and reserve funds in accordance with the *Local Government Act*, *Community Charter*, and Board approved Investment Policy. The Investment Policy applies to the investment activities for all funds maintained by the CRD and the Capital Regional Hospital District (CRHD). The types and terms of investments purchased are evaluated on four fundamental objectives: safety of principal, liquidity, responsible investing, and return on investment in alignment with the policy.

The policy also provides minimum ratings of investment vehicles which can be purchased. Currently, investments in chartered banks or savings institutions must be a risk rating of R-1 (low) or higher for short-term investment and A- for long-term. Both ratings indicate a superior credit rating on all investments.

Investments are continuously monitored to ensure the appropriate strategy through known economic and financial conditions. The CRD invests net working capital, operating reserves and capital reserves in a mix of vehicles including high-interest savings accounts (HISA), fixed term guaranteed investment certificates (GICs) and Municipal Finance Authority (MFA) investment funds. The placement or divestiture of investments are timed with the forecasted need.

Investments through 2020 have been made in alignment with Investment Policy. Although economic and market conditions were challenging, performance exceeded expectations for the year ended December 31, 2020, as described in the report.

## IMPLICATIONS

*Financial Implications*

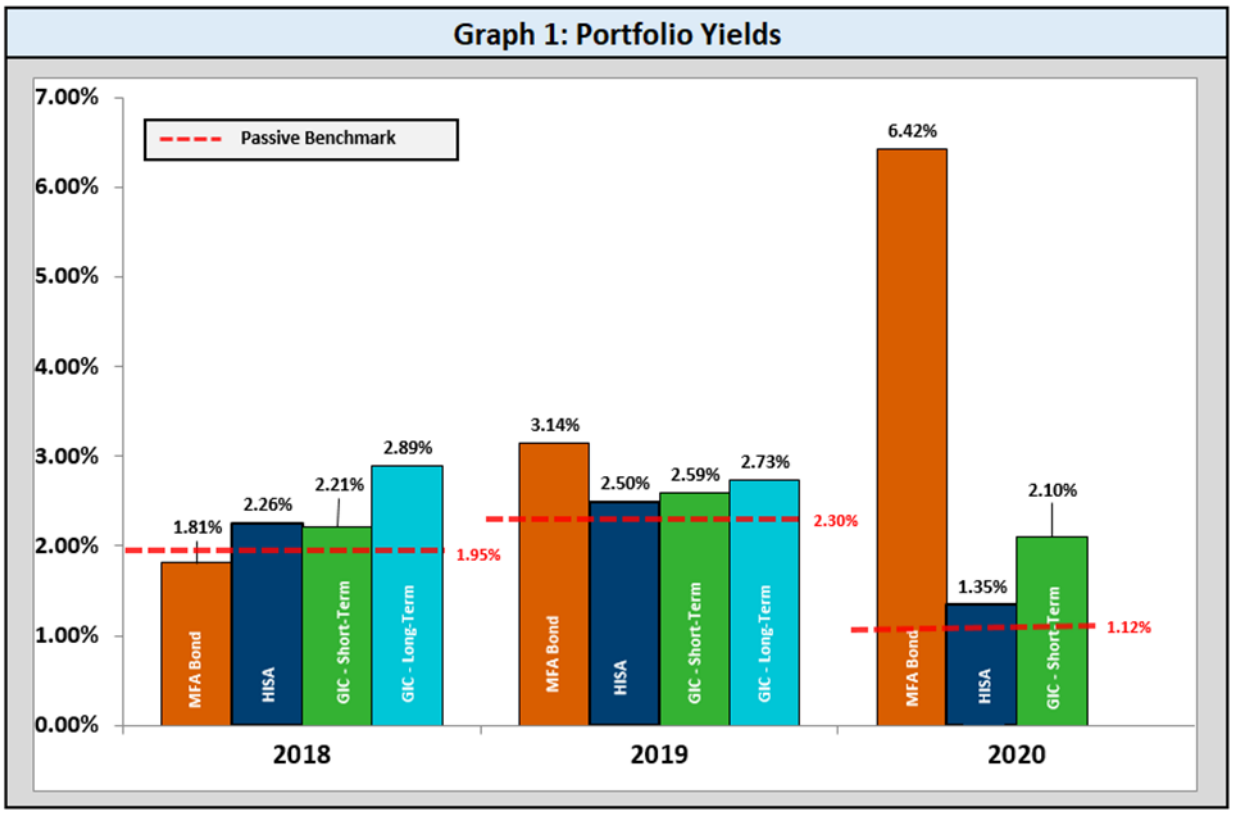
**Performance**
While Bank of Canada interest rates declined in 2020, higher cash reserves and active investment management drove higher income year over year. Liquidity requirements remained a key driver in the investment strategy through 2020, with major capital projects such as the Core Area Wastewater Treatment Project proceeding against a backdrop of collection uncertainty through COVID-19.

In 2020, capital projects drove higher cash outflows, with average monthly disbursements of approximately $20 million. An active investment strategy became increasingly important, driven

by rate environment fluctuations and maturing cash flow management. This approach increases investment activity but helps to manage liquidity and interest rate risk.

Historically, the investment strategy was driven by cash flow and alignment of investments maturing, often referred to as an investment ladder. The ladder approach, however, does not always result in optimum return of investments. Through the prioritizing of liquidity, rates are evaluated as a secondary measure within each maturity term.

To take advantage of rate premiums on short-term investments, cash was placed in facilities yielding optimum return while still meeting liquidity targets. Graph 1 below provides a detailed report on portfolio yields for 2020:




During 2020, short-term GIC investments returned 2.10% and short-term HISA returns returned 1.35%. The MFA Bond Fund posted a strong gain of 6.42% in 2020 due to the inverse relationship with falling prime interest rates. The passive benchmark represents a theoretical return experienced from a liquid hold strategy with no active management. Passive rates over the past 3 years were 1.95%, 2.30% and 1.12% respectively.

Table 1 below shows the three-year trend on investment income. Realized income is distributed annually on a pro-rata basis to CRD services based on reserve balances and monies held in trust where applicable.

**Table 1: Investment Income 3-Year Trend ($ Millions)**

| | 2018 | | 2019 | | 2020 | |
|---|---|---|---|---|---|---|
| Passive Income | 1.9% | $2.4M | 2.3% | $4.1M | 1.1% | $2.7M |
| Unrealized gain (loss) | (0.0%) | ($0.3M) | 0.1% | $0.2M | 0.5% | $1.7M |
| Value-Add | 0.2% | $1.5M | 0.3% | $1.3M | 0.8% | $2.5M |
| **Total** | **2.1%** | **$3.6M** | **2.7%** | **$5.6M** | **2.4%** | **$6.9M** |

The total effective rate of return on investments during 2020 was 2.4%. Total investment income for 2020 was $6.9 million, including unrealized gains on the MFA Bond Fund of $1.7 million. The overall increase in investment income is due to higher cash reserves, strong favourable returns on the MFA Bond fund, and an active investment management strategy mitigating increased liquidity risk and uncertainty in 2020.

**Portfolio Holdings**
At December 31, 2020, the CRD held $318.2 million invested in short-term and long-term investments, as outlined in Table 2 below.

**Table 2: Investment Holdings – as at Dec 31, 2020**

| Investments | Balance ($millions) | % Share |
|---|---|---|
| **Investments Short-Term (less than 2 years)** | | |
| Coast Capital Savings GIC | $60.7 | 19.1% |
| Island Savings Credit Union GIC | 30.5 | 9.7% |
| CIBC GIC | 22.2 | 7.0% |
| Canada Western Bank GIC | 18.6 | 5.8% |
| National Bank GIC | 10.7 | 3.4% |
| MFABC CIBC High Interest Savings Account | 3.6 | 1.1% |
| Scotia Bank High Interest Savings & Notice Plan Accounts | 64.8 | 20.4% |
| BMO High Interest Savings Account | 63.0 | 19.8% |
| **Total Short-Term** | **274.1** | **86.2%** |
| **Investments Long-Term (more than 2 years)** | | |
| MFA Bond Fund | 44.1 | 13.8% |
| **Total Long-Term** | **44.1** | **13.8%** |
| **Total Investments** | **$318.2** | **100%** |

As noted in Table 2 above, the portfolio was distributed between short-term and long-term investments by 86% and 14%, respectively. Investments with maturities less than two years are classified as short-term. While the MFA Bond Fund is a liquid investment, investments placed in the fund are recommended for longer term holdings only.

**Table 3: Cash and Reserves Invested – as at Dec 31, 2020 (unaudited)**

| Investments | Balance ($millions) | % Share |
|---|---|---|
| Capital Reserves | $85.3 | 26.8% |
| Operating Reserves | 53.8 | 17.0% |
| Working Capital | 179.1 | 56.3% |
| **Total Investments:** | **$318.2** | **100%** |

Continued construction of the Core Area Wastewater Treatment Plant required high levels of liquidity driving a higher short-term investment ratio. With the project completing in 2021, liquidity requirements will decrease resulting in an expected term balanced portfolio by year end. Operating reserves hold surpluses to fund natural fluctuations in operating results or unanticipated variances in operating expenditures. Working capital funds day-to-day obligations such as payroll, trade invoices and related operating expenditures.

## CONCLUSION

Overall, the Capital Regional District portfolio of investments reflects the four fundamental objectives of safety of principal, liquidity, responsible investing and return on investment. Investments have been made in keeping with requirements under the Investment Policy and investment performance exceeded expectations for the year ended December 31, 2020.

## RECOMMENDATION

The Finance Committee recommends to the Capital Regional District Board:
That the Capital Regional District Investment Portfolio Holdings and Annual Performance Update be received for information.

| | |
|---|---|
| Submitted by: | Rianna Lachance, BCom, CPA, CA, Senior Manager, Financial Services |
| Concurrence: | Nelson Chan, MBA, FCPA, FCMA, Chief Financial Officer |
| Concurrence: | Robert Lapham, MCIP, RPP, Chief Administrative Officer |

## ATTACHMENT(S)

Appendix A: Market Analysis

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**Appendix A**

# Market Analysis

**Applies to the Capital Regional District (CRD), the Capital Regional Hospital District (CRHD), and the Capital Region Housing Corporation (CRHC)**

As part of overall portfolio management, staff regularly monitor market trends and key metrics such as the Bank of Canada overnight interest rate, the Government of Canada bond rates and other market commentary issued by banks and investment brokers. Additionally, the Municipal Finance Authority (MFA) provides regular market commentary on new product developments and based on outlook reports provided by Phillips, Hager & North Investment Management (PH&N).

In 2020, the Bank of Canada reacted to the COVID-19 global pandemic by dropping its key overnight rate three times in March 2020, from 1.75% to 0.25%. These moves decreased the prime rate as well as the rate offered on cash deposits with the CRD's primary bank, the Royal Bank of Canada (RBC). For most of 2020, both the short term high-interest savings accounts and short term GICs were offering competitive returns when compared to long-term GICs. The table below presents key indicator rates at December 31 for the period 2018 to 2020:

**Table A1: Indicative Market Rates 2018 to 2020**

| Rate | 2018 | 2019 | 2020 |
|---|---|---|---|
| Bank Of Canada – Overnight Rate | 1.25% - 1.75% | 1.75% | 0.25% - 1.75% |
| HISA | 1.96% - 2.46% | 2.46% | 0.80% - 1.06% |
| RBC – Bank Rate | 1.70% - 2.30% | 2.30% | 0.80% - 2.30% |
| Fixed GIC – 180 day /1 Year (sample) | 1.57% / 2.68% | 1.68% / 2.30% | 0.92% / 1.24% |

**Investment Marketplace**

Throughout 2020, HISA rates were highly competitive compared to fixed term GIC products. In many cases, HISA returns were higher than maturities up to terms as long as four (4) years.

On January 28, 2020, the MFA introduced a new pooled investment fund, called the MFA Mortgage Fund, which invests in existing PH&N pooled fund products, providing investment exposure to commercial investment grade mortgages.

On May 4, 2020, the MFA introduced a Fossil Fuel-Free Bond Fund (FFF). The FFF Bond Fund invests in securities similar to the existing bond fund except that the FFF option excludes those holdings directly related to non-renewable energy extraction, processing, and transportation. This additional screening is estimated to exclude approximately 4% of the population of investible securities compared to the existing bond fund. Both offerings are responses to demand from local government and both offer the same liquidity and pooled structure as the existing MFA investment offerings.

Staff will assess investment placements in these two new MFA pooled funds in the future, for the CRD, the CRHD, and the CRHC, as the need to place long-term funds arises.

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**REPORT TO THE FINANCE COMMITTEE**
**MEETING OF WEDNESDAY, MARCH 03, 2021**

---

**SUBJECT** Capital Regional District and Capital Region Housing Corporation Investment Policy Updates

## ISSUE SUMMARY

Recommended updates to the Capital Regional District (CRD) and Capital Region Housing Corporation (CRHC) investment policies.

## BACKGROUND

The investment activity for both the CRD and the Capital Regional Hospital District (CRHD) is governed through the CRD Investment Policy, while the activity for the CRHC is governed through the CRHC Investment Policy. The CRD Investment Policy was originally approved by the CRD Board in September 2013 and amended in May 2017. The Capital Region Housing Corporation (CRHC) policy was approved by the CRHC Board in 1991 and amended in October 2013.

As a result of an evolving marketplace and continuous alignment to the corporate plan and corporate governance structures, a review to both investment policies was triggered and has resulted in a number of recommended updates, summarized as follows:

1. Alignment of corporate practice consistent with corporate structure (CRHC)
2. Alignment with Corporate Plan, Board Strategic Objectives and external markets
3. Refinement of diversification constraints and risk assessment practices

In order to align activities and practices across all three entities, a single policy is proposed to apply to the CRD, CRHD and CRHC. This results in the existing CRHC Investment Policy being superseded and all recommendations reflected as amendments to the existing CRD Investment Policy.

CRD investment activity is governed by Section 377 of the *Local Government Act*, which legislates that Section 183 of the *Community Charter* apply to regional districts and defines allowable investment options. Although the CRHC is not governed through these Acts, as a wholly owned subsidiary of the CRD, it is subject to the same governance standards; thus, application of similar investment policies is appropriate and has been the historical practice.

## ALTERNATIVES

*Alternative 1*
The Finance Committee recommends to the Capital Regional District Board:
That the Capital Regional District Investment Policy, Amendment #2, be approved.

*Alternative 2*
That this report be referred back to staff for additional information.

## IMPLICATIONS

In 2020, a review of the investment policies was conducted to assess alignment and effectiveness of delivery. The review identified opportunities to address:

1. policy alignment across all three entities of CRD, CRHD and CRHC
2. Corporate Plan (including Board Strategic Plan Objectives) consideration
3. revisions to portfolio diversification limits

### 1. Alignment of All Three Entities

Upon review, the principles and parameters contained in both policies were identified to be the same except for the minimum rating criteria. Combining to one policy will move the minimum rating criteria on investments from AA and R-1 (mid) to A (low) and R-1 (low). A rating of A (low) and R-1 (low) is considered satisfactory on a credit quality scale as measured by Dominion Bond Rating Service (DBRS) and is the current minimum within the existing CRD policy. Expanding the policy to all three legal entities is recommended to provide administrative consistency across all three entities and reflects a moderate to high level of investor prudence and risk mitigation.

### 2. Corporate Plan Direction

The review of the policy identified an opportunity to better align corporate practice with the Corporate Plan and Board Strategic Objectives with respect to responsible investing options. Revisions to the policy would provide greater flexibility and access to new suitable products.

The recommendation is to extend the responsible investing parameters to allocate a percentage of the total portfolio investments that meet responsible investing criteria, either for social or green outcomes, and include reference that internal project investments also meet responsible investing objectives. Currently, if a responsible investing option offers the same liquidity, principal protection and return, the investment will continue to be considered an authorized and suitable investment. In practice, since 2017, the experience has been of limited product offerings and lower than acceptable rates, eliminating the responsible investments as suitable options.

To address the limitations, the review work included a sensitivity analysis to determine how much of the total portfolio could be invested in lower return products before the overall return target on the total portfolio would be negatively impacted. The results of the sensitivity analysis have been included in Appendix E. The overall return target for the total portfolio is set to preserve reserves and cash against inflation.

The result of the analysis was that up to 10% of the total portfolio could be invested at rates up to 1% lower than market before negatively impacting the target return. The recommendation is to include a 10% limit on lower return investments within the responsible investing parameter.

Differently, the CRHC will be excluded from holding lower return responsible investing products, due to the ‘not-for-profit’ nature of its business activities. As a provider of affordable housing, the CRHC already operates and invests within the social services sector.

Furthermore, the not-for-profit corporate structure and financial operation preclude the CRHC from accepting lower than market returns, ensuring mandate delivery.

Additionally, the CRD can increase investment in responsible options through internal projects. Many CRD services directly align with Socially Responsible Investment (SRI) outcomes as defined by the United Nations Principal of Responsible Investment Social Development Goals. Making internal projects an authorized and suitable investment is recommended.

### 3. Portfolio Diversification Constraints

Portfolio diversification refers to the amount of money an investor has in a particular asset or institution. Diversification is an important strategy to mitigate return risk and principal. As an example, a GIC of an unrated institution has a higher risk of loss to principal than those in a rated chartered bank.

The investment policy, approved in 2017, contained a uniform 20% exposure limit to all financial institutions and a 10% limit per investment issue. The attached investment policy contains edits to remove the uniform 20% and 10% limits, in favour of limits tailored on the risk assessment by institution and by investment type. The updated investment policy contains a portfolio diversification constraint table as an Appendix, which will permit a more detailed approach to portfolio allocation and risk management.

Along with the above revisions, various other administrative updates and edits are covered in Appendix B in the Policy Amendment Concordance Table.

Once approved, investment transactions will be administered against the amended policy. The introduction of a revised portfolio diversification table will not require any immediate divestiture to ensure compliance, rather will guide activities in the future.

## CONCLUSION

In 2020, a review was undertaken of the current investment policies related to the Capital Regional District, the Capital Regional Hospital District, and the Capital Region Housing Corporation to assess for alignment and effectiveness. The updated policy seeks to align activities and practices across all three entities, update principles and parameters to improve investment options aligned with market and corporate and board objectives, and ensure legislative compliance. Once approved, investment transactions after the date of approval will be administered against the amended policy.

## RECOMMENDATION

The Finance Committee recommends to the Capital Regional District Board:
That the Capital Regional District Investment Policy, Amendment #2, be approved.

| | |
|---|---|
| Submitted by: | Rianna Lachance, BCom, CPA, CA, Senior Manager, Financial Services |
| Concurrence: | Nelson Chan, MBA, FCPA, FCMA, Chief Financial Officer |
| Concurrence: | Kristen Morley, J.D., General Manager, Corporate Services & Corporate Officer |
| Concurrence: | Robert Lapham, MCIP, RPP, Chief Administrative Officer |

## ATTACHMENT(S)

Appendix A: Updated CRD Investment Policy
Appendix B: Policy Revision Concordance Table
Appendix C: 2017 CRD Investment Policy
Appendix D: 2013 CRHC Investment Policy
Appendix E: Example – Responsible Investment Rate Sensitivity Analysis

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# CAPITAL REGIONAL DISTRICT

# INVESTMENT POLICY

| | | | |
|---|---|---|---|
| Policy Type | Board [Corporate] | | |
| Title | INVESTMENT POLICY | | |
| Adopted Date | September 22, 2013 | Policy Number | BRD# |
| Amendment #1 | May 10, 2017 | | |
| Amendment #2 | March 10, 2021 (Proposed) | | |
| Policy Owner | Financial Services | | |

## 1. PURPOSE

This investment policy provides the framework for investment portfolio management for the Capital Regional District (CRD), Capital Regional Hospital District (CRHD) and Capital Region Housing Corporation (CRHC).

It is the policy of the CRD, CRHD and CRHC to invest funds in a manner that provides the optimal blend of investment security and return while meeting the short and long term cash flow requirements in support of the corporate plan priorities while maintaining compliance with statutory requirements.

## 2. SCOPE

The investment policy applies to all cash operating funds, capital funds and reserve funds. It does not apply to funds held in trust or which have a specific legal or statutory requirement for cash management, disbursement, or investment.

## 3. PRINCIPLES

The investment of funds must reflect a management philosophy based on the fundamental objectives of

### 3.1 Safety of Principal

Investments shall be made to ensure preservation of principal within the portfolio. Preservation of principal is accomplished through placement of funds with creditworthy institutions and through portfolio diversification. Diversification is required to minimize potential losses on financial products.

### 3.2 Liquidity

The investment portfolio shall remain sufficiently liquid to meet all reasonably anticipated cash flow requirements.

### 3.3 Responsible Investing

The investment program will consider socially responsible investment products that adhere to statutory requirements and meet the objectives laid out in this policy. Organizations that adopt a socially responsible investment platform are preferred.

### 3.4 Return on Investment

The investment portfolio shall be designed with the objective of maximizing market rate of return subject to the investment risk constraints, liquidity requirements and responsible investing objectives.

## 4. INVESTMENT PARAMETERS

### 4.1 Safety of Principal

The program will diversify cash reserve investments by security type and institution, taking into consideration the impact on return on investment. Section 5.4 outlines the authorized and suitable investments permissible to ensure optimal portfolio diversification.

### 4.2 Liquidity

To the extent possible, portfolio management will align investments with anticipated cash flow requirements. However, a portion of the portfolio shall be continuously invested in fully-liquid investments to meet ongoing obligations.

A long-term financial plan will be established for major capital reserves. The long-term financial plan will inform the term decision when placing timed investments in order to meet liquidity requirements.

### 4.3 Responsible Investing

Where responsible investment options provide comparable risk, return and liquidity, these facilities will be a priority. When responsible investing options provide lower return but comparable liquidity and risk, the investment will be limited to 10% of the total portfolio. Limiting lower rates to a maximum of 10% of the portfolio limits exposure of capital against performance and inflation.

### 4.4 Return on Investment

The investment program will seek to maximize the total return on all funds under management after considering protection of principal, liquidity and responsible investing. Return will be monitored through performance benchmarks to ensure program activities are providing benefits in excess of costs and with the goal to preserve capital against inflation over time. Due to the nature of the CRHC business activities, delivering affordable housing within the social service sector, CRHC will be excluded from holding lower return products.

### 4.5 Authorized and Suitable Investments

Money held may be invested or reinvested according to section 183 of the *Community Charter* subject to the following conditions:

1. Investments in marketable securities of a chartered bank or savings institution or any province must have a DBRS risk rating of R-1 (low) or higher for short-term debt and a rating of A (low) for long-term debt or comparable ratings of another rating organization, indicating equal or superior credit quality (see Appendix A of this policy).

2. Investment placements will conform to the portfolio diversification constraints listed in Appendix B. Exceptions to constraints listed in Appendix A require

Chief Financial Officer approval and shall be reported to the Board through Standing Committee at the next available meeting.

3. Internal projects under CRD service authority are considered allowable investment options when capital reserves are not immediately required and can be accessed through inter-service borrowing. Inter-service borrowing will be in compliance with legislation and the CRD Inter-Service Borrowing Guidelines.

## 5. STANDARD OF CARE

### 5.1 Prudence

Investments shall be made with judgment and care, under circumstances then prevailing, which persons of prudence, discretion, and intelligence exercise in the management of their own affairs. Investments will not be made for speculation. Foremost will be consideration for the safety of capital. Staff must be aware of reasonably foreseeable risks, trends and fluctuations in the market, and be able to recognize unreasonable risks whilst ensuring the liquidity of the investment portfolio.

### 5.2 Ethics and Conflict of Interest

Staff responsible for investing activities shall comply with the CRD Conflict of Interest Policy and shall refrain from personal business activity that could conflict with proper execution of the investment program, or which could impair the ability to make impartial investment decisions.

### 5.3 Delegation of Authority

Authority to manage the investment program ("the Program") is granted to the Chief Financial Officer and is derived from section 237 of the *Local Government Act*.

### 5.4 Credit Risk Monitoring

To meet the objectives of this policy and ensure suitability of offerings, credit risk monitoring must be conducted by CRD Staff independent of vendor representations. The following due-diligence shall be performed:

1. In-house credit analysis shall be conducted on all financial institutions and investment counter-parties.

2. Credit reports and analysis, published by DBRS, S&P, Fitch or Moody's, will be obtained from financial institutions, investment dealers and rating institutions and reviewed.

3. Credit reports and analysis are recognized as opinions and not a guarantee for safety of principal.

4. When placing investments in individual marketable securities and more than one credit rating is available, the average of two or more available credit ratings shall be used.

### 5.5 Consolidated Basis

All funds covered by this policy will be managed on a consolidated basis to ensure the best possible return by providing economies of scale.

### 5.6 Program Requirements

The Program shall abide by the following reporting requirements:

1. The Chief Financial Officer must report to the Finance Committee annually. The report must identify investment holdings and any deviations from this policy; and

2. An appropriate portfolio performance benchmark will be set and reported in the annual investment performance report.

## 6. POLICY REVIEW

| Review Date | Description: |
|---|---|
| March 2026, unless legislative change or new MFA finance product | To ensure ongoing relevance, this policy shall be reviewed the earlier of:<br>1. If a change in the relevant legislation governing the investment activities of local governments occurs;<br>2. If the Municipal Finance Authority of British Columbia establishes a new pooled fund investment product; or<br>3. Every five calendar years. |

## 7. RELATED POLICY, PROCEDURE AND GUIDELINES

- Conflict of Interest Policy

## Appendix A
### Dominion Bond Rating Service (DBRS) Credit Quality Ratings

| Commercial Paper & Short-Term Debt | Bond & Long-term Debt | Bond & Long-term Debt | Description | CRD/CRHD/CRHC Investment Policy |
|---|---|---|---|---|
| R-1 (high) | AAA | Investment Grade | Superior | Permissible |
| R-1 (high) | AA (high) | | | |
| R-1 (middle) | AA | | | |
| R-1 (middle) | AA (low) | | | |
| R-1 (low) | A (high) | | Good | |
| R-1 (low) | A | | | |
| R-1 (low) | A (low) | | | |
| R-2 (high) | BBB (high) | | Adequate | Not Permissible |
| R-2 (middle) | BBB | | | |
| R-2 (low) / R-3 | BBB (low) | | | |
| R-4 | BB (high) | Speculative Grade | Speculative | |
| R-4 | BB | | | |
| R-4 | BB (low) | | | |
| R-4 | B (high) | | | |
| R-5 | B | | Highly Speculative | |
| R-5 | B (low) | | | |
| R-5 | CCC | | | |
| R-5 | CCC | | | |
| R-5 | CCC | | | |
| R-5 | CC | | | |
| R-5 | C | | | |
| D | D | | Default | |

## Appendix B
### Portfolio Diversification Constraints

**Exposure constraints target protection of principal and return and set a maximum allowable share of the total portfolio that can be invested.**

Due to market fluctuations and / or the timing of investment deposit transfers, maximum percentages in Appendix C may be exceeded at a point in time. Securities need not be liquidated to rebalance the portfolio; however, consideration should be given to this matter when future purchases are made to ensure that appropriate diversification is maintained.

The portfolio diversification constraints are found in Table 1 below:

Table 1: **Portfolio Diversification Constraints**

| Investment Type | MAXIMUM of Total Reserves | MAXIMUM by Institution/product/ pooled fund |
|---|---|---|
| **Short-Term (< 2 year holding period)** | | |
| Canadian Banks (Schedule 1) Deposits and/or GIC's | 65% | 35% |
| MFA Pooled Fund Products | 50% | 50% |
| Credit Unions (Rated/Insured) Deposits and/or GIC's | 35% | 20% |
| **Long-Term ( > 2 year holding period)** | | |
| Canadian Banks (Schedule 1) Deposits and/or GIC's | 65% | 35% |
| MFA Pooled Fund Products | 60% | 30% |
| Credit Unions (Rated/Insured) Deposits and/or GIC's | 35% | 20% |
| Internal Projects (5+ years) | 30% | - |
| Federal Bonds | 20% | 10% |
| Municipal Finance Authority of BC Bonds | 20% | 20% |
| Provincial Bonds | 15% | 15% |
| Municipal, Regional District or Greater Board Bonds | 15% | 15% |

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**Appendix B**

# Policy Revision Concordance Table

2021 CRD Investment Policy (Amendment #2) compared to 2017 CRD Investment Policy

| Revision / Addition | Description | 2021 draft CRD IP | 2017 current CRD IP |
|---|---|---|---|
| Revision | Policy descriptive table updated to current policy format standard. | Policy descriptive table | Policy descriptive table |
| Addition | Adds that the IP covers all 3 legal entities: CRD, CRHD & CRHC.<br><br>Adds to the purpose of the policy by explicitly acknowledging that corporate plan priorities are key considerations in CRD investment management. | Section 1 | Section 1 |
| Addition | Added to the scope of the policy by explicitly acknowledging that this policy does not apply to trust funds and similar objective- and statute-specific investment activity. | Section 2 | Section 2 |
| Revision | Sub-sections under section 3 “PRINCIPLES” were edited for minor language improvements. | Section 3.1 & 3.2 | Section 3.1 & 3.2 |
| Revision | Removed: “Where SRI and green investments are within 5% of maximum available yields, SRI or green facilities will be exercised.” | Section 3.3 | Section 3.3 |
| Revision | Adds “and responsible investing objectives.” to the Return on Objectives section. | Section 3.4 | Section 3.4 |
| Revision | Renames section 4 from “Standard of Care” to “INVESTMENT PARAMETERS” | Section 4 | Section 4 |
| Revision | Former sections ‘Prudence’, ‘Ethics and Conflict of Interest’ and ‘Delegation of Authority’ moved from section 4 of 2017 policy to section 5 in 2021 Investment Policy. | Section 5 | Section 4 |
| Addition | Section 4.1 of the 2021 Investment Policy “Safety of Principal” and 4.2 “Liquidity” were added.<br><br>These sections describe the considerations involved to administer these investment parameters. | Section 4.1 & 4.2 | N/A (New) |

| Revision / Addition | Description | 2021 draft CRD IP | 2017 current CRD IP |
|---|---|---|---|
| Addition | Section 4.4 of the 2021 Investment Policy "Return on Investment" is added describing the considerations involved in this investment parameter, including investment monitoring through performance benchmarks.<br><br>This section notes that CRHC is excluded from holding lower return products. | Section 4.4 | N/A<br>(New) |
| Revision | Updated the short- and long-term debt and bond rating grades to align with the Dominion Bond Rating Service (DBRS) ratings nomenclature for consistency.<br><br>Appendix A provides the DBRS ratings scale. | Section<br>4.5(1) | Sections<br>6.1 |
| Revision | The 2021 Investment Policy adds Appendix B, which provides a table describing the portfolio diversification constraints.<br><br>The 2017 Investment Policy limited portfolio diversification constraints to 20% per financial institution and 10% in any one security issue.<br><br>The new table is intended to provide improved risk management and compliance administration.<br><br>Also, updated the short- and long-term debt and bond rating grades to align with the DBRS ratings nomenclature for consistency. | Section<br>4.5(2) | Sections<br>6.4 & 6.5 |
| Addition | Adds that internal CRD projects (5+ years in investment term) may be an investment opportunity via inter-service borrowing; and these opportunities may be socially responsible initiatives. | Section<br>4.5 (3) | N/A<br>(New) |
| Revision | The "Standard of Care" section 4 from the 2017 Investment Policy is relocated to section 5 of the 2021 Investment Policy. | Section<br>5 | Section<br>4 |
| Revision | Section 5.2 of the 2021 Investment Policy adds the reference to the CRD "Conflict of Interest Policy", in order to elevate the visibility of this policy in administering the investment portfolio.<br><br>Section 5.3 of the 2021 Investment Policy is edited for minor language improvements.<br><br>Section 5.4 of the 2021 Investment Policy re-locates and expands upon the credit risk monitoring section to facilitate administration of this activity. Formerly this | Section<br>5.2 (Conflict of Interest)<br><br>&<br>5.3 (Delegation of Authority)<br><br>&<br>5.4 (Credit Risk Monitoring) | Section<br>4.2 (Conflict of Interest)<br><br>&<br>4.3 (Delegation of Authority)<br><br>&<br>5 (Credit Risk Monitoring) |

| Revision / Addition | Description | 2021 draft CRD IP | 2017 current CRD IP |
|---|---|---|---|
| | material was located in sections 5 & 6.1 of the 2017 Investment Policy. | | & 6.1 (Authorized and Suitable Investments) |
| Addition | Adds an explicit reference to the fact that CRD investments are administered on a consolidated (i.e. pooled) basis, rather than segregated investment activity by service area. (section 6 – draft 2021 IP; new to 2017 IP) | Section 5.5 | N/A (New) |
| Addition | Adds an explicit reference to the fact an appropriate benchmark will be set and reported in the annual investment report. | Section 5.6(b) | N/A (New) |
| Revision | The 2021 Investment Policy section 6 removes the requirement to update the investment policy whenever the CRD business banking is tendered.<br><br>Instead, the 2021 Investment Policy stipulates a policy review will be conducted when legislation changes, the Municipal Finance Authority of BC establishes a new pooled investment product or every five (5) calendar years. | Section 6 (POLICY REVIEW) | Section 11 (Policy Review) |
| Addition | Section 7 of the 2021 Investment Policy lists “Related Policy, Procedure and Guidelines”. | Section 7 | N/A (New) |
| Revision | Appendix A presents an updated version of the Dominion Bond Rating Service Credit Quality Ratings.<br><br>This view adds the Investment Policy ‘permissible investment’ constraint in the table. | Appendix A | Appendix 1 |
| Addition | Appendix B presents the Investment Policy “Portfolio Diversification Constraints” table. This table will permit a more detailed approach to portfolio allocation and risk management. | Appendix B | N/A (New) |

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**CAPITAL REGIONAL DISTRICT**

**LEGISLATIVE POLICY**

| | | |
|---|---|---|
| Section | **Finance** | |
| Subsection | Policies | |
| Title | **INVESTMENT POLICY** | |

## 1. Purpose

The purpose of the investment policy of the Capital Regional District (CRD) is to provide the framework for investment portfolio management. It is the policy of the CRD to invest CRD funds in a manner that will provide the optimal blend of investment security and return while meeting the short and long term cash flow demands and comply with the statutory requirement of the *Local Government Act.*

## 2. Scope

The investment policy applies to all cash operating funds, capital funds and reserve funds.

## 3. Objectives

The investment of funds must reflect a conservative management philosophy based on four fundamental objectives, in the following order of priority:

### 3.1 Safety of Principal

Investments shall be made to ensure preservation of capital within the portfolio. Preservation of capital is accomplished through placement of funds with creditworthy institutions and through portfolio diversification. Diversification is required to minimize potential losses on individual securities and to maximize the yield from a blend of financial products.

### 3.2 Liquidity

The investment portfolio shall remain sufficiently liquid to meet all reasonably anticipated operating requirements.

### 3.3 Responsible Investing

Where possible, socially responsible investing (SRI) and green investing criteria will be applied to the selection of investments. The CRD investment program will consider SRI products that adhere to statutory requirements and meet the objectives laid out in this policy. Organizations that adopt a socially responsible investment platform are preferred. Where SRI and green investments are within 5% of maximum available yields, SRI or green facilities will be exercised.

### 3.4 Return on Investment

The investment portfolio shall be designed with the objective of maximizing returns subject to the risk constraints and liquidity requirements of the CRD.

## 4. Standard of Care

### 4.1 Prudence

Investments shall be made with judgement and care, under circumstances then prevailing, which persons of prudence, discretion, and intelligence exercise in the management of their own affairs. Investments will not be made for speculation. Foremost will be consideration for the safety of capital. Staff must be aware of reasonably foreseeable risks, trends and fluctuations in the market, and be able to recognize unreasonable risks whilst ensuring the liquidity of the investment portfolio.

### 4.2 Ethics and Conflict of Interest

Staff responsible for investing shall refrain from personal business activity that could conflict with proper execution of the investment program, or which could impair the ability to make impartial investment decisions.

### 4.3 Delegation of Authority

Authority to manage the CRD investment program is granted to the Chief Financial Officer and is derived from Section 237 of the *Local Government Act* as follows:

Section 237: One of the officer positions established under section 234 must be assigned the responsibility of financial administration, which includes the following powers, duties and functions investing funds, until required, in investments referred to in section 183 of the *Community Charter* (investment of municipal funds).

## 5. Credit Risk Monitoring

In addition to in-house monitoring, the CRD make use of the credit analysis available through its financial institutions, brokers, and credit rating institutions. This includes, but is not limited to the Dominion Bond Rating Service (DBRS), Standard & Poor's (S&P), and Moody's. It must be recognized that the use of any credit analysis is an assessment and not a guarantee for safety of principal.

## 6. Authorized and Suitable Investments

Money held by the Capital Regional District may be invested or reinvested according to section 183 of the Community Charter subject to the following conditions:

**6.1** Investments in securities of a chartered bank or savings institution or any province must:

i) Have a DBRS rating of R-1 (low) or higher for Short term debt and a rating of A- for Long term debt or Bonds or comparable ratings of another rating organization, indicating equal or superior credit quality (see Appendix 1 of the policy).

**6.2** Investments in credit union deposits must carry adequate insurance protection through that credit union's respective insurance corporation.

**6.3** Investments shall be held in the name of the CRD by approved institutions.

**6.4** Investments in any one security issue shall not exceed 10% of that security issue.

**6.5** Investments with any one financial institution shall not exceed 20% of the District's maximum annual investment portfolio. Due to market fluctuations, maximum percentages may be exceeded at a point in time. Securities need not be liquidated to rebalance the portfolio; however, consideration should be given to this matter when future purchases are made to ensure that appropriate diversification is maintained.

**6.6** The percentage limits specified in items 6.4 and 6.5 do not apply to investments made in securities of Canada or provincially backed deposits.

**6.7** All investments are to follow the constraints laid out per this Investment Policy. If an investment opportunity exists that lies outside of the constraints governing this policy, the Chief Financial Officer can make a recommendation to the Finance Committee to act on the opportunity. Any such investments must comply as an eligible investment defined in the Local Government Act. A maximum investment allocation not exceeding 20% of the total portfolio will be permitted.

## 7. Investment Parameters

### 7.1 Diversification

The CRD will diversify its cash reserve investments by security type and institution, taking into consideration the impact on return on investment.

### 7.2 Maturity

To the extent possible the CRD shall attempt to match its investments with anticipated cash flow requirements. However, because of inherent difficulties in accurately forecasting cash flow requirements, a portion of the portfolio shall be continuously invested in readily available funds to meet ongoing obligations. Long term investments may be acquired if the maturity is related to a specific program, and is made to coincide as nearly as practicable with the expected use of the funds attached to that program.

## 8. Competitive Bids

The CRD shall solicit competitive verbal quotations for the purchase and sale of securities when it is prudent to do so. This policy recognizes that, from time to time, offerings of value may require immediate action. Under such circumstances competitive bids may not be sought provided that value can be substantiated by market data information services.

## 9. Authorized Investment Dealers and Financial Institutions

A list of approved investment dealers and financial institutions authorized to provide investment services will be maintained by the CRD. All qualified bidders for investment transactions will be members in good standing of the Investment Industry Regulatory Organization of Canada (IIROC), Mutual Fund Dealers Association (MFDA) or the B.C. Securities Commission.

## 10. Safekeeping and Custody

All security transactions entered into by the CRD shall be conducted on a delivery versus payment basis. The Chief Financial Officer must be satisfied that physical possession of the security is in possession or held by a custodial service.

## 11. Policy Review

This policy shall be reviewed periodically by the Chief Financial Officer to ensure congruence with changing activities of the CRD, market conditions, technology, evolving regulatory standards and private industry best practices. In addition, to insure periodic Finance Committee review, this policy will be reconsidered each time the CRD tenders its banking services.

## 12. Reporting

The Chief Financial Officer must report to the Finance Committee annually. The report must identify investment holdings and any deviations from policy.

| | | | |
|---|---|---|---|
| Approval Date: | September 22, 2013 | Approved By: | Board |
| 1. Amendment Date: | May 10, 2017 | Approved By: | Board |
| 2. Amendment Date: | | Approved By: | |
| 3. Amendment Date: | | Approved By: | |
| Next Review Date: | | Reviewed By: | |
| Supersedes: | Investment Policy approved by Finance & Administration Committee, Nov 28, 2001 | | |

## Appendix 1

## Credit Quality Ratings

| | *Moody's* | | *Standard & Poor's* | | *DBRS* | | *Grade* |
|---|---|---|---|---|---|---|---|
| Highest Quality | Aaa | P-1 | AAA | A-1+ | AAA | R-1 (high) | |
| | Aa1 | P-1 | AA | A-1 | AA (high) | R-1 (high) | |
| High Quality | Aa2 | P-1 | AA | A-1 | AA | R-1 (middle) | |
| | Aa3 | P-1 | AA | A-1 | AA (low) | R-1 (middle) | |
| | A1 | P-1 | A | A-2 | A (high) | R-1 (low) | Investment Grade |
| Upper Medium Grade | A2 | P-1 | A | A-2 | A | R-1 (low) | |
| | A3 | P-1 | A | A-2 | A (low) | R-1 (low) | |
| | Baa1 | P-2 | BBB | A-3 | BBB (high) | R-2 (high) | |
| Medium Grade | Baa2 | P-2 | BBB | A-3 | BBB | R-2 (middle) | |
| | Baa3 | P-3 | BBB | A-3 | BBB (low) | R-2 (low) | |
| | Ba1 | NP | BB | B | BB (high) | R-3 | |
| Speculative | Ba2 | NP | BB | B | BB | R-4 | |
| | Ba3 | NP | BB | B | BB (low) | R-4 | |
| | B1 | NP | B | B | B (high) | R-4 | |
| Highly Speculative | B2 | NP | B | B | B | R-5 | |
| | B3 | NP | B | B | B (low) | R-5 | Speculative Grade |
| | Caa1 | NP | CCC | C | CCC | R-5 | |
| Substantial Risk | Caa2 | NP | CCC | C | CCC | R-5 | |
| | Caa3 | NP | CCC | C | CCC | R-5 | |
| Extremely Speculative | Ca | NP | CC | C | CC | R-5 | |
| Possibly in Default | C | NP | R | R | C | R-5 | |
| Default | | | D | D | D | D | |

| POLICY AND PROCEDURES MANUAL | SUBJECT **Investment Policy** | | |
|---|---|---|---|
| | POLICY NO. 1.10 | EFFECTIVE July 25, 1991 | Amendment #2 October 22, 2013 |

## 1. Purpose

The purpose of the investment policy of the Capital Region Housing Corporation (CRHC) is to provide the framework for investment portfolio management. It is the policy of the CRHC to invest CRHC Surplus operating and replacement reserve funds in a manner that will provide the optimal blend of investment security and return while meeting the short and long term cash flow demands and comply with the statutory requirements of the *Local Government Act*.

## 2. Scope

The investment policy applies to all cash operating funds, capital funds and reserve funds.

## 3. Objectives

The investment of funds must reflect a conservative management philosophy based on three fundamental objectives, in the following order of priority:

### 3.1 Safety of Principal

Investments shall be made to ensure preservation of capital within the portfolio. Preservation of capital is accomplished through placement of funds with creditworthy institutions and through portfolio diversification. Diversification is required to minimize potential losses on individual securities and to maximize the yield from a blend of financial products.

### 3.2 Liquidity

The investment portfolio shall remain sufficiently liquid to meet all reasonably anticipated operating requirements.

### 3.3 Return on Investment

The investment portfolio shall be designed with the objective of maximizing market rate of return subject to the investment risk constraints and liquidity requirements of the CRHC.

## 4. Standard of Care

### 4.1 Prudence

Investments shall be made with judgment and care, under circumstances then prevailing, which persons of prudence, discretion, and intelligence exercise in the management of their own affairs. Investments will not be made for speculation. Foremost will be consideration for the safety of capital. Staff must be aware of reasonably foreseeable risks, trends and fluctuations in the market, and be able to recognize unreasonable risks whilst ensuring the liquidity of the investment portfolio.

### 4.2 Ethics and Conflict of Interest

Staff responsible for investing shall refrain from personal business activity that could conflict with proper execution of the investment program, or which could impair the ability to make impartial investment decisions.

### 4.3 Delegation of Authority

Authority to manage the CRHC investment program is granted to the Financial Officer and is derived from Section 199 of the *Local Government Act* as follows:

Section 199: One of the officer positions established under section 196 must be assigned the responsibility of financial administration, which includes the following powers, duties and functions investing funds, until required, in investments referred to in section 183 of the *Community Charter* (investment of municipal funds).

## 5. Credit Risk Monitoring

In addition to in-house monitoring, the CRHC make use of the credit analysis of the Dominion Bond Rating Service. It must be recognized that the use of any credit analysis is an assessment and not a guarantee for safety of principal.

## 6. Authorized and Suitable Investments

Money held by the Capital Regional District may be invested or reinvested according to section 183 of the *Community Charter* subject to the following conditions:

**6.1** Investments in securities of a chartered bank or savings institution or any province must:

i) Have a Dominion Bond Rating Service (DBRS) rating of R-1 mid or higher for Short term debt and a rating of AA for Long-term debt or Bonds or comparable ratings of another rating organization, indicating superior credit quality (See Appendix 1 of the policy).

ii) Be purchased directly from the chartered bank, savings institution or province or from an investment dealer who is a member of the Investment Dealers Association who will act as an agent for the institutions with the approved DBRS rating.

**6.2** Investments in credit union deposits must be covered by the *Financial Institution Act* of the Province of British Columbia which provides unlimited deposit insurance protection on all deposits in British Columbia credit unions.

**6.3** Investments shall be held in the name of the CRHC by approved institutions.

**6.4** Investments in any one security issue shall not exceed 10% of that security issue.

**6.5** Investments with any one financial institution shall not exceed 20% of the District's maximum annual investment portfolio.

***6.6*** The percentage limits specified in items 6.4 and 6.5 do not apply to investments made in securities of Canada, the Province, the Municipal Finance Authority of British Columbia (MFA) or pooled investments funds under section 16 of the *Municipal Finance Authority Act.*

## 7. Investment Parameters

### 7.1 Diversification

The CRHC will diversify its cash reserve investments by security type and institution, taking into consideration the impact on return on investment.

### 7.2 Maturity

To the extent possible the CRHC shall attempt to match its investments with anticipated cash flow requirements. However, because of inherent difficulties in accurately forecasting cash flow requirements, a portion of the portfolio shall be continuously invested in readily available funds to meet ongoing obligations. Long term investments may be acquired if the maturity is related to a specific program, and is made to coincide as nearly as practicable with the expected use of the funds attached to that program.

## 8. Competitive Bids

The CRHC shall solicit competitive verbal quotations for the purchase and sale of securities when it is prudent to do so. This policy recognizes that, from time to time, offerings of value may require immediate action. Under such circumstances competitive bids may not be sought provided that value can be substantiated by market data information services.

## 9. Safekeeping and Custody

All security transactions entered into by the CRHC shall be conducted on a delivery versus payment basis. The Treasurer must be satisfied that physical possession of the security is in possession or held by a custodial service.

## 10. Policy Review

This policy shall be reviewed periodically by the Financial Officer to ensure congruence with changing activities of the CRHC, market conditions, technology, evolving regulatory standards and private industry best practices. In addition, to insure periodic Finance and Corporate

Services Committee review, this policy will be reconsidered each time the CRD tenders its banking services.

## 11. Reporting & Monitoring

Interest income credited to the Administration Revenue shall be reported to the Board on the Quarterly Report. Housing Corporation staff, accountant and CRD Manager – Treasury will meet at least quarterly to review CRHC investments and earned interest. Interest income shall be allocated to the reserve accounts which will be reviewed annually for fairness.

## Appendix 1

## Dominion Bond Rating Service (DBRS) ratings on credit quality

| **Commercial Paper and Short Term Debt** | **Commercial Paper and Short Term Debt** | **Bond and Long Term Debt** | **Bond and Long Term Debt** |
|---|---|---|---|
| **DBRS Symbol** | **Credit Quality** | **DBRS Symbol** | **Credit Quality** |
| R-1 (high) | Highest | AAA | Highest |
| R-1 (mid) | Superior | AA | Superior |
| R-1 (low) | Satisfactory | A | Satisfactory |
| R-2 (high) | Adequate | BBB | Adequate |
| R-2 (mid) | Adequate | BB | Speculative |
| R-2 (low) | Adequate | B | Highly Speculative |
| R-3 (high) | Speculative | CCC | Very Highly Speculative |
| R-3 (mid) | Speculative | CC | Very Highly Speculative |
| R-3 (low) | Speculative | C | Very Highly Speculative |
| D | In Arrears | D | In Arrears |
| NR | Not Rated | | |

## Appendix E: Example – Responsible Investment Rate Sensitivity Analysis

Purpose: to illustrate impact on returns with a portfolio limit of 10% for responsible investment products with lower than market returns.

**EXAMPLE:** Sensitivity on return of lowest expected return (1%) on responsible investment products with limit of 10% of total investments. Assumptions: Market Rate 2%; Lower Rate 1%; Principal $10M.

Table 1: Earnings impact of 10% @ lower rate (1%) on $10M

| Scenario | Portfolio % | Earnings | Eff Rate |
|---|---|---|---|
| 100% Market Rate | 100% @ 2.0% | $200K | 2.0% |
| 90% Market Rate<br>10% Lower Rate | 90% @ 2.0%<br>10% @ 1.0% | $190k | 1.9% |

**CRD PORTFOLIO SENSITIVITY:**

Applying the effective rate to the average CRD portfolio holdings (Average $250M), yields ($250K) lower interest income. Table 2 identifies the relative sensitivity of higher % invested at lower rates.

| % PORTFOLIO @ LOWER RATE | | |
|---|---|---|
| ALLOCATION | CHANGE IN RETURN ($) | CHANGE IN RETURN (%) |
| 0% | 0 | 0.00% |
| 10% | (250,000) | -0.10% |
| 20% | (500,000) | -0.20% |
| 30% | (750,000) | -0.30% |
| 40% | (1,000,000) | -0.40% |
| 50% | (1,250,000) | -0.50% |
| 60% | (1,500,000) | -0.60% |
| 70% | (1,750,000) | -0.70% |
| 80% | (2,000,000) | -0.80% |
| 90% | (2,250,000) | -0.90% |
| 100% | (2,500,000) | -1.00% |

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**REPORT TO THE JUAN DE FUCA LAND USE COMMITTEE**
**MEETING OF TUESDAY, FEBRUARY 16, 2021**

**SUBJECT** **Building Conversion to Strata for Lot A, Section 11, Otter District, Plan 33095 – 4090 Otter Point Road**

## ISSUE SUMMARY

A request has been made to convert a single-family dwelling to strata at 4090 Otter Point Road.

## BACKGROUND

The 2.5 hectare (ha) property is located at 4090 Otter Point Road (Appendix A). Approximately 1.0 ha of the subject property is within the Agricultural Land Reserve (ALR) and is zoned Agricultural (AG), and the remaining portion is zoned Rural (A) in the Juan de Fuca Land Use Bylaw No. 2040. The property is adjacent to Otter Point Road to the north and west, ALR properties to the north, west and south, and Crown and Rural (A) zoned land to the east. King Creek flows through the rear of the property and is designated as a Watercourses and Wetlands development permit area in the Otter Point Official Community Plan, Bylaw No. 3819.

The property was created by subdivision in 1979 and a building permit was issued in 1980 for a single-family dwelling on the AG portion of the property. The permit lapsed in 1987 and was never completed. In addition to the dwelling, there are various sheds and stables on the property. The Rural A portion of the property is currently vacant; however, three additional dwellings are permitted to be constructed within that zone. The property is serviced by a septic system and groundwater well, and is within the Otter Point fire protection service area.

The owners are proposing to register a building strata in three phases, and have applied to CRD for approval to convert the existing single-family dwelling to strata under Section 242 of the *Strata Property Act* (Appendix B).

## ALTERNATIVES

The Land Use Committee recommends to the Capital Regional District Board:

1. That Building Conversion Strata BC000024, for Lot A, Section 11, Otter District, Plan 33095, to obtain individual title for two single-family dwellings as part of phase 1 of the Proposed Phased Building Strata shown on the Plan prepared by Summit Land Surveying, dated December 2, 2020, be approved subject to the following conditions:
    i. Submission of a Qualified Professional's report to confirm that the existing dwelling substantially complies with the *BC Building Code* and describe the life expectancy and projected major increases in maintenance costs due to the condition of the building;
    ii. Completion of a building permit for the existing dwelling;
    iii. Completion of any building permits and development permits required for the existing accessory buildings;
    iv. Submission of a Qualified Professional's report confirming completion of the improvements to the existing domestic groundwater as outlined in the report prepared by Wellmaster Pumps and Water Systems Ltd., dated July 19, 2020, and certifying that well complies with the *Groundwater Protection Regulation*;
    v. Submission of proof of a potable water supply for the proposed dwelling;
    vi. Confirmation that the subject property can accommodate a sewerage system or systems that meet the requirements of the *Sewerage System Regulation*, for proposed phased strata;

vii. Substantial completion of a second dwelling on the subject property, as confirmed by CRD Chief Building Inspector, to form part of phase 1 of the proposed phased building strata as identified on the survey prepared by Summit Land Surveying dated December 2, 2020;

viii. The submission of a final survey plan for endorsement by the General Manager, Planning & Protective Services Department.

2. That Building Conversion Strata BC000024 be denied.

3. That the application be referred back to staff for more information.

## LEGISLATIVE IMPLICATIONS

Section 242 of the *Strata Property Act* establishes the CRD Board as the approving authority for conversion of previously occupied buildings to strata and requires that approval shall only be granted if the building(s) substantially comply with the applicable bylaws of the Regional District and the *BC Building Code*.

The Capital Regional District (CRD) Land Use Committee Bylaw No. 3166 gives powers to the Committee to make recommendations to the CRD Board on applications for the conversion of previously occupied buildings to strata. Juan de Fuca Development Fees and Procedures Bylaw No. 3885 and the Juan de Fuca Building Conversion to Strata Application Policy outline application requirements for building conversions to strata.

## PUBLIC CONSULTATION IMPLICATIONS

Bylaw No. 3885 does not require public notification of the application; however, at any time during the building conversion strata application process, the Board may refer the application to any agency or organization for their comments and suggestions. Notice of the Land Use Committee meeting and CRD Board meeting are posted on the CRD website.

## LAND USE IMPLICATIONS

The eastern portion of the property is designated as Settlement Area 2 in the Otter Point Official Community Plan (OCP) and zoned Rural A. The Settlement Area 2 designation signifies that the predominant land use is rural residential and supports a 1 ha average lot size. The Settlement Area designation supports parcels with multiple dwellings constructed or building stratas registered prior to adoption of the OCP being considered for rezoning to permit subdivision to create the equivalent number of parcels that may not meet the average parcel size of 1 ha. However, since the dwellings have not yet been constructed, this policy does not apply; therefore, the only option available to create individual title is through a building conversion to strata. Affordable housing is encouraged and two-family and multiple-family dwellings are supported within the Settlement Area designation subject to the land use bylaw. The 1.5 ha Rural A zoned portion of the property permits the construction of up to three dwellings, which could be granted individual title through a building strata.

The western 1 ha portion of the property is designated as Rural Lands-Agricultural Land Reserve and is zoned Agriculture (AG). The Rural-ALR designation identifies that agriculture is the priority land use in the ALR and is encouraged. Development should be designed to minimize impacts on land, groundwater, vegetation and agricultural lands. Development of land adjacent to the ALR may be supported where the site will have minimal impact on the existing man-made and natural physical features of the area; and a buffer between the development and the ALR parcel should be considered. King Creek provides a natural buffer between the subject property and ALR land to the south and Otter Point Road separates the subject property from ALR lands to the north and west. Any development within 30 m of King Creek will require a development permit and a

*Riparian Areas Protection Regulation* (*RAPR*) report to identify a minimum natural buffer area for the protection of fish habitat.

The applicant wishes to pursue conversion of the previously occupied dwelling to strata prior to constructing the three additional dwellings.

CRD is the approving authority for conversion of previously occupied buildings, as outlined in the *Strata Property Act*. Section 242(6) of the *Strata Property Act* requires the approving authority to consider the following:

(a) the priority of rental accommodation over privately owned housing in the area,
(b) any proposals for the relocation of persons occupying a residential building,
(c) the life expectancy of the building,
(d) projected major increases in maintenance costs due to the condition of the building, and
(e) any other matters that, in its opinion, are relevant.

The Policy also outlines application requirements and evaluation criteria in more detail.

Rental accommodation: The Otter Point OCP encourages rural forms of affordable housing by supporting suites, manufactured homes, and two-family dwellings. Both the AG and Rural (A) zones permit construction of a secondary suite which could add to the available rental housing on the subject property, or it is possible that the dwelling units in the proposed strata may become available for rent. However, at the present time, only one unit exists and the strata form of tenure provides a mechanism by which the construction of additional units can be financed.

Relocation proposal: With respect to any proposals for relocation of current occupants of the dwelling, one of the property owners is living at 4090 Otter Point Road so no tenants would need to be relocated as a result of the strata conversion.

Life expectancy of the building and maintenance costs: The dwelling at 4090 Otter Point Road was constructed in the 1980s and never received a certificate of occupancy from CRD. The applicant has submitted an engineer's inspection report outlining that the existing house is in good condition (Appendix D). Staff recommend that a building permit be obtained for the existing dwelling and that a Qualified Professional's report be submitted confirming compliance with the *BC Building Code*, describing the life expectancy and outlining information about any projected major increases in maintenance costs. Building permits and development permits should also be obtained for the existing accessory buildings.

Other relevant matters: There is one existing domestic groundwater well on the property that was drilled in 1980. The applicant has obtained a report from Wellmaster Pumps & Water Systems Ltd., dated July 19, 2020, addressing the well performance and equipment evaluation (Appendix E). The report describes the well as having a low water level, and requiring improvements to bring its construction into compliance with current standards. A water quality analysis was not completed, but the water was observed to have discolouration. Staff recommend that the applicant obtain proof of a potable water supply and confirmation from a Qualified Professional that improvements have been completed to bring the well into compliance with standards in the *Groundwater Protection Regulation* of the *Water Sustainability Act*. If the owners propose to use one well to supply potable water to two or more dwelling units in the strata, a permit will be required for a water supply well in accordance with the *Drinking Water Protection Act*, through Island Health.

The applicant has provided a report from Complete Septic Solutions, dated December 10, 2020 (Appendix F), confirming that the existing Type 1, gravity sewerage system with traditional trench dispersal field is functioning as per design and that there appears to be no indication the system is incapable of handling the flow rates for the dwelling at 4090 Otter Point Road. Additional

dwellings to be constructed in the phased strata will require either new individual septic systems, or a common system, that complies with current regulatory requirements and agency standards.

Registration of phase one of the proposed building strata requires construction of a second dwelling on the property. Staff recommend that consideration of the strata conversion application be conditional on substantial completion of the new dwelling, as determined by CRD Building Inspection division. Approval of the phased strata is the authority of the Provincial Approving Officer who will determine timelines for construction of the dwelling units in phases two and three of the strata.

The *Strata Property Act* requires that approval of the building conversion to strata only be granted if the building(s) substantially comply with the applicable bylaws of the Regional District and the *BC Building Code*. As the existing dwelling and accessory buildings and related on-site services do not currently comply with CRD bylaws, staff recommend that the applicant provide a qualified professional's report certifying that necessary improvements to the buildings and on-site services have been completed and upgraded to meet current standards. In addition, staff recommend that consideration of approval of the application be subject to substantial completion of the second dwelling unit and submission of a final survey plan for endorsement by the General Manager, Planning & Protective Services Department.

## CONCLUSION

An application has been received to convert an existing dwelling to strata at 4090 Otter Point Road for the purpose of registering a phased building strata. The 2.5 ha property is split-zoned AG and Rural A, and a total of four dwellings are permitted. Staff recommend the applicant provide a qualified professional's report certifying that necessary improvements to the buildings and on-site services have been completed and upgraded to meet current standards. In addition, staff recommend that consideration of approval of the application be conditional on issuance of required building permits, substantial completion of the second dwelling unit and submission of a final survey plan.

## RECOMMENDATION

The Land Use Committee recommends to the Capital Regional District Board:

1. That Building Conversion Strata BC000024, for Lot A, Section 11, Otter District, Plan 33095, to obtain individual title for two single-family dwellings as part of phase 1 of the Proposed Phased Building Strata shown on the Plan prepared by Summit Land Surveying, dated December 2, 2020, be approved subject to the following conditions:
    i. Submission of a Qualified Professional's report to confirm that the existing dwelling substantially complies with the *BC Building Code* and describe the life expectancy and projected major increases in maintenance costs due to the condition of the building;
    ii. Completion of a building permit for the existing dwelling;
    iii. Completion of any building permits and development permits required for the existing accessory buildings;
    iv. Submission of a Qualified Professional's report confirming completion of the improvements to the existing domestic groundwater as outlined in the report prepared by Wellmaster Pumps and Water Systems Ltd., dated July 19, 2020, and certifying that well complies with the *Groundwater Protection Regulation*;
    v. Submission of proof of a potable water supply for the proposed dwelling;
    vi. Confirmation that the subject property can accommodate a sewerage system or systems that meet the requirements of the *Sewerage System Regulation*, for proposed phased strata;

vii. Substantial completion of a second dwelling on the subject property, as confirmed by CRD Chief Building Inspector, to form part of phase 1 of the proposed phased building strata as identified on the survey prepared by Summit Land Surveying dated December 2, 2020;

viii. The submission of a final survey plan for endorsement by the General Manager, Planning & Protective Services Department.

| | |
|---|---|
| Submitted by: | Iain Lawrence, MCIP, RPP, Manager, Juan de Fuca Community Planning |
| Concurrence: | Kevin Lorette, P.Eng., MBA, Acting Chief Administrative Officer |

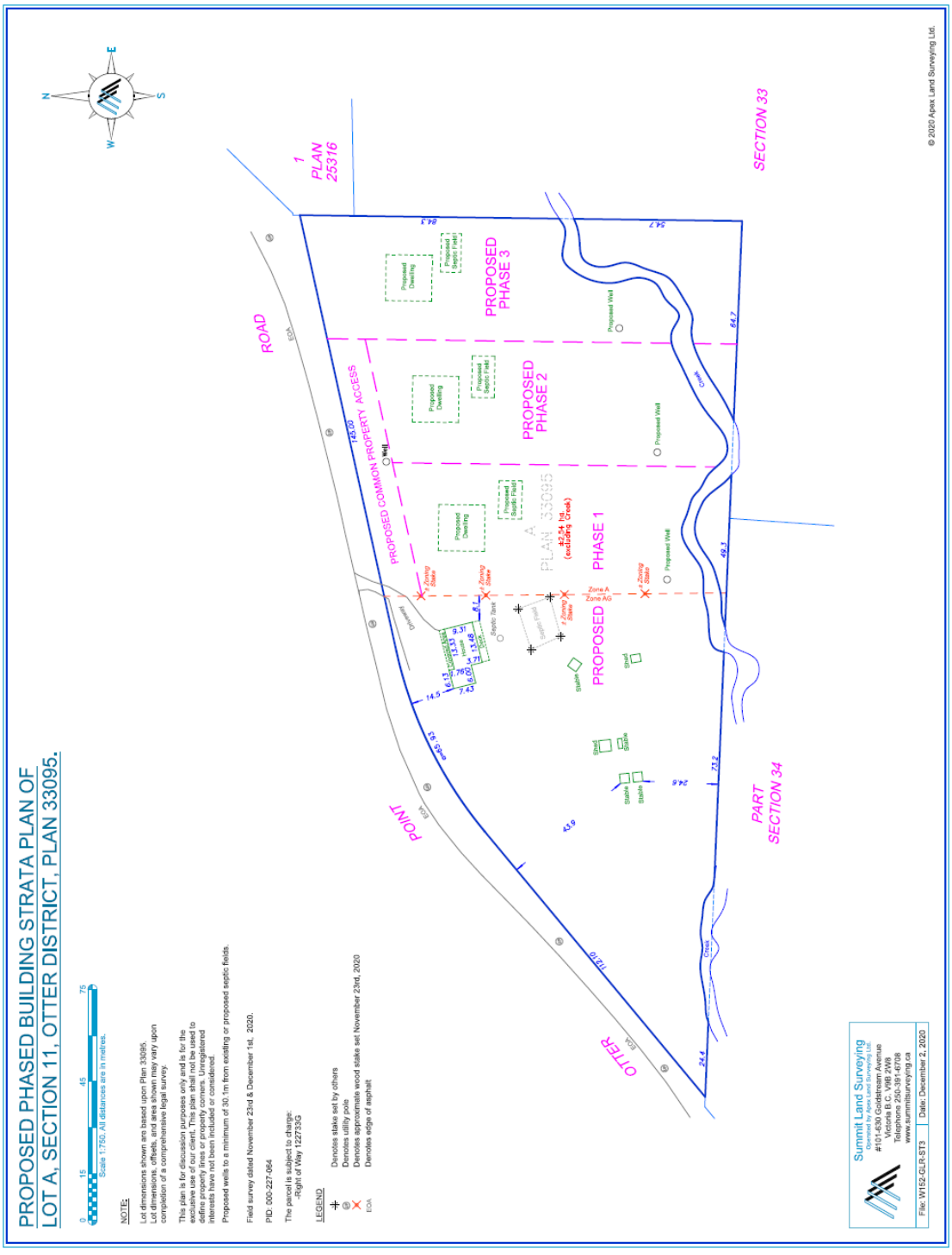
## ATTACHMENTS

Appendix A: Subject Property Map
Appendix B: Proposed Phased Building Strata Plan
Appendix C: Scott Engineering Inc. Report
Appendix D: Wellmaster Pumps & Water Systems Ltd. Report
Appendix E: Complete Septic Solutions Report

Appendix A: Subject Property Map



Appendix B: Proposed Survey Plan



Appendix C: Scott Engineering Inc. Report

**SCOTT ENGINEERING INC**

Email: scottengineering@shawcable.com

3148 ANTROBUS CRESCENT, COLWOOD, BC V9B 5P5 TEL: 250-391-8682

ON-SITE INSPECTION REPORT ☒ CONSULTING REPORT: ☐

PROJECT: [redacted] DATE INSPECTED: July 15/20

LOCATION: 4090 OTTER POINT RD

ON SITE REVIEW OF THE EXISTING HOUSE CONDITIONS

- ENGINEERED TRUSSES — GOOD CONDITION AND NO MODIFICATIONS
- UPPER FLOOR — THE HOUSE IS IN GOOD CONDITION. NO MAJOR DRYWALL CRACKING OF DISPLACEMENT ISSUES.
  - THE UPPER FLOOR HAS NOT BEEN RENOVATED FROM THE ORIGINAL PLANS.
- LOWER FLOOR — THE LOWER FLOOR HAS BEEN FINISHED INSIDE. THE ORIGINAL POST AND BEAM STRUCTURE DOES NOT LOOK TO HAVE BEEN MODIFIED
  - THERE ARE NO MAJOR CRACKS OR CONCERNS WITH THE DRYWALL
- FOUNDATION — THE FOUNDATION LOOKS TO BE IN GOOD CONDITION.

* - OVERALL THE HOUSE IS IN GOOD CONDITION AND HAS NOT BEEN STRUCTURALLY MODIFIED FROM THE ORIGINAL PLAN.

PROFESSIONAL ENGINEER PROVINCE OF BRITISH COLUMBIA J. G. SCOTT # 23085

July 15/20

Page 1 of 1

INSPECTED BY: John Scott
SCOTT ENGINEERING INC.

**INSPECTION IS LIMITED TO STRUCTURAL CONTENT ONLY DIMENSIONS AND LOCATION ARE THE RESPONSIBILITY OF THE CONTRACTOR.**

Appendix D: Wellmaster Pumps & Water Systems Ltd. Report

Wellmaster Pumps & Water Systems Ltd.
Well Pumps & Water Treatment Solutions

ABC Water Systems

July 19, 2020

Attention: [redacted]

Re: 4090 Otter Point Rd. Well Pump Test & Equipment Evaluation

[redacted]

On July 14, 2020, a service technician from Wellmaster Pumps and Water Systems Ltd. was dispatched to 4090 Otter Point Rd. as per your request to perform a well performance and equipment evaluation for a potential real estate sale. The technician arrived to find the water system consists of a drilled well located in the upper field to the left of the house. The well depth is reported to be 125 feet and has a ¾ hp pump motor and is set on Deepset PVC pipe. The well was pumped for a period of 20 minutes at an average rate of 6 US gallons / min producing an estimated 120 US gallons of water. At that time the well pump was shut off by the pump protection module (Pumptec QD) due to low water level. 4 Staged recoveries were then performed and a well in flow rate is estimated at 0.9 US gallons / min. The water was a murky orange color throughout the test. Samples were NOT taken for Bacterial and Mineral analysis to MB Labs in Sidney BC. The following observations and recommendations were noted.

Observations / Recommendations.

- The buried wire leading to the well looks to be #14 gauge wire and is under sized for this horse power motor.
- There is a 20/40 pressure switch installed on the pressure tank.
- There is a galvanized nipple and coupler at the pressure tank. Galvanized fittings tend to corrode and cause failures in the future.
- The pressure tank is a Red Lion brand that has 12 psi charge pressure. This pressure should be increased to 2 – 5 psi below the pressure switch cut in pressure.
- The control box and pressure switch have exposed wires and should be repaired.
- The wellhead is covered with a tarp and fibreglass insulation. It is recommended to clean this up as it can lead to well water contamination.
- There is no water treatment or disinfection seen at this time.

In summary the well ran dry in a noticeably short period and the water produced was NOT clear.

Wellmaster Pumps does not certify nor warrant these results. These results are based on years of experience in the groundwater industry and a visual and performance examination of the well equipment. Please consider these results can and will be affected by seasonal changes, geologic events, industrial occurrences, and population growth in the area.

Kindest Regards

Chris Dutnall
Wellmaster Pumps.

Phone 1-877-474-5755 Box 221, Cobble Hill BC. V0R1L0 admin@wellmasterpumps.com

Appendix E: Complete Septic Solutions Report

# *Complete Septic Solutions*

1793 York Ridge Place, Victoria, BC V9B 6E5 (250) 880-0810

December 10, 2020

4090 Otter Point Road
Sooke, BC. V9Z 0K2
PID: 000-227-064
Folio: 762.16070.100
Plan VIP33095

To Whom It May Concern:

I performed an inspection of the sewerage system for the property at 4090 Otter Point Road. Upon inspection I found that there were no signs of failure in the system. The system is working fine. The sewerage system is a type 1, gravity system with a traditional trench dispersal field. The soils are sandy loam, and course sands. There are no signs of over load. The system is functioning as per design. There appears to be no indication that the system is incapable of handling the flow rates of its respective existing dwelling.

I hope this letter is sufficient to enable the owners to proceed with their strata conversion and future building permits. If there are any questions and/or concerns please contact me.

Sincerely,

Dave Gardiner
R.O.W.P., OW0285



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**Minutes of a Meeting of the Juan de Fuca Land Use Committee**
**Held Tuesday, February 16, 2021, at the Juan de Fuca Local Area Services Building**
**3 – 7450 Butler Road, Otter Point, BC**

---

**PRESENT:** Director Mike Hicks (Chair), Stan Jensen (EP), Vern McConnell (EP), Roy McIntyre (EP), Dale Risvold (EP), Sandy Sinclair (EP)
**Staff:** Iain Lawrence, Manager, Community Planning (EP); Wendy Miller, Recorder (EP)
**ABSENT:** Ron Ramsay
**PUBLIC:** 2 EP

EP – Electronic Participation

The meeting was called to order at 7:07 pm.

**1. Approval of the Agenda**

At this time, it was advised that the applicant for Radio Communication and Broadcasting Antenna Systems Application LP000020 for 7908 West Coast Road has requested that consideration of the application be withdrawn from the February 21, 2021 Juan de Fuca Land Use Committee meeting agenda.

**MOVED** by Sandy Sinclair, **SECONDED** by Roy McIntyre that the agenda be approved, as amended to strike consideration of application LP000020.

**CARRIED**

**2. Approval of the Supplementary Agenda**

No supplementary items.

**3. Adoption of Minutes from the Meeting of January 19, 2021**

**MOVED** by Vern McConnell, **SECONDED** by Roy McIntyre that the minutes from the meeting of January 19, 2021, be adopted. **CARRIED**

**4. Chair's Report**

No report.

**5. Planner's Report**

No report.

**6. Building Conversion to Strata Application**

**a) BC000024 – Lot A, Section 11, Otter District, Plan 33095 (4090 Otter Point Road)**

Iain Lawrence spoke to the staff report and the application to convert a single-family dwelling to strata at 4090 Otter Point Road for the purpose of registering a phased building strata.

Iain Lawrence highlighted the subject property map, zoning boundaries and proposed phased strata plan and outlined Section 242(6) of the *Strata Property Act*, which provides considerations for approving conversion of previously occupied buildings.

Iain Lawrence responded to questions from the LUC advising that:

- while the CRD is the authority for approving the previously occupied building conversion to a strata, the Ministry of Transportation and Infrastructure is the approving authority for a phased strata
- a building permit was issued in 1980 for a single-family dwelling on the Agricultural zoned portion of the property and the permit lapsed in 1987
- a condition of approval is a submission of a Qualified Professional's report to confirm that the existing dwelling substantially complies with the *BC Building Code*

Iain Lawrence confirmed that the applicants were in attendance.

**MOVED** by Sandy Sinclair, **SECONDED** by Vern McConnell that the Land Use Committee recommends to the Capital Regional District (CRD) Board:

1. That Building Conversion Strata BC000024, for Lot A, Section 11, Otter District, Plan 33095, to obtain individual title for two single-family dwellings as part of phase 1 of the Proposed Phased Building Strata shown on the Plan prepared by Summit Land Surveying, dated December 2, 2020, be approved subject to the following conditions:
    i. Submission of a Qualified Professional's report to confirm that the existing dwelling substantially complies with the *BC Building Code* and describe the life expectancy and projected major increases in maintenance costs due to the condition of the building;
    ii. Completion of a building permit for the existing dwelling;
    iii. Completion of any building permits and development permits required for the existing accessory buildings;
    iv. Submission of a Qualified Professional's report confirming completion of the improvements to the existing domestic groundwater as outlined in the report prepared by Wellmaster Pumps and Water Systems Ltd., dated July 19, 2020, and certifying that well complies with the *Groundwater Protection Regulation*;
    v. Submission of proof of a potable water supply for the proposed dwelling;
    vi. Confirmation that the subject property can accommodate a sewerage system or systems that meet the requirements of the *Sewerage System Regulation*, for proposed phased strata;
    vii. Substantial completion of a second dwelling on the subject property, as confirmed by CRD Chief Building Inspector, to form part of phase 1 of the proposed phased building strata as identified on the survey prepared by Summit Land Surveying dated December 2, 2020;
    viii. The submission of a final survey plan for endorsement by the General Manager, Planning & Protective Services Department.

**CARRIED**

## 7. Adjournment

The meeting adjourned at 7:15 pm.

_____
Chair

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**REPORT TO HOSPITALS AND HOUSING COMMITTEE**
**MEETING OF WEDNESDAY, MARCH 03, 2021**

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**SUBJECT** **Housing Needs Report Regional Project**

## ISSUE SUMMARY

Receipt of an information report confirming the completion of the Regional Housing Needs Report Regional Project according to the terms of the Union of BC Municipalities (UBCM) Grant Program Requirements.

## BACKGROUND

In 2018, the Provincial Government passed *Bill 18 – 2018: Local Government Statutes (Housing Needs Reports) Amendment Act, 2018*, which requires local governments to develop housing needs reports every five years.

To support municipalities and electoral areas in completing these reports, funding has been made available as grants through a UBCM program. The program is structured to reflect the planning areas for which local governments are required to complete housing needs reports: municipalities, electoral areas and local trust areas (within the Islands Trust). Funding is scaled based on the net population of the planning area and regional projects are possible where municipalities and electoral areas agree to work together.

Through the Development Planning Advisory Committee (DPAC), Capital Regional District (CRD) confirmed the participation of 11 local government authorities in a regional project through which the CRD would work with the participating local governments to manage a consulting contract to complete the respective Housing Needs Reports. These municipalities are listed in Appendix A. The remaining four municipalities completed independent projects in conjunction with other planning efforts already underway in their respective jurisdictions.

At its September 4, 2019 meeting, the CRD Board approved a resolution supporting a CRD application for a UBCM grant to support the initiative. Following this, to support the grant application requirements, the council or trust committee for each of the 11 participating local authorities passed resolution supporting its participation in the regional project. In January 2020, the CRD was informed that it had been approved for a grant of up to $150,000 to support the regional project.

Working through DPAC and a Project Management Committee made up of participating local authorities, the CRD facilitated a Request for Proposal process through which Urban Matters was chosen to complete the project. Urban Matters completed 11 separate Housing Needs Reports, one for each jurisdiction.

In accordance with the requirements of the grant program, each of the local authorities have received the reports at their respective council or committee levels and links to all 11 reports will appear on the CRD website, making the reports available to the public.

CRD staff is in the process of compiling a final report to submit to UBCM to support the CRD receiving the remainder of the grant amount.

## ALTERNATIVES

*Alternative 1*
The Hospitals and Housing Committee recommends to the Capital Regional District Board:
That the Housing Needs Report Regional Project be received for information.

*Alternative 2*
That the Housing Needs Report Regional Project report be referred back to staff for additional information based on Hospitals and Housing Committee direction.

## IMPLICATIONS

*Intergovernmental Implications*
As a recipient of the UBCM grant, the CRD is required to report the completion of the project to its elected authority and to monitor and ensure that the elected bodies for each participating local area government receives its completed Housing Needs Report. The CRD has received confirmation from all participating local governments that their local councils or committees have received their respective reports.

## CONCLUSION

The CRD's leadership of this regional project provided the opportunity for 11 local area governments to collaborate in a cost effective approach to complete their respective Housing Needs Reports. The project completed under budget and provided documents through which each community can meet the requirements of the provincial legislation.

## RECOMMENDATION

The Hospitals and Housing Committee recommends to the Capital Regional District Board:
That the Housing Needs Report Regional Project be received for information.

| | |
|---|---|
| Submitted by: | Don Elliott, MUP, Senior Manager, Regional Housing |
| Concurrence: | Kevin Lorette, P. Eng., MBA, General Manager, Planning & Protective Services |
| Concurrence: | Robert Lapham, MCIP, RPP, Chief Administrative Officer |

## ATTACHMENT

Attachment: Appendix A - Housing Needs Report

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**Appendix A**

# Housing Needs Reports Project

## Summary of Activities

In 2018, the Provincial Government passed *Bill 18 – 2018: Local Government Statutes (Housing Needs Reports) Amendment Act, 2018* which required local governments to develop housing needs reports on a regular basis. The reports are intended to strengthen the ability of local governments to understand what kinds of housing are most needed in their communities, and help inform the development and implementation of official community plans and regional growth strategies.

In 2020, the Capital Regional District (CRD) received a grant of $150,000 from the Union of BC Municipalities (UBCM) Housing Needs Reports Program to support 11 municipalities and electoral areas in creating reports that meet the provincial requirements.

The project was facilitated through Regional Housing and supported by the Development Planning Advisory Committee (DPAC).

Through a Request for Proposal process, Urban Matters was chosen as the successful consultant to complete 11 distinct Housing Needs Reports for each participating local government. The consultants analyzed, summarized and organized data provided by the Province, added data where necessary and completed engagement with key stakeholders.

Staff from each local authority was responsible for working with the consultant to finalize each report and facilitate its presentation to the local government's governing body.

## Results

The project was completed under budget and each completed report can be viewed by clicking the links below. The date each local government received their respective reports is also shown below. This meets grant program requirements and a final report is being prepared for submission to UBCM.

Township of Esquimalt - November 9, 2020
District of Central Saanich - November 16, 2020
District of Highlands - November 16, 2020
District of Saanich - November 16, 2020
Salt Spring Island - November 26, 2020
City of Victoria - December 3, 2020
District of North Saanich - December 7, 2020
City of Langford - December 7, 2020
City of Colwood - December 14, 2020
Juan de Fuca Planning Area - January 13, 2021
District of Metchosin - February 1, 2021

## Potential Future Collaboration

Through engagement with DPAC, all local government entities in the capital region have indicated the desire to collaborate on the ongoing updating of these reports and develop a sustainable and accessible data reporting approach to housing information in the region.

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**REPORT TO REGIONAL PARKS COMMITTEE**
**MEETING OF WEDNESDAY, FEBRUARY 24, 2021**

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**SUBJECT** **Regional Parks – Strategic Plan**

## ISSUE SUMMARY

To present an update on the renewal of the 2012-2021 Regional Parks Strategic Plan, approved by the Capital Regional District (CRD) Board in 2012 for a 10-year term.

## BACKGROUND

The development of the current Strategic Plan was initiated in 2009 to replace the CRD Parks Master Plan that had been in effect since 2000. The project was staff supported but primarily led by a volunteer Citizens Advisory Panel and included engagement with stakeholders, the public, government, First Nations and other park agencies.

The Strategic Plan continues to be a well-used reference document, providing ongoing guidance and remains useful as a "roadmap" for the Regional Parks Division. The vision, mission and goals outlined in the Strategic Plan considered many of the trends, challenges and protected area values that are still relevant today. With respect to plan implementation since 2012, six strategic priorities and 26 associated actions were identified. Of the 26 strategic actions outlined in the document, 22 actions are ongoing, three have been completed, and one has yet to be initiated (i.e., developing an outdoor recreation strategy).

Since the publication of the plan, many things have changed. For example, the CRD is now part of a national movement toward Reconciliation with Canada's Indigenous peoples, and envisions strong relationships with First Nations across the region based on trust and mutual respect, partnerships and working together on shared goals. Park acquisitions have added over 300 hectares to the system since 2010, and many more acquisitions are anticipated over the next decade, as the Land Acquisition Fund has been renewed until 2029.

Current management challenges include pressures of increased visitation and striving for sustainable service delivery. Large capital-intensive critical assets, such as bridges, trestles and dams, require ongoing inspections and maintenance and, in some cases, extensive rebuilds. The regional trail system continues to expand, with the third of the five phases of the E&N Rail Trail to be completed by May of 2021.

The CRD has recognized the importance of the Strategic Plan and the fact that its term ends in 2021, by including Initiative 6a-1 in the 2019-2022 Corporate Plan as both a Board and Corporate Priority. It directs staff to *Ensure appropriate funding for parks & trails infrastructure, improvements & maintenance by updating the Regional Parks Strategy with consideration to ecological, recreation & reconciliation principles, land acquisition capacity, & expanded partnerships with First Nations & parks user groups*.

Staff will commence a review and update process in the fall of 2021 and submit an updated plan to the Board for consideration in 2022.

## ALTERNATIVES

*Alternative 1*

The Regional Parks Committee recommends to the Capital Regional District Board:

That staff report back on a plan to review and update the Regional Parks Strategic Plan.

*Alternative 2*

That that this report be referred back to staff for more information.

## IMPLICATIONS

*Alignment with Board & Corporate Priorities*

Updating the strategic plan will be in alignment with current Board priorities. Efforts to work closer with First Nations during this project would help achieve Priority Initiative 6a-1 in the 2019-2022 Corporate Plan, which directs staff to *Undertake engagement with First Nations regarding greater collaboration and parks management.*

*Alignment with Existing Plans & Strategies*

An updated Strategic Plan will reflect outcomes from the newer CRD plans, reports and strategies, such as the Climate Action Plan, the Regional Transportation Plan, the First Nations Task Force Report, the Land Acquisition Strategy, Regional Trails Management Plan and other completed regional parks management plans.

Notably, completing a Regional Parks Outdoor Recreation Strategy, as directed in the Strategic Plan has yet to be developed. In lieu of this work, additional emphasis will be placed on providing more management direction for outdoor recreational pursuits in an updated Strategic Plan.

*Environmental & Climate Implications*

The Strategic Plan is the umbrella guiding document for Regional Parks, which forms more than half of the capital region's formally protected areas and regional trails. This system is key in helping to achieve the region's climate action active transportation goals. These goals will be considered during the plan update. An updated plan could also provide better direction on navigating the balance and potential competing interests between conservation and recreation, in light of increasing visitation.

*Social Implications*

The regional parks and trails system facilitates healthy lifestyles and wellbeing, providing access to nature, recreation and opportunities for active transportation.

There will be coordination with other major CRD engagement initiatives planned for 2021/2022 to maintain clear communication with the public and manage staff workloads. There will be engagement with First Nations, municipalities and electoral areas, stakeholder groups and citizens of the CRD. The planning process itself will facilitate stronger relationships and partnerships to support plan implementation and system management. A detailed project and public engagement plan will be developed this Spring and be presented to the Parks Committee later in 2021.

*Service Delivery Implications*

Staff are committed to other multi-year projects underway in 2021 and 2022, such as park management planning for East Sooke, Mount Work, Matheson Lake and Roche Cove regional parks. Retaining consultants to undertake some activities of this work will be required. This particular planning initiative has been deferred by six months to accommodate public engagement on the Regional Trails Widening Study, as directed by the Board.

*Financial Implications*

Over and above staff time to provide project management and internal functions, such as project oversight and plan reviews, additional financial considerations include fees for consultants, advertising, facility rental and honorariums. The costs will be covered by the Regional Parks core budget and any additional funding will be determined and brought forward as part of the 2022 budget process.

*Intergovernmental Implications*

In addition to public consultation, there will be engagement with First Nations, municipalities and electoral areas. This is an opportunity to build awareness, ownership, and advocacy for the plan, as well as to strengthen relationships. The planning process will be an opportunity to advance the CRD's reconciliation initiatives, including dialogue with First Nations regarding their interests within the regional parks system.

*Regional Growth Strategy Implications*

Regional parks and regional trails aspects such as: ecosystem and human health protection and improvements; climate change mitigation and adaptation; parkland acquisition; and regional trail network expansion are elements of the 2018 CRD Regional Growth Strategy (RGS).

An updated plan will be better aligned with the vision and objectives of the RGS. Action items could outline ways to support achieving RGS targets, such as realizing the Sea-to-Sea Green/Blue Belt or completing the regional trail network.

## CONCLUSION

The 2012-2021 Regional Parks Strategic Plan sets the strategic direction for the regional parks service; however, its term ends in 2021. Staff will commence a Strategic Plan review and update project in 2021, and submit an updated plan to the Parks Committee for consideration in 2022. Regional Parks will further develop a detailed project and engagement plan and present later in 2021 as an update to the Committee.

## RECOMMENDATION

The Regional Parks Committee recommends to the Capital Regional District Board:

That staff report back on a plan to review and update the Regional Parks Strategic Plan.

| | |
|---|---|
| Submitted by: | Jeff Leahy, RPF, Senior Manager, Regional Parks |
| Concurrence: | Larisa Hutcheson, P.Eng., General Manager, Parks & Environmental Services |
| Concurrence: | Robert Lapham, MCIP, RPP, Chief Administrative Officer |

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**REPORT TO REGIONAL PARKS COMMITTEE**
**MEETING OF WEDNESDAY, FEBRUARY 24, 2021**

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**SUBJECT** **Initial Engagement Reports for the Mount Work, East Sooke, Matheson Lake and Roche Cove Regional Parks Management Plans**

## ISSUE SUMMARY

To summarize and present highlights of the initial round of public engagement for the development of management plans for Mount Work, East Sooke, Matheson Lake and Roche Cove regional parks.

## BACKGROUND

In May 2020, the Capital Regional District (CRD) Board provided approval for Regional Parks to initiate three park management planning processes for four regional parks (Mount Work, East Sooke and Roche Cove/Matheson Lake). Project descriptions and engagement plans for each of these management planning processes were provided to the Board in June 2020 and the projects were started shortly thereafter.

The objectives of engagement are to inform people about the park management planning process, to seek input and information and to discuss various interests and ideas about how these lands are to be managed. Two rounds of engagement opportunities are scheduled as part of the preparation of these park management plans. The first round of engagement occurred between June and November 2020. First Nations, government agencies, stakeholders and the public were notified of opportunities for engagement by way of letter, email, advertising and social media. Online surveys were available for at least four weeks.

Initial Engagement Reports have been prepared for Mount Work (Appendix A), East Sooke (Appendix B) and Matheson Lake and Roche Cove (Appendix C) that summarize the engagement steps and key input received for the first round.

### Mount Work

The Malahat, Pauquachin, Tsartlip, Tsawout and Tseycum First Nations were notified and provided information by letter of the project and were invited to participate in the planning process. Two meetings and a site visit were held with the W̱SÁNEĆ Land Use Committee to date that included representatives from the Tsartlip, Tsawout and Tseycum communities. Continued participation is expected as the planning work continues. Input was also provided by staff of eight government agencies. Internal CRD engagement is occurring with Environmental Resource Management staff related to Hartland Landfill activities and solid waste management planning. Additional information regarding engagement with the mountain biking community will be presented with the Solid Waste Management Plan public engagement report, scheduled to be presented to the Environmental Services Committee at its April meeting. Approximately 1,175 people engaged with the CRD in this initial public participation phase through online comment forms, emails/phone calls, interviews and small group meetings.

In general, some of the key themes heard through the engagement process included:

- the diversity of recreational opportunities is appreciated (from swimming or fishing at a lake, to the challenge of hiking or mountain biking in Mount Work's terrain, to horseback riding)
- protection of ecosystems, species at risk and nature is an important aspect of the park for many people
- acknowledging, honouring and working with First Nations is desirable
- the park provides for health – human health and nature's health
- more and updated mountain biking opportunities are desired
- there are various issues that need to be considered and addressed (including unsanctioned trail building, conservation needs, parking, trespass on private lands and conflicting desired experiences/attitudes)

**East Sooke**

Initial conversations have taken place with T'Sou-ke and Sc'ianew First Nations and the CRD is looking forward to further dialogue and to building stronger relationships with these communities. Meetings were held with three local government agencies and two provincial ministries. Twelve interviews were conducted with stakeholder groups representing local conservation, recreation or service delivery interests in the parks. One on-site meeting was held with local residents with an interest in park access. In total, 813 online survey responses and 14 written comments were received from residents and interest groups.

In general, some of the key themes heard through the engagement process included:

- the park is highly valued by virtually all respondents as a rugged, pristine and vast wilderness area close to Victoria; many consider it the "gem" of the regional parks system
- most respondents don't want the park to be commercialized or overdeveloped
- many respondents are concerned about the increasing number of people using the park and the impacts of this use on the natural environment and the visitor experience
- a large number of respondents expressed concern about the parking situation at Aylard Farm and the difficult access along Becher Bay Road up to the park entrance
- comments about dog management in the park were mixed; 40 respondents spoke favourably about dogs and support maintaining the current under-control policy, while 133 respondents spoke negatively about dogs and support increased regulation of dogs in the park
- the majority of respondents are satisfied with the existing trail system and recreational offerings, while some respondents want new recreational activities considered
- there is strong support for improving trail signage, park mapping and cell coverage in the park to assist with general orientation and for emergency response
- many respondents want to learn more about First Nations culture and history in the park and to ensure that vulnerable cultural heritage features are secured and protected

**Matheson Lake and Roche Cove**

Initial conversations have taken place with T'Sou-ke and Sc'ianew First Nations and the CRD is looking forward to further dialogue and to building stronger relationships with these communities. Meetings were also held with seven government agencies. Two interviews were conducted with stakeholder groups holding a park-related tenure or agreement, and eight interviews were held with stakeholder groups representing local conservation, recreation or service delivery interests in

the parks. Agencies with specific expertise also provided information relevant to the park management planning process. Additionally, 495 online survey responses and 17 written comments were received from the public and interest groups.

In general, some of the key themes heard through the engagement process included:

- the parks are valued for being pristine and wild
- concern that increased visitation is affecting park values and facilities (parking, washrooms)
- erosion/drainage issues and invasive species removal should be addressed
- important cultural heritage should be highlighted
- the parks are accessible to a broad range of abilities and to the local community
- although the level of recreational opportunities is seen as appropriate, there is a desire for improved access to the lake, continued equestrian access, recognition of rock climbing areas and for mountain biking trails
- conflicts between users (cyclists, dog walkers) are primarily occurring on the Galloping Goose
- additional signage is needed to improve safety, emergency response and compliance

## CONCLUSION

The initial engagement phase allows an opportunity for interested parties and stakeholders to provide input at the onset of the planning process. This is important because it provides the CRD with information and insight into what is working well in the parks, what issues may need to be addressed and what people envision for the long-term direction of the parks. In order to achieve the highest degree of public support possible, the work of obtaining preliminary feedback, analyzing comments and addressing interests are important for the next step of developing draft management plans. When draft plans are completed, they will be brought to the Regional Parks Committee and the CRD Board and, subject to Board direction, a second round of public engagement will occur.

## RECOMMENDATION

The Regional Parks Committee recommends to the Capital Regional District Board:

That this report be received for information.

| | |
|---|---|
| Submitted by: | Jeff Leahy, RPF, Senior Manager, Regional Parks |
| Concurrence: | Larisa Hutcheson, P.Eng., General Manager, Parks & Environmental Services |
| Concurrence: | Robert Lapham, MCIP, RPP, Chief Administrative Officer |

## ATTACHMENTS

Appendix A: Mount Work Regional Park – Management Plan Initial Engagement Report
Appendix B: East Sooke Regional Park – Management Plan Initial Engagement Report
Appendix C: Matheson Lake and Roche Cove Regional Park – Management Plan Initial Engagement Report

APPENDIX A

# Mount Work Regional Park

## Management Plan Initial Engagement Report

Capital Regional District | February 2021



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# Executive Summary

The Capital Regional District (CRD) Board initiated three regional park management planning processes in May 2020 for East Sooke, Mount Work, and Matheson Lake/Roche Cove regional parks. The project scope and engagement process for the Mount Work Management Plan were provided to the Board in June 2020 and the project was started thereafter.

Notification letters and emails were sent out between June and September 2020 to Malahat, Pauquachin, Tsartlip, Tsawout and Tseycum First Nations, District of Highlands, District of Saanich, the Juan de Fuca Electoral Area, federal and provincial government agencies with interests in Mount Work, key stakeholders and interest groups, park neighbours, Camosun College and University of Victoria Student Societies.

Two meetings were held with the W̱SÁNEĆ Land Use Committee, including representatives from Tsartlip, Tsawout and Tseycum Nations. In addition, a site visit was held with participation from the Land Use Committee, a cultural worker, and representatives of PEPÁḴEN̲ HÁUT, a society whose mandate includes providing participatory education opportunities about traditional and healthy food systems and restoration and revitalization of native ecosystems in the W̱SÁNEĆ homelands. Although notified of the management planning process, with a follow-up by phone/email, Pauquachin and Malahat Nations did not engage in the process at this stage.

Discussions were held with representatives of Environment and Climate Change Canada (Ecological Gifts Program), the Canadian Forces Base Esquimalt (adjacent rifle range), BC Parks (adjacent Gowlland Tod Provincial Park), BC Ministry of Forest, Lands, Natural Resource Operations and Rural Development (responsible for lakes and fish stocking in Durrance Lake), The Land Conservancy of BC (holder of conservation covenants on two parcels in Mount Work), South Island Mountain Biking Society (agreement with CRD to manage trails in the designated mountain biking area), the Eccentrics hiking group and the Outdoor Club of Victoria, Capital Region Equestrians, and former property owners – the Kinghorn family. Together, 75 submissions were received from government, stakeholders, user/interest groups and the public through email, phone calls and meetings.

In addition, the public was invited to provide input through an online comment form available between September 14 and October 11, 2020. There were 1,114 respondents who provided initial input through the comment forms.

In total, these 1,189 submissions provided a vast number of individual comments. The eight open-ended questions in the comment form alone provided approximately 9,000 comments.

# 1.0 Introduction

The Mount Work Regional Park management planning process was initiated by the CRD Board in May 2020. As one of the first steps in the planning process, initial engagement began in June 2020 and ran through November 2020.

## 1.1 Purpose of Engagement

The purpose of engagement is to learn about the different interests and concerns of affected individuals and groups, and to seek input and ideas from people to help make informed decisions. Some goals of engagement included having two-way or multi-way discussions, building ongoing relationships, building understanding and trust, and helping produce plans that reflect organizational needs and public interests.

The initial engagement step allowed interested community members to actively contribute to the planning for a park, before the plan is written. Initial engagement is one of the early steps in the planning process and is used to gather traditional and local knowledge about the park, learn what is important to people, identify issues and seek a range of suggestions for what should be considered in developing the park management plan.

## 1.2 Limitations of Engagement

Typically, in any planning process, one can expect to get a wide breadth of interests and opinions expressed, including opinions at opposite ends of a spectrum and everything in between. Hence, not all input received will be reflected in the management plan. The input and suggestions help us understand differing interests, inform the discussions during the drafting of the management plan and, where appropriate, are used directly in the plan.

Given the COVID-19 pandemic in 2020, some limitations on the engagement process existed. For example, no public open houses or multi-interest workshops were held since large group gatherings were not permitted. A COVID-19 Safety Plan was developed to set out appropriate steps to be taken at any in-person engagement, such as small group meetings and pop-up booths. Modifications were made to limit the size of meetings, ensure adequate physical distancing among participants, use of masks, and appropriate pre-and post-session cleaning protocols. Increased effort was made to directly contact potentially interested individuals and groups, such as park neighbours and various interest groups to notify them of the process and how they could be involved. In this initial engagement phase, much more of the engagement was done through phone meetings, video calls, email conversations, and a limited number of one-on-one or small group meetings. In this case, 75 submissions of comments were gathered through these means, which is considerably more than in a typical (pre-pandemic) park management planning engagement process. Online participation through a comment form is a standard engagement practice that was not impacted by the COVID-19 limitations.

## 1.3 Who Was Engaged

Through the initial engagement process the following broad groups were contacted:

- First Nations
- Government agencies with interests in or near the park (federal, provincial, regional, local)
- Stakeholders with tenures, licensed, agreements, or permits relating to the park
- Key park user groups/interest groups
- Park neighbours
- Public

More specifically, in addition to the broad public engagement undertaken, five First Nations (Malahat, Pauquachin, Tsartlip, Tsawout and Tseycum Nations) and eight government departments or divisions (Environment and Climate Change Canada, Canadian Forces Base Esquimalt/Naden, BC Parks, BC Ministry of Forests, Lands, Natural Resources Operations and Rural Development, District of Highlands, District of Saanich, Juan de Fuca Electoral Area, and CRD's Environmental Resource Management Division) were contacted directly. The Land Conservancy of BC, South Island Mountain Bike Society and the Kinghorn family were contacted as key stakeholders with formal agreements with the CRD. Further, 17 user/interest groups were notified or contacted about the project, including hiking groups, mountain biking groups, equestrian groups, rock climbing/bouldering groups, fishing clubs, a fish stocking group, commercial permit holders and conservation groups.

# 2.0 Purpose of this Report

The purpose of this report is to summarize the initial engagement process and provide highlights of themes heard or key responses received.

# 3.0 The Engagement Process

The CRD typically uses a two-stage engagement process for park management planning processes. Initial engagement is used to inform the development of the plan and is undertaken before writing of the plan begins. A second phase of engagement is undertaken once a draft management plan is available. It seeks to gauge the level of support for the management plan and to determine if any changes are needed before the plan is provided to the CRD Board for approval.

## 3.1 Communications & Engagement Tools

A number of communication and engagement tools are used to inform, consult and involve people in the planning process. Some examples include correspondence (letters, emails), newsletters, advertising,

social media, website, surveys, comment forms, workbooks, meetings, open houses, workshops, in-person or digital discussions/forums and site visits. The following summarizes the flow of the initial engagement process and the tools used.

### 3.1.1. CRD website

A project webpage was established on the CRD website in June 2020 (www.crd.bc.ca/mtwork-plan). It provides information about the park, the planning process, includes a project newsletter which outlines different aspects of management planning and the stages and timeline for the project.

### 3.1.2. In-park signs/booths

In June 2020, management planning signs were placed at main access points in the park, outlining the project process and included the project webpage (Appendix A). Once the comment form was launched, posters were also put up at the four parking lots to alert park visitors of the opportunity to provide input (Appendix B). In addition, two pop-up booths were set up in the park in September 2020 as another means to inform park visitors of the planning process and the opportunity to provide comments online. One booth was located at the Ross Durrance Road parking lot and one at the Hartland parking lot. Sixty-four people stopped by the pop-up booths.

### 3.1.3. Correspondence

Letters were sent to five First Nations in June 2020 providing information about the project and inviting their involvement in the planning process. Letters were also sent to local governments within whose jurisdiction Mount Work rests and federal and provincial agencies based on their interests relating to the park (Environment and Climate Change Canada based on the fact that two parcels of Mount Work were acquired through the Ecological Gift Program, Department of National Defence (CFB Esquirmalt), which has an active rifle range adjacent to the park, BC Parks, which manages the adjacent Gowlland Tod Provincial Park) in July and August 2020. In August 2020, emails were sent to other key stakeholders and interest groups and in early September 2020, letters were sent to neighbours within 200m of the park to alert them to the park management planning project, invite their participation and notify them that a comment form would be available online in mid-September 2020 (Appendix C). Outreach to another government department (BC Ministry of Forests, Lands, Natural Resource Operations and Rural Development) and interest/user groups (Golden Rods and Reels, Victoria Fish and Game Club and Southern Vancouver Island Anglers Coalition) occurred over the fall of 2020, as these additional groups were identified as being key.

Follow up was conducted by phone, email, or in-person meetings with at least 20 of the government agencies, stakeholder groups and interest/user groups to prompt involvement and/or to seek answers to specific questions of interest relating to the park situation.

### 3.1.4. Newspaper advertising

Between September 10 and September 24, 2020, an ad was placed in six Black Press newspapers that are delivered free to regional households (Appendix D). An online ad was also placed in the *Times Colonist* on September 14, 2020, which had over 300,000 views.

### 3.1.5. Social media posts and advertising

Social media posts were made three times during the September-October 2020 public engagement timeframe on the CRD's Facebook and Twitter accounts. These posts directed readers to the project webpage to complete the online comment form. The posts went out to 3,607 followers on Facebook and 6,623 followers on Twitter.

Facebook ads were also used over two weeks, one in September 2020 and one in October 2020, to make the public aware of the opportunity to participate in the initial engagement process. The targeted demographic for these ads were people who lived in the capital region between the ages of 18-65+. The Facebook ads reached 12,039 people and, on average, they reached evenly across age groups and between genders. Analytics show that 405 people engaged (liked, shared, commented on post) and 338 clicked on the link to the project webpage.

In addition, the College Student Association and University of Victoria Student Association were contacted directly, as a means to engage youth, and both posted information about the project and the opportunity to participate through their social media and/or through key departments/course instructors.

### 3.1.6. Meetings and site visits

Several in-person or phone meetings were held with representatives of First Nations, government representatives and key stakeholder and interest groups, between July and November 2020, to gather more specific input. Specifically, two meetings were held with the W̱SÁNEĆ Land Use Committee and a site visit was held with participation from the committee, a cultural worker, and representatives of PEPÁ̱KE̱N HÁUT, a society whose mandate includes providing participatory education opportunities about traditional and healthy food systems, restoration and revitalization of native ecosystems in the W̱SÁNEĆ homelands.

CRD staff made an online presentation to the District of Highlands Committee of the Whole and met or discussed the project with Highlands staff, Juan de Fuca staff, and Saanich staff, BC Ministry of Forests, Lands, Natural Resource Operations and Rural Development staff.

Meetings and discussions were held with The Land Conservancy of BC staff (phone meeting/email), South Island Mountain Bike Society vice-president (in person/email), former landowners of two parcels that are now part of the park (in person/email), a representative of The Eccentrics hiking group (in person), Outdoor Club of Victoria (email) , the Nature Trails Society (email), Capital Region Equestrians representatives (in person/email), and Freshwater Fisheries Society (email/phone), among others.

All 75 written submissions and meeting notes were received through email, phone calls, interviews and meetings.

### 3.1.7. Online comment form

An online comment form was available through the project website for a month in September-October 2020 (Appendix E). A news release was sent out to the media and was picked up by multiple outlets such as Vibrant Victoria and the *Times Colonist*. The comment form sought public input and local knowledge on a variety of topics through 21 questions. In particular, input was requested about what is important to people at Mount Work, what the CRD's goals should be for the park, people's favourite destinations in the park, what issues need to be addressed through the management plan and opinions about different management tools and strategies. There were 1,114 completed comment forms received.

# 4.0 Highlights of What We Heard

The 1,189 submissions received through the initial engagement process led to a vast number of individual comments (nearly 1,200 people responded to 21 questions in the comment form and 75 further submissions, many of which include responses to 5-7 specific questions posed by staff). The eight open-ended questions in the comment form alone provided approximately 9,000 comments. This report will provide highlights of some of the key themes or responses heard. It is not intended to document all comments received.

## 4.1 First Nations

The WSÁNEĆ Leadership Council's Land Use Committee met with staff on two occasions and conducted a site visit with staff at Durrance Lake. Engagement with the Land Use Committee will continue as the draft management plan is being developed and further site visits are anticipated. Some of the key messages heard to-date include:

- There is a rich and deep WSÁNEĆ history in this area. The SENĆOŦEN name for the place where Mount Work Regional Park is located is WMÍYEŦEN.
- The WSÁNEĆ people continue to have ties to and use these lands.
- WSÁNEĆ people have obligations to the land, water, and all living things as given to them by XA,EL,S (Creator).
- WSÁNEĆ people used/use this area for hunting, harvesting, travelling through their territory, as well as for ritual/ceremonial practices and maintaining their connection with nature.
- WSÁNEĆ history should be recognized and acknowledged in the management plan and be respected by the CRD and the public.

- SENĆOŦEN places names should be considered for trail names within the park. This will help foster a welcoming feeling for WSÁNEĆ people at WMÍYEŦEN. Other opportunities to learn about and respect WSÁNEĆ culture, values and history should be considered as the management plan is being developed.
- Cultural features and areas exist within the park and they, particularly ancestral sites, must be treated with honour and respect and be protected from disturbance from park use/users.
- Protocols for working with WSÁNEĆ cultural workers need to be incorporated into park management.
- Archaeological records should be updated through assessments.
- In line with the CRD's Special Task Force on First Nations Relations, the WSÁNEĆ Leadership Council would like to explore the concept of "reconciliation through economic development."
- A potential project suggested was to use an existing First Nations dive team to clean up the bottom of Durrance Lake, particularly to remove bottles and cans that have been discarded there.
- The enhancement of ecological systems that underpin the health of the WSÁNEĆ community is important. Maintenance or restoration of habitats and traditional plants is needed for continued access to healthy and abundant foods and medicines. A joint restoration project was suggested between the CRD and PEPÁKEN HÁUT Society.

## 4.2 Government

Staff in eight government departments were contacted as part of the engagement process to gather important background information, seek ideas regarding issues that need to be addressed, and understand how the CRD might work together with them in the future. Some of the key messages heard include:

- The management plan should include information about the Ecological Gifts Program and uphold the intent of conserving the ecological values of the lands acquired through this program.
- The Heals Rifle Range is an active, year-round facility that is used day or night by the Canadian Armed Forces and some local law enforcement.
- Public trespass onto the rifle range is an ongoing concern. Safety risks exist due to the active use of the range and potential for ricochets and stray rounds. A spike in trespassing occurred during the spring of 2020. The CRD and CFB Esquimalt should work together to address this issue. Environmental damage to wetlands and critical habitat/species at risk within the rifle range property is also a concern. Blocking of rifle range access points by vehicles/roadside parking is an issue, particularly as it relates to potential access for emergency vehicles into the rifle range.
- The existing Gowlland Tod Provincial Park Management Plan provides the approved management direction for the provincial park. It is part of a broad decision making framework that includes other strategic and operational plans, policies, guidelines and legislation.
- BC Parks is open to discussing issues and interests with the CRD. Parking, unauthorized trail building, and dog management were the main issues noted.

- Fish stocking at Durrance Lake has been going on since the late 1980s. Stock is mainly rainbow trout, and sometimes cutthroat trout, for fishing purposes only (i.e., sterile fish not breeding stock; for "put and take" / "catchable and retainable"). A 5-ton truck is used for stocking, so a boat launch ramp is helpful, though not mandatory. There are some wild cutthroat trout at Durrance Lake that use the inlet stream for spawning in the spring.
- Fishing effort at Durrance Lake has increased from 1,100 days in 1986 to 3,700 days in 2018. Durrance Lake is the 4th highest used lake in the region. It has higher levels of shore anglers than boat anglers. Shore fishing is mainly on the north side of the lake due to slopes (too flat/shallow on south side). Development of the fishing dock was a positive project and the CRD should maintain/improve access for all ages and abilities. In particular, maintain wheelchair accessibility to the fishing dock.
- Decommissioning of mountain biking trails on Hartland Landfill lands would likely occur in the next 10-15 years. No anticipated impact is expected at this time to the parking lots, toilet facility, main access trail, or technical training area that are on Hartland Landfill lands.
- People being on the landfill trails, or parked on Willis Point Road, during landfill-related blasting is a concern.
- Any mountain biking trails lost from Hartland Landfill property will be replaced nearby or elsewhere in the region.
- A planned 10 km loop trail that includes Mount Work Summit Trail, McKenzie Bight Trail, Timberman Trail, Gowlland Tod trail, a connection across through CRD properties by Mary Lake and linking through a Highlands parkland parcel to Thetis Lake and back to Mount Work has been discussed for some time and should be considered in the park management plan.
- Chapter 4 of the District of Highlands Official Community Plan relates to parks and, in particular, Section 4.6 provides policies related to provincial and regional parks. Park and trail objectives include placing a high priority on the conservation of the natural ecosystems through parks; ensure the parks systems include a variety of ecosystems and recreational opportunities. Chapter 5.4 of the District of Highlands Parks and Recreation Master Plan (2001) notes that regional parks are natural areas where remnants of original ecosystems and wildlife habitat can flourish and evolve. They are sources of inspiration and places of recreation for a growing population.
- Parking, illegal trail building, trespassing from the park onto private lands (largely off-leash dogs and mountain bikers; some hikers), and the need for protection of sensitive natural values are all issues that need to be addressed.
- There is recognition of increasing crowding of mountain biking opportunities in the designated mountain biking area but there is also a recognized desire to maintain some wilderness-like areas for walkers to experience without mountain bikes. Also, consider the need to protect water quality of lakes, particularly in Fork Lake, which is used for drinking water by neighbouring landowners.
- Within the District of Saanich, Mount Work is zoned as park. Saanich has a variety of streamside setback requirements for the water bodies that apply within the park.

- Protection of the urban forest is the biggest issue from a regional perspective, as well as protecting the sensitive ecosystems and rare plants and animals identified provincially as being within the park. The park is a major regional green space and should be preserved in its natural state. Resources should go towards managing visitor use in such a way as to preserve this natural state and mitigate impacts to the park as much as possible. Habitat preservation should be a guiding principle of the management plan.
- The Willis Point Community Plan (2003), Bylaw 3027, shows Mount Work as a park. There are no specific policies that relate to regional parks but the bylaw does provide policies regarding environmental areas, wetland and riparian buffers, and trails. Parking at Durrance Lake is noted as an issue in the Community Plan.
- Juan de Fuca development permit requirements apply to the CRD, so any development in riparian areas or on steep slopes would need to address this.
- Within the Juan de Fuca (JdF) Electoral Area, at this time, the regional park is not protected under the fire protection bylaw, so JdF cannot assist with fires in the park.

## 4.3 Stakeholders/User Groups/Interest Groups

Information was received from the majority of stakeholders and interest groups contacted. Although the input was focused on the interests of each group individually, overall the information received provides background information about the park, its use, and user interests. With greater understanding of the different user groups and their needs and interests, consideration of similarities and differences can be given during planning discussions. Examples of responses provided by these groups include:

- Conservation covenants are registered on the titles of Section 63 and Section 68 of the park and require the CRD to uphold certain restrictions. Unless prior written approval has been provided by the covenant holder (The Land Conservancy of BC), the following restrictions apply: no removal of native vegetation, no herbicides/pesticides shall be introduced, no structures will be built, and no motorized vehicles shall access the area. Some leeway is provided for safety, park maintenance and emergency service requirements. Further, the area is to be used in accordance with the park management plan.
- The covenanted lands have significant ecological values that need protecting, including active ground nesting bird habitat in manzanita/arbutus groves, and rare species such as the red-legged frog, in and around wetlands and riparian areas. Unsanctioned trail building is a major concern and some of the existing informal trails should be decommissioned.
- New trails in Mount Work and throughout the CRD are needed to offset the impacts of trail removal through the Solid Waste Management Plan.
- There are different experiences desired by cyclists undertaking different types of mountain biking. Most of Hartland mountain bike area is cross country in nature, which starts and ends at the same

elevation, though they may go up and down and in between. Gravity/Downhill/Enduro trails start up and go downhill, ending at a lower elevation. Most of new-build trails are gravity trails because it is under-represented in parks and there has been a shift in BC to more gravity riding because new bikes make these more accessible. Need to provide progression/trail options that can push riders a little more each time or as they become more proficient.

- Mountain biking as a sport is increasing and more trails are needed. Generally, 1-3 hours is typical time spent mountain biking. Beginners may ride for shorter times; fitness riders 1-1.5 hours; recreational riders 1-2 hours; tourists/out-of-town riders 3-4 hours (since they've spent time to get there).
- Issues include increasing use, trail braiding/widening, need for purpose-built, single-track mountain biking trails, especially climbing trails, the need for better trail signage, rogue trail building and environmental impacts, and conflicts among trail users impacting trail experiences. Also the smells from the landfill can be significant, especially in the summer.
- From a mountain biking perspective, improvements would include more trail opportunities, signage, like at Whistler, that indicates difficulty and if it is a flow or technical trail, some directional trails, especially for gravity mountain biking, adding a picnic area, shade, water, and grass for aesthetics at the technical training area, multiple-use trails optimized for one particular use, and information kiosks should educate about environmental and cultural values in the park.
- Several areas on the west side of the peak of Mount Work have Douglas-fir trees falling over due to root rot. This has been a problem for 20+ years, but has been worse in the past 10 years. Root rot is a fungal disease that is slow acting and moves through the soil. After trees fall, it can take up to 100 years before the soil is rid of the fungus. Falling trees are a real safety hazard.
- There are several areas on the west side of the park with significant populations of wildflowers that should be protected. In particular, there are Lady Slippers (an orchid), Shooting Stars and some Trilliums.
- First Nation elders should be consulted about potential sacred areas in the park.
- The former Kinghorn landowners specifically asked that locations or trails on Section 56 be given indigenous names. Former landowner trail markers and names could also be retained.
- Jim Kinghorn built his cabin at the south border of Section 63 in the early 1980s. The family started a guest book used by park visitors who stop at the cabin. It should be preserved and enjoyed by all. The cabin gives a location for a break on a walk. It might be nice to provide a storyboard about the history of the area there.
- Loop trails are preferred by hikers. Hikes of 3-6 hours are desirable, with somewhere nice to stop for snacks and lunch. Viewpoints are appreciated.
- Mount Work is an excellent recreational area close to Victoria – a jewel.
- Goals should include preservation/do no harm, education, and providing opportunities for outdoor physical activity. Balance recreation with the need to preserve the environment.

- Hikers are often seeking a wilderness experience on small, interesting trails leading to a lookout of some kind. Enjoying the local flora and fauna is an important aspect of time in the park.
- Issues of increasing traffic on trails. But no conflicts occurring. Weekends are more problematic for crowding. Ever proliferating network of bike trails is an environmental concern.
- Look to other areas like Mt. Tzouhalem or Cobble Hill, where cedar rail fencing blocks environmental areas/off limits areas for examples of how to balance protection and use.
- For Mount Work, the main trail should remain for hiking only. Most other trails should be shared bike/hike trails. Many trails are too narrow to accommodate hiker, biker and horse passing each other.
- Demand for trails in the CRD is increasing dramatically. Promote safe, sustainable trails for non-motorized use.
- There is an opportunity to have a network of highly sustainable trails that can be accessed by multiple users but does not guarantee access to all areas for all users (e.g., there may be areas that are single track designed for running or hiking; there may be others for equestrians and cyclists). Need to design for sustainability with minimal environmental impact and maximum safety and ensure adequate sight lines and strategic links to other trails. Wide, straight, flat trails encourage speed. Winding trails with nature close creates a more natural experience and encourages slower travel.
- Courtesy protocols should be encouraged/promoted.
- Provide signage and information to let users know what to expect and how to respond.
- Goals for Mount Work for next 15 years:
    - Provide natural trail connections between Durrance Lake, Gowlland Tod, Thetis Lake and Hartland mountain bike area.
    - Realign and repair existing trails to sustainable standards (e.g., Summit Trail).
    - Authorize and upgrade rogue trails to bring them up to safety and environmental standards (e.g. Willis Point Road to the Summit Trail).
- Recognizes that single use trails are desired and a necessity. In these cases, educate users through proper signage of the preferred use.
- The Nature Trails Society has proposed a "Heart of the Hills" connector trail route between Gowlland Tod, Thetis Lake/Mount Work, Francis/King and Interurban trails systems with a possible extension to Elk/Beaver Lake and Cordova Bay beach, connecting Saanich Inlet to Haro Strait. Consider including in management plan and naming it.
- There is a great need for Summit Trail to be realigned and repaired, as it is eroding due to existing traffic and design.
- Many equestrians feel they get the boring trails, which is frustrating.
- Desired/enjoyable equestrian experiences start with good parking (some equestrians who want to use the park are not park neighbours who can ride to it). The desired experience is for safe, easy to medium difficulty trails that provide loop or a destination. Wide, sturdy bridges equestrians can ride

over (please make sure bridges are horse friendly, like the ones at Thetis Lake) or areas where we can get our horses around bridge and safely cross the creek/stream. Removal of fallen trees blocking trail or bypass trails is needed. Use gravel on low-lying portions (muddy) of trails. A good experience includes other trail users who understand and yield to horses and where there is good trail signage (not everyone has a good sense of direction). For a good experience, there needs to be a variety of trails and terrains, not just flat old rail/road bed. Riders appreciate loop trails to avoid in-and-back on same trail.

- After work rides are generally 0.5-2 hrs and daytime/weekend rides can range between 1-4 hours typically, with some people doing much longer rides, often taking lunch and stopping for a while (e.g., 6 hours). Generally, a nice ride is a maximum of 10 km.
- Biggest issues are the need for horse-friendly bridges and the need to reopen the Killarney Lake loop trail to horses. Other concerns relate to lack of signage and desire for more trails for equestrian use. Equestrians don't want commercial dog walking with packs of dogs using the park trails.
- Improvements for equestrians include: washrooms, a mounting block or two, somewhere to fill a bucket for horses, a hitching post and vistas at rest stops
- Fork Lake is a source of water for adjacent landowners. Access to the lake has a high potential to increase risk to water quality. There should be no access from the park and the CRD should deactivate the informal trails to Fork Lake and do habitat restoration in the foreshore area.
- The former Barer and Kinghorn properties help protect the Fork Lake Watershed – need to explain to public that lands are covenanted and protect from unsanctioned mountain biking. The management plan should clearly note the covenants and should live up to them.
- A Society of concerned citizens wants to ensure that Mount Work Regional Park is protected and to raise awareness that the CRD's landfill actions may disturb the park. The society noted that there are 12 endangered and threatened species living in Mount Work Regional Park, wildlife species facing imminent extinction or that are likely to become endangered if nothing is done to review their decline. Expansion of the landfill is likely to impact these species and the park through the chemicals in biosolids, increase potential for spills, cutting of trees and elimination of trails.
- Parking is an identified issue, particularly at Durrance Lake and Ross-Durrance Road access to the regional and the provincial park.

## 4.4 Public

Over 1,100 respondents provided initial input online using the 21-question comment form. A few of the main themes heard included:

Visitor Use: appreciation of the diversity of recreational opportunities, desire for more trail opportunities, importance of being in the outdoors for physical and mental health, need to balance recreation and protection.

- Natural Environment: Concern about sensitive areas being impacted by use, pressure from increasing use, desire to not have the park overbuilt.
- Issues: parking, unsanctioned trail building, trail erosion, need to educate users about natural values and sensitive features, some user conflicts exist.

Given the volume of information, question-by-question responses are summarized in Appendix E.

# 5.0 Engagement Evaluation

In terms of evaluating the initial engagement process, it is helpful to have some socio-demographic information. This allows us to evaluate whether our tools were successful in reaching a wide range of interested individuals. Questions 18 and 19 in the public comment form asked about age and residence.

A good distribution in all age categories was seen among public respondents, with all categories being represented. The majority of respondents were between 25 and 64 years of age (62%), with a small number of 18-24 year olds (5%) and 65+ respondents (8%).

Over one half of the respondents live in Saanich (30%) or Victoria (23%). The next largest group of respondents live in Central Saanich (9%). All other locations were lower percentages of respondents (1%-7%), and the only two jurisdictions not represented were the Salt Spring Island and the Southern Gulf Islands Electoral Areas. Given the location of the park, this breakdown of place of residence is not unexpected, with a higher percentage of respondents from those locations closest to the park and lower percentages from people who live further from the park.

Similarly, to help with evaluating the engagement process, Question 20 in the comment form asked about how people first heard about the park management planning process. The highest responses were heard through an organization they belong to (32%), through a newspaper ad (23%), and through social media (18%). Twenty-seven percent (27%) of respondents first heard about the project through all of the other means combined. Given the responses to these three questions, and the volume of responses/comments received, CRD staff believe the engagement process was successful.

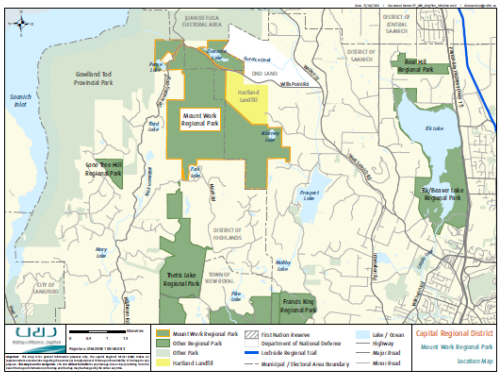
# 6.0 Conclusion

Even with COVID-19 related changes to engagement opportunities and procedures, there was a high level of interest and input provided through this initial stage of engagement. People were directly and indirectly engaged and provided well over 9,000 comments, suggestions and ideas that will assist as we move toward drafting a park management plan for Mount Work Regional Park. Comments received will be further considered as staff draft the management plan. When a draft plan is completed, a second round of public engagement will occur.

# Appendix A: In-park Sign

## Planning for the Future of Mt. Work Regional Park

Over the next two years, the Capital Regional District will be developing a management plan for Mt. Work Regional Park to guide environmental conservation, cultural heritage management, visitor use and park development for the next 15-20 years.




### Anticipated Project Timing

| | |
|---|---|
| Gather background information | Summer 2020 |
| Initial engagement | Summer - Fall 2020 |
| Develop draft management plan | Winter 2020-Spring 2021 |
| Engagement on draft plan | Summer – Fall 2021 |
| Finalize management plan | Winter 2021 - Spring 2022 |
| Board approval of management plan | Spring - Summer 2022 |

### Get Involved

Visit the CRD website for more details and to learn about opportunities to participate in the planning process.

www.crd.bc.ca/mtwork-plan

**Capital Regional District | Regional Parks**

490 Atkins Avenue, Victoria, BC V9B 2Z8

T: 250.478.3344 | www.crd.bc.ca/parks

Capital Regional Distict @crd_bc

CRD Making a difference...together

# Appendix B: In-Park Posters






**PROVIDE YOUR INPUT**
**Mount Work Regional Park**

The Capital Regional District (CRD) is preparing a management plan for Mount Work Regional Park. This plan will provide strategic guidance for on-going management of the park for the next 15-20 years.

The CRD is gathering initial input from the public on their interests, ideas and concerns. An online comment form will be available on the CRD website. Your suggestions will be considered in developing the draft management plan. Once the plan is drafted it will be posted online for public review.

**Provide your initial input online between September 14 - October 11, 2020**
**www.crd.bc.ca/mtwork-plan**

# Appendix C: Letter to Park Neighbours

Making a difference...together

Regional Parks
490 Atkins Avenue
Victoria, BC V9B 2Z8

T: 250.478.3344
F: 250.478.5416
www.crd.bc.ca/parks

FILE COPY

August 31, 2020

File: 6130-30

Dear Park Neighbour:

**RE: MOUNT WORK REGIONAL PARK MANAGEMENT PLAN DEVELOPMENT**

The Capital Regional District (CRD) has recently initiated a project to develop a park management plan for Mount Work Regional Park. The management plan will guide environmental conservation, cultural heritage management, visitor use and park development for the next 15 – 20 years. As a neighbour to the park, the CRD invites you to participate in the park management planning process. For up to date information on the management planning process please visit the project webpage at: https://www.crd.bc.ca/project/mount-work-management-plan.

The CRD public engagement process provides two key opportunities to provide input into the planning process. First, the CRD is interested in receiving information and suggestions from the public before the management plan is drafted. An initial comment form will be posted on the project webpage for a month, likely between mid-September and mid-October 2020. If you would prefer to receive a hard copy or to provide your response verbally, please contact me directly. The project team will consider all input received as we begin drafting the park management plan later in the fall.

A second round of engagement will occur once a draft management plan is available. The draft plan will be posted on the project webpage for review and a comment form will be provided. At this time, the draft plan is anticipated in the summer or fall of 2021.

The CRD invites you to participate and welcomes your ideas and input. Please feel free to pass this information on to others whom you think might be interested in being involved.

If you have any questions that are not addressed on the project webpage, please feel free to contact me at 250.360.3368 or cstewart@crd.bc.ca.

Sincerely,

Carolyn Stewart
Park/Trail Planner

Attachments: Mount Work Regional Park Location & Park Maps

# Appendix D: Print Ad



## PROVIDE YOUR INPUT
## Mount Work Regional Park

The Capital Regional District (CRD) is preparing a management plan for Mount Work Regional Park. This plan will provide strategic guidance for on-going management of the park for the next 15-20 years.

The CRD is gathering initial input from the public on their interests, ideas and concerns. An online comment form will be available on the CRD website. Your suggestions will be considered in developing the draft management plan. Once the plan is drafted it will be posted online for public review.

**Provide your initial input online between September 14 - October 11, 2020**

**www.crd.bc.ca/mtwork-plan**

CRD
Making a difference...together

Appendix E: Online Comment Form

# Mt. Work Regional Park

# COMMENT FORM

Capital Regional District | Parks & Environmental Services

To protect your privacy, this survey is anonymous and will be kept strictly confidential. Please do not provide any information that could identify yourself or others in your responses. No individuals will be identified and no comments will be attributed to any individual in any reports or communication resulting from your input.

**Note: Each page of the feedback form will time out after 30 minutes**. Please do not use the back/forward buttons on your browser, but rather use the buttons at the bottom of the page and ensure you **click the 'finish' button at the end of the form,** even if you have not answered all of the questions.

1. What makes Mt. Work Regional Park important to you?

_____
_____
_____

2. In your opinion, what should the CRD's Cultural Heritage Goal (e.g. for archaeological sites, First Nations village sites) be for Mt. Work Regional Park?

_____
_____
_____

3. In your opinion, what should the CRD's Environmental Goal be for Mt. Work Regional Park?

_____
_____
_____

**4.** In your opinion, what should the CRD's Visitor Use Goal be for Mt. Work Regional Park?

_____

_____

_____

5. What activities do you do most often in Mt. Work Regional Park? (Select your top three)
    - Bouldering/Rock climbing
    - Boating
    - Cycling
    - Mountain biking
    - Fishing
    - Geocaching
    - Hiking/ Walking
    - Horseback riding
    - Picnicking
    - Relaxing by a lake
    - Running
    - Swimming
    - Water sports (kayaking, canoeing, stand-up paddle boarding, etc.)
    - Other:_____

6. Where do you typically enter the park from?
    - Durrance Lake parking lot
    - Hartland parking lots
    - Meadowbrook Road Munn Road parking lot
    - Ross-Durrance parking lot
    - Ross-Durrance roadside
    - Willis Point roadside
    - Other:_____

7. Which are your favourite destinations and trails in the park?

_____
_____
_____

8. Do you believe that Mt. Work Regional Park has sensitive ecosystems and habitats that should be protected/maintained?
   - Yes
   - No

9. Do you believe that Mt. Work Regional Park has sensitive cultural heritage that should be protected/maintained?
   - Yes
   - No

10. Which of the following management strategies would you support to protect sensitive areas? (Select all that apply)
    - Close key areas to undertake habitat restoration
    - Keep visitors a certain distance away from cultural heritage sites or areas with high potential for archaeological resources
    - Leave some areas of the park just for nature
    - Limit types of use in key areas
    - Provide interpretive panels explaining the values/sensitivities of an area
    - Use seasonal closures of areas as appropriate for needed protection
    - Other:_____

11. Should hiking/walking be permitted in the designated mountain biking area?
    - Yes
    - No

12. Should dogs be permitted in the designated mountain biking area?
    - Yes
    - No
    - On some trails

13. Should mountain biking be permitted outside of the designated mountain biking area?
    - Yes
    - No
    - On some trails

14. In your opinion, how well is the park working currently?
    - Very Well
    - Well
    - Ok/Acceptable
    - Poorly
    - Very Poorly

15. Please share any issue at Mt. Work Regional Park that you believe need to be addressed through the management plan.

_____

_____

_____

16. How important are the following amenities to you?

| | Not important | Slightly important | Moderately important | Important | Very Important |
|---|---|---|---|---|---|
| Loop trail opportunities | 1 | 2 | 3 | 4 | 5 |
| Non-loop, long distance trail opportunities | 1 | 2 | 3 | 4 | 5 |
| Access to the designated mountain bike area from all parking lots | 1 | 2 | 3 | 4 | 5 |
| Use of designated mountain biking area trails for horseback riding | 1 | 2 | 3 | 4 | 5 |
| More parking | 1 | 2 | 3 | 4 | 5 |
| More toilets | 1 | 2 | 3 | 4 | 5 |
| More picnic areas | 1 | 2 | 3 | 4 | 5 |
| Interpretive programs | 1 | 2 | 3 | 4 | 5 |
| Interpretive signs | 1 | 2 | 3 | 4 | 5 |

17. What do you feel needs to be focused on over the next 10 years in Mt. Work? (Select your top three choices)
    - Better access for swimming
    - Environmental protection/restoration
    - More facilities (toilets, trails, picnic tables)
    - Opportunities for education/interpretation on natural and cultural features
    - Parking
    - Trail improvements
    - Other:_____

18. In which age category do you fall?
    - Under 18
    - 18-24
    - 25-34
    - 35-44
    - 45-54
    - 55-64
    - 65 +

19. Where do you live?
    - Beecher Bay First Nation (Scia'new)
    - Central Saanich
    - Colwood
    - Esquimalt
    - Esquimalt Nation Highlands
    - Juan de Fuca
    - Langford
    - Metchosin
    - North Saanich
    - Oak Bay
    - Pacheedaht First Nation
    - Pauquachin First Nation (BOḰEĆEN)
    - Saanich
    - Salt Spring Island
    - Sidney
    - Songhees Nation
    - Sooke
    - Southern Gulf Islands T'Sou-ke Nation
    - Tsartlip First Nation (WJOŁEŁP)
    - Tsawout First Nation (SȾÁUTW)
    - Tseycum First Nation (WSIKEM)
    - Victoria
    - View Royal
    - Other:_____

20. How did you first hear about the Mt. Work Regional Park planning process?
    - CRD Board meeting/meeting highlights
    - CRD social media post
    - CRD website
    - Letter or email from CRD
    - Newspaper ad
    - Newspaper article
    - Park sign
    - Radio
    - Through an organization I belong to
    - Through College/University
    - Through a friend or relative
    - TV news item
    - Other:_____
21. Do you have any other information or comments about Mt. Work Regional Park?

_____

_____

_____

The information collected through this survey will be used to determine the public's views, values, attitudes, and satisfaction with Regional Parks and Trails and opinions about management performances (i.e., facilities, services, programs), to evaluate service performance, and to obtain insight and feedback on management and projects. Any personal information collected in this survey is in accordance with Section 26(e) of the Freedom of Information and Protection of Privacy Act. Please contact Beatrice Frank, Social Science Specialist, at Regional Parks, 490 Atkins Avenue, Victoria, 250.360.3339 if you have questions.

**Thank you for taking the survey.**

# Appendix F: Online Responses

Over 1,100 respondents provided initial input though the online comment form between September 14 and October 11, 2020. The following is a summary from the online responses.

## QUESTION 1: WHAT MAKES MT. WORK REGIONAL PARK IMPORTANT TO YOU?

This information will assist in developing a vision for the park.

Key themes heard include:

- The designated, well-maintained mountain biking area (one of the few accessible and well-maintained mountain bike areas close to Victoria, quality mountain biking, legal/dedicated mountain biking, maintained technical trails, high density of trails but not overcrowding on trails).
- The wild/natural characteristics (place of refuge, wild and uncultivated, beautiful forests, beautiful arbutus groves, a triumph for conservation efforts, great views, unique geography).
- The variety of outdoor activities (all types of outdoor activities from hiking to cycling to climbing and swimming, fitness opportunities, cycling on the east half/hiking and trail running on the west half, access to lakes).
- The proximity of the park to people (close to Victoria, close to Esquimalt, close to my home) and the ease of use because of that proximity (I can use it after work, I can use it before work, we don't have to spend a whole day to get to it, can use it any time).
- Health (physical/mental/spiritual/social), peace and serenity that provided a place to destress and relax.

## QUESTION 2: IN YOUR OPINION, WHAT SHOULD THE CRD'S CULTURAL HERITAGE GOAL (e.g., for archaeological sites, First Nations village site) BE FOR MT. WORK REGIONAL PARK?

## QUESTION 3: IN YOUR OPINION, WHAT SHOULD THE CRD'S ENVIRONMENTAL GOAL BE FOR MT. WORK REGIONAL PARK?

## QUESTION 4: IN YOUR OPINION, WHAT SHOULD THE CRD'S VISITOR USE GOAL BE FOR MT. WORK REGIONAL PARK?

These three open ended questions provide a starting point in consideration of management goals for the park. Staff are still reviewing the 1,122 suggestions for visitor use goals. Some key themes raised related to cultural heritage management and ecological protection include:

### *Cultural Heritage Management*

- Preserve/protect cultural heritage features and limit impact/restrict access if needed
- Educate the public about the cultural heritage using signs, interpretive programs, or a cultural trail

- Consult/work with FN on preservation and management of cultural heritage.

*Ecological Protection*

- Protect ecosystems, species at risk, forest, native species, water quality, remaining natural areas
- Ensure sustainable development/sustainable trails/sustainable use levels, manage use to be sustainable
- Balance land stewardship and recreational use
- Minimize impacts of humans and minimize/limit development
- Restore key areas and remove invasive species
- Respect wildlife needs, keep dogs on leash to protect the environment/wildlife

## QUESTION 5: WHAT ACTIVITIES DO YOU DO MOST OFTEN IN MT. WORK REGIONAL PARK? (Select your top three)

Mountain biking and hiking were the most popular activities undertaken at 68% and 63%, respectively. Swimming, cycling, and relaxing by a lake followed.

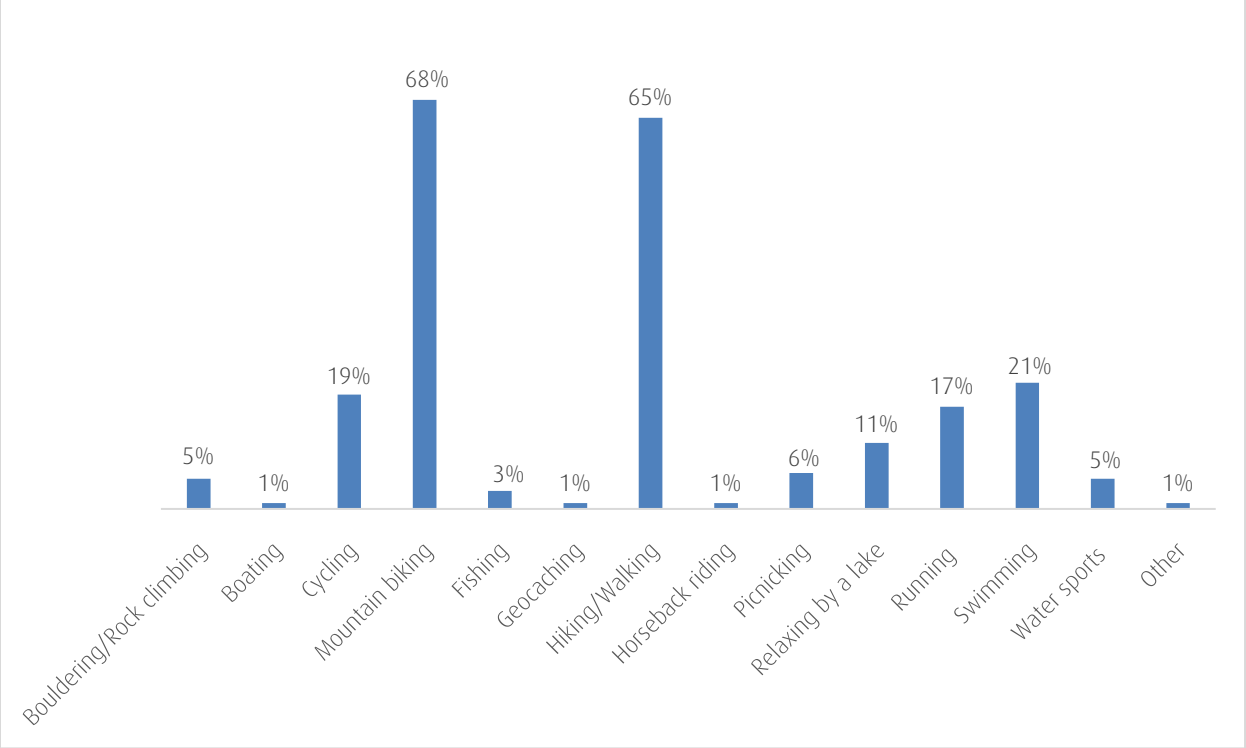



Figure 1: Main activities undertaken by respondents

## QUESTION 6: WHERE DO YOU TYPICALLY ENTER THE PARK FROM?

This question will help identify where parking issues may exist or parking needs may arise, based on current patterns and volumes.

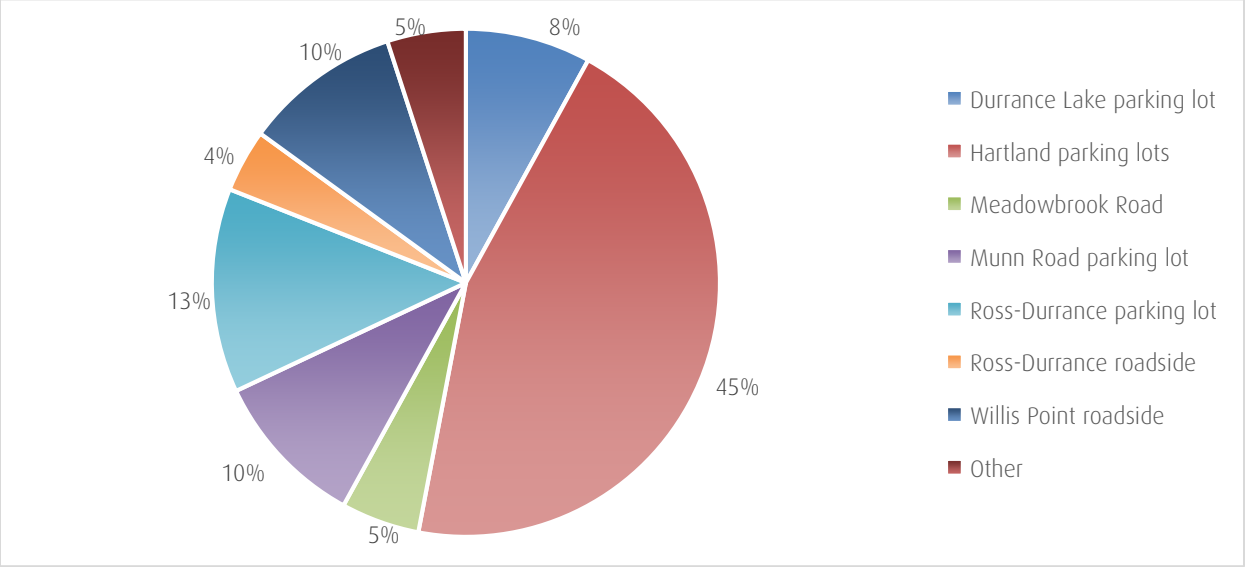



Figure 2: Entry points used most typically by respondents.

## QUESTION 7: WHICH ARE YOUR FAVOURITE DESTINATIONS AND TRAILS IN THE PARK?

This open ended question allowed people to identify key destinations without specific prompting through set options. Approximately 1,190 responses were provided and the review has not been completed yet. This information will assist as a formal park trail plan and development plans for different areas of the park are considered over the next 6 months.

## QUESTION 8: DO YOU BELIEVE THAT MT. WORK REGIONAL PARK HAS SENSITIVE ECOSYSTEMS AND HABITATS THAT SHOULD BE PROTECTED/MAINTAINED?

## QUESTION 9: DO YOU BELIEVE THAT MT. WORK REGIONAL PARK HAS SENSITIVE CULTURAL HERITAGE THAT SHOULD BE PROTECTED/MAINTAINED?

Responses to these questions give an indication of the level of public awareness of these values and/or the potential need for education. Responses may also assist in developing goals for ecological protection and cultural heritage management.

The majority of respondents (85%) believed there were sensitive ecosystems and habitats that should be protected/maintained in Mount Work. Thirteen percent (13%) did not believe there were sensitive

ecosystems or habitat within the park that should be protected. Just over one-half (56%) of respondents believed there sensitive cultural heritage that should be protected/maintained, while 35% of respondents did not believe there were sensitive cultural heritage in the park that should be protected.

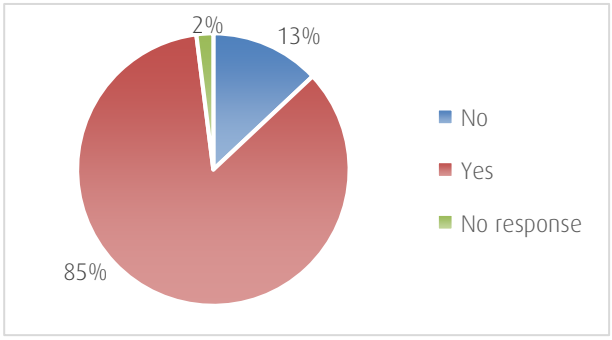



Figure 3: Sensitive ecological values

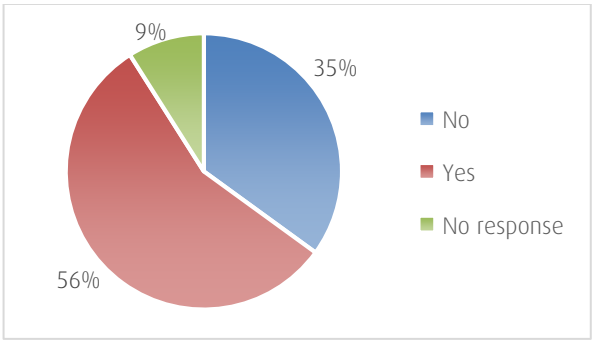



Figure 4: Sensitive cultural values

## QUESTION 10: WHICH OF THE FOLLOWING MANAGEMENT STATEGIES WOULD YOU SUPPORT TO PROTECT SENSITIVE AREAS?

This information provides a starting point for consideration of management options. There was some support for the proposed strategies—from 39%-52% of respondents supported them. Highest support, at approximately 50% of respondents supporting, was for use of interpretive panels to educate people (52%) and keeping visitors away from cultural heritage sites (47%). This seems to be in line with other comments heard in the open-ended questions that suggested management be focused on balancing stewardship and use and protecting key areas but not restricting use.

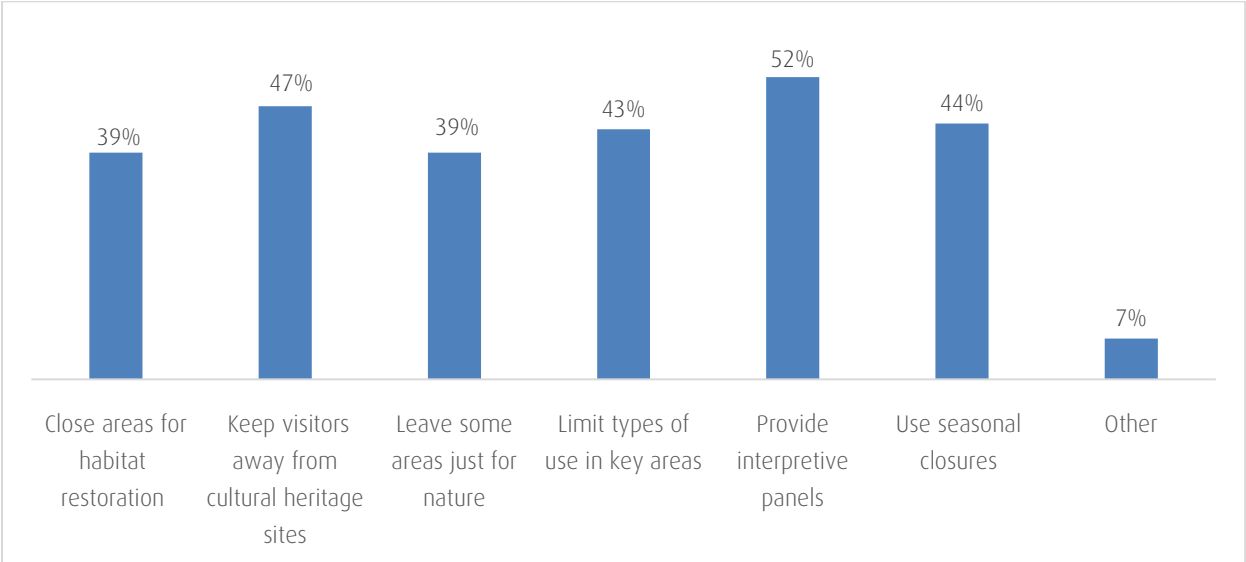



Figure 5: Support for potential management strategies for sensitive area

## QUESTION 11: SHOULD HIKING/WALKING BE PERMITTED IN THE DESIGNATED MOUNTAIN BIKING AREA?

## QUESTION 12: SHOULD DOGS BE PERMITTED IN THE DESIGNATED MOUNTAIN BIKING AREA?

These two questions provide some initial thoughts that will help as we consider how different uses might be organized within the park.

Nearly 60% of respondents (58%) felt that hiking/walking should be permitted on some trails within the mountain biking area, with 23% indicating hiking/walking should be permitted on all of the trails within the mountain biking area and 17% of respondents indicating hiking/walking should not be permitted within the mountain biking area.

With respect to dogs in the designated mountain biking area, just over one-half of respondents (52%) agreed they should be permitted, while 25% said on some trails and 20% felt dogs should not be permitted in the designated mountain biking area.

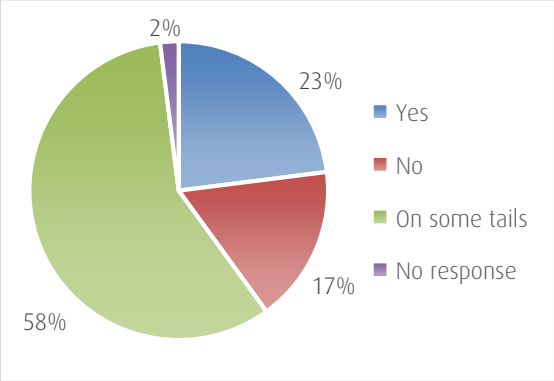



Figure 6: Should hiking/walking be permitted in the designated mountain biking area?

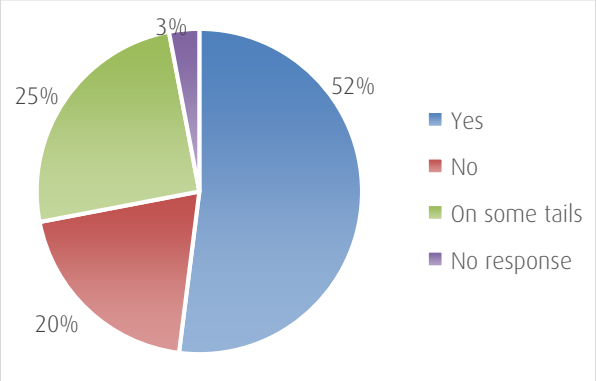



Figure 7: Should dogs be permitted in the designated mountain biking area?

## QUESTION 13: SHOULD MOUNTAIN BIKING BE PERMITTED OUTSIDE OF THE DESIGNATED MOUNTAIN BIKING AREA?

Forty-four percent (44%) of respondents said yes, while twenty-seven percent (27%) said no mountain biking should not be permitted outside the mountain biking area and 27% said on some trails.

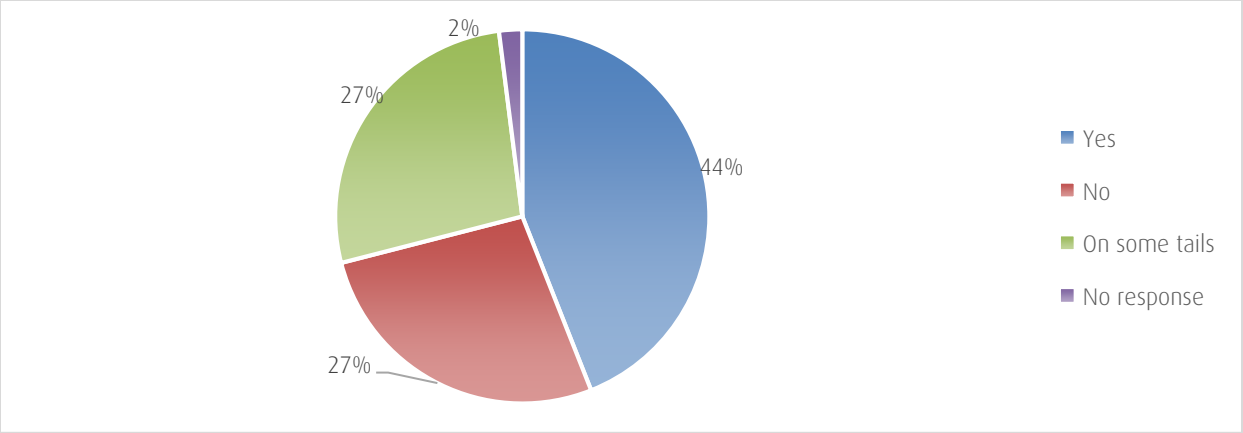



Figure 8: Should mountain biking be permitted outside the designated mountain biking area?

## QUESTION 14: IN YOUR OPINION, HOW WELL IS THE PARK WORKING CURRENTLY?

This question relates to, and can be used with, other comments that delve into issues. Nearly one-half of respondents (49%) felt the park was working well to very well currently. Another one-third (33%) replied that the park was currently working ok/acceptable and 16% felt that the park was currently working poorly to very poorly.

As part of the background information gathering for the project, CRD staff identified the following potential issues that need to be addressed:

- Parking
- Trail improvement in the designated mountain biking area
- Trails outside the designated mountain biking area
- Unsanctioned trail building
- Conservation requirements
- Need for interpretive programming/education
- Infrastructure needs/sustainable service

## QUESTION 15: PLEASE SHARE ANY ISSUE AT MT. WORK REGIONAL PARK THAT YOU BELIEVE NEEDS TO BE ADDRESSED THROUGH THE MANAGEMENT PLAN.

Respondents shared their views on what issues they feel exist at the park. Responses may confirm issues already noted by staff and/or raise additional issues. This question also provides the opportunity to see what issues are noted by large numbers of people. At this time, CRD staff are still reviewing the 1,538 comments received through the comment form and adding them to issues raised through other submissions and by staff.

## QUESTION 16: HOW IMPORTANT ARE THE FOLLOWING AMENITIES TO YOU?

A list of nine amenities was provided with a five-point scale from not important, slightly important, moderately important, important, and very important. This allows us to focus on things that are important to the public as we consider how best to develop the park and the services/infrastructure needed within the park. The following summary illustrates the percentage of respondents who indicated the amenities were moderately to very important.

- Loop trail opportunities – 83%
- Non-loop, long distance trail opportunities – 80%
- Access to mountain biking area from all parking lots – 64%
- Interpretive signs - 54%
- More parking – 53%
- More toilets – 41%
- Interpretive programs – 36%
- More picnic tables – 25%
- Horse trails in the mountain biking area – 12%

## QUESTION 17: WHAT DO YOU FEEL NEEDS TO BE FOCUSED ON OVER THE NEXT 10 YEARS IN MT. WORK (Select your top three choices)

This question will assist in identifying potential issues and actions needed, as well as implementation timing. Of greatest importance was trail improvements (73%) and environmental protection (43%). Just over one quarter of respondents suggested education/interpretation should be focused on (26%). Of those who gave "other" comments, the only response with a significant number of responses (16%) related to providing more mountain biking opportunities.

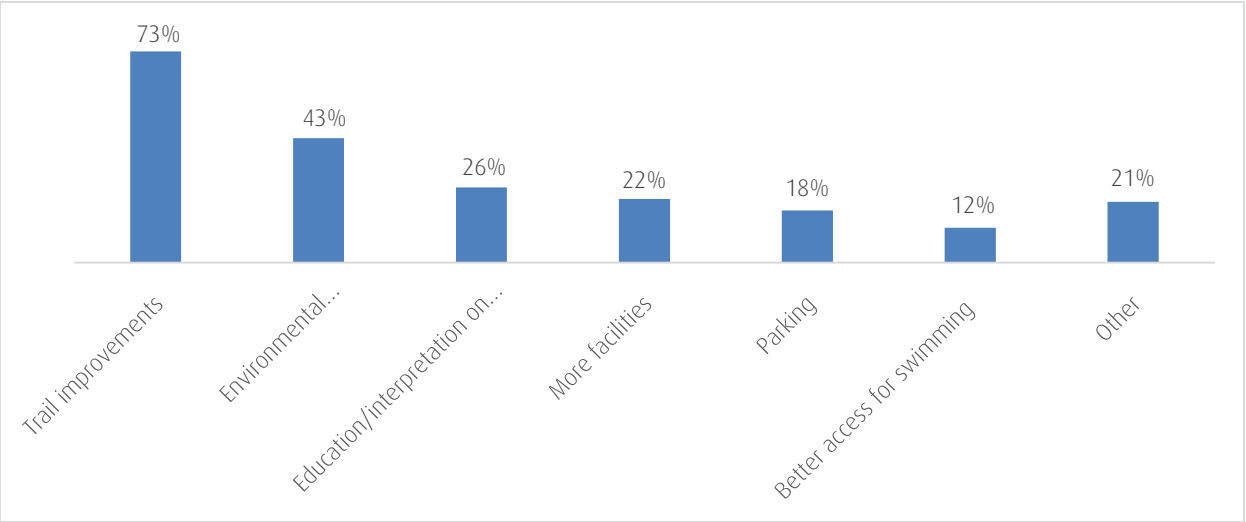



Figure 9: What do you feel needs to be focused on over the next 10 years?

## QUESTION 18: IN WHICH AGE CATEGORY DO YOU FALL?

As noted in Section 5 of the Initial Engagement Report, respondents spanned all age groups.

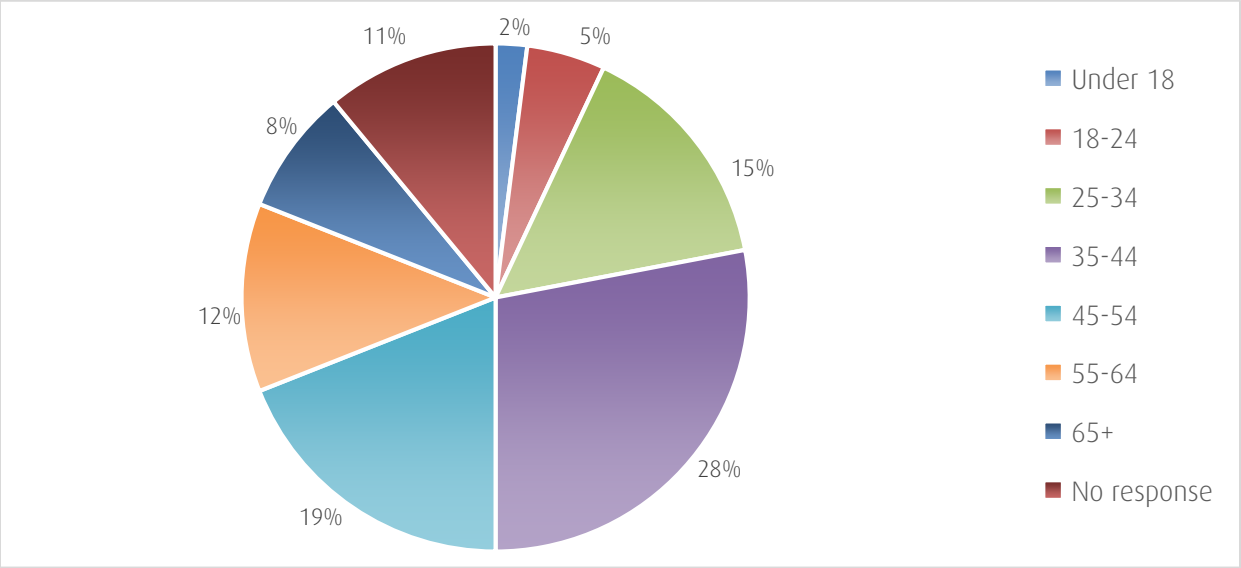



Figure 10: In which age category do you fall?

## QUESTION 19: WHERE DO YOU LIVE?

As noted in Section 5 of the Initial Engagement Report, the highest number of respondents were from those municipalities immediately adjacent to the park.

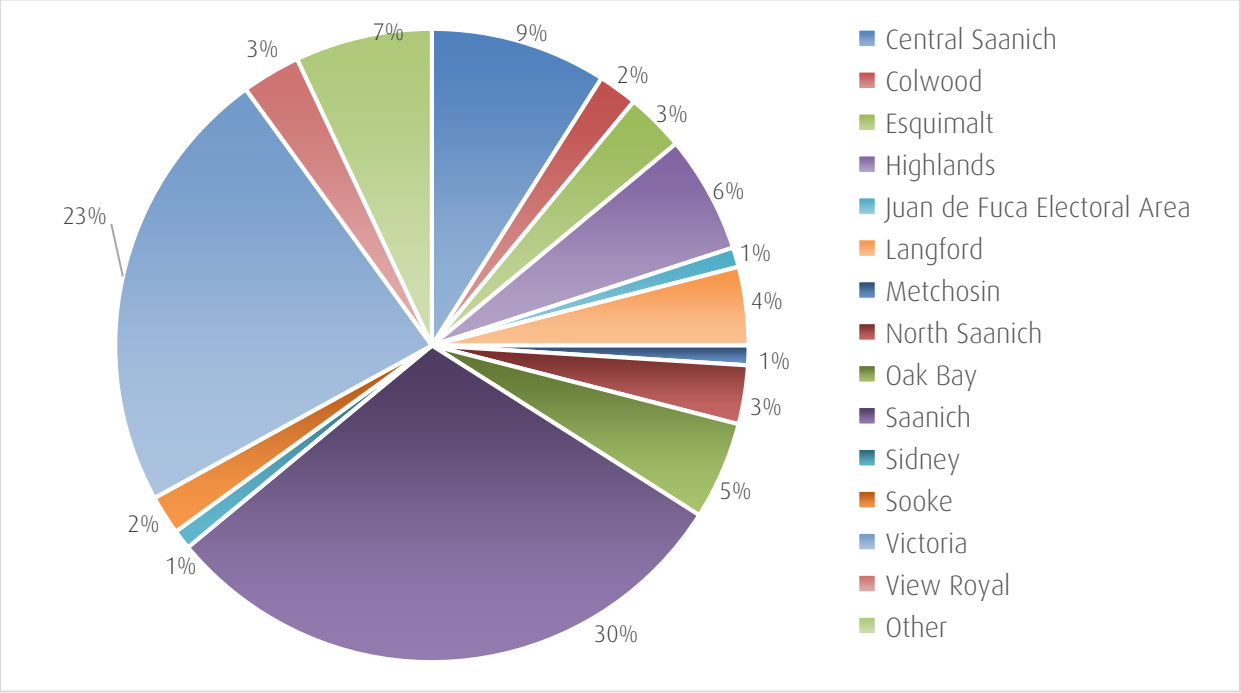



Figure 11: Where do you live?

## QUESTION 20: HOW DID YOU FIRST HEAR ABOUT THE MT. WORK REGIONAL PARK PLANNING PROCESS?

Thirteen options were provided, including one or two that were not specifically used as communications tools. The greatest number of respondents heard about the planning process through an organization they belonged to. Project notifications had been provided to mountain biking groups, hiking groups, equestrian groups, and conservation groups with requests for assistance in sharing project information. The second highest response was through a friend or relative, which points to the well-recognized practice of "word of mouth" information transfer. Social media was key for 18% of respondents. The various other tools used (in-park sign, website, letters/emails, newspaper ad/article, board meeting highlights, through college/university) all reached smaller numbers but up to 5% of the individuals.

## QUESTION 21: DO YOU HAVE ANY OTHER INFORMATION OR COMMENTS ABOUT MT. WORK REGIONAL PARK?

The last question on the comment form allowed participants to provide any other information or comments they desired. Although in many cases, respondents tend to reiterate the points of greatest importance to them or note how much they appreciate the park, this type of question also allows staff to see if there were questions not asked that people wanted to comment on or perhaps if any changes are needed to future phases of engagement. Review of responses to question 21 is still being undertaken.

Making a difference...together

# East Sooke Regional Park

## Management Plan Initial Engagement Report

Capital Regional District | February 2021



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# 1. Executive Summary

The Capital Regional District (CRD) Board initiated three regional park management planning processes in May 2020 for East Sooke, Mount Work, and Matheson Lake/Roche Cove regional parks. The project scope and engagement process for the East Sooke Regional Park Management Plan was provided to the Board in June 2020, and the project was started thereafter.

Two rounds of engagement opportunities are scheduled as part of the preparation of the park management plan for East Sooke Regional Park. This report includes a summary of the initial engagement activities completed and responses received. The aim of this engagement process is to inform First Nations, stakeholders groups and the public about the park management planning process, to seek input and information from affected individuals and groups, and to discuss various interests and ideas about the park.

First Nations, stakeholders and the public were notified of opportunities for engagement by letter, email, advertising and social medial. An online survey was available from August 17-September 18, 2020 and meetings and interviews were held between July and November 2020, with First Nations, government agencies and stakeholder groups.

Initial conversations have taken place with T'Sou-ke and Scia'new First Nations and the CRD is looking forward to further dialogue and building a government to government relationship. Meetings were held with three local government agencies and two provincial ministries. Twelve interviews were conducted with stakeholder groups representing local conservation, recreation or service delivery interests in the park. One on-site meeting was held with local residents with an interest in park access. In total, 813 online survey responses and 14 written comments were received from residents and interest groups.

# 2. Introduction

Regional Parks is developing a management plan for East Sooke Regional Park (Map 1). The CRD Board approved initiation of the planning process for the park, as well as for Mount Work and Matheson Lake/Roche Cove regional parks, in May 2020. The project scope and engagement process were accepted by the Board in June 2020. Public, stakeholder and First Nations engagement was undertaken through the summer and fall of 2020. Feedback from the initial engagement period is summarized in this report and will be used to inform the next step of drafting the management plan. A second round of engagement will be undertaken upon completion of the draft plan.

# 3. Purpose of the Report

The purpose of this report is to summarize the initial engagement process and to highlight responses and key themes received related to the development of a management plan for East Sooke Regional

Park. Although many of the opportunities for engagement were combined with the Matheson Lake/Roche Cove management planning process due to the proximity of the parks and the concurrent planning processes, this report only summarizes the engagement process for East Sooke Regional Park.

# 4. Engagement Period

The engagement process approved by the CRD Board in June 2020 includes two rounds of engagement opportunities scheduled as part of the preparation of the park management plan for East Sooke Regional Park. This report includes a summary of the initial engagement activities completed and responses received until the end of January 2021.

The first round of public, stakeholder and First Nations engagement for the development of the East Sooke Regional Park Management Plan commenced in June 2020 with the launch of a project webpage. Communication materials were prepared and circulated between June and September 2020. An online survey was available on the CRD website from August 17-September 18, 2020. Interviews and meetings occurred between June and November 2020.

There will be a second public engagement period for review and comment on the draft management plan, and another summary report will be prepared.

# 5. Focus of Engagement

CRD Regional Parks is committed to involving First Nations, stakeholders and the public in the development of park management plans. The aim of this engagement process is to inform First Nations, stakeholder groups and the public about the park management planning process for East Sooke Regional Park, to seek input and information from affected individuals and groups and to discuss interests and ideas in order to assist Regional Parks with future decision making about the park. Other goals of the engagement process include information sharing, dialogue and discussion, building ongoing relationships, developing understanding and trust, and producing management plans that reflect organizational needs and public interests.

The initial engagement process allows interested community members to actively contribute to the planning for a park before the plan is written. Initial engagement is one of the early steps in the planning process and is used to gather traditional and local knowledge about the park, learn what is important to people, identify issues and seek a range of suggestions for what should be considered in developing the park management plan.

# 6. Who Was Engaged

## 6.1. First Nations

The Scia'new and T'Sou-ke First Nations have been invited to participate in the management planning process, as East Sooke Regional Park is part of the Nations' traditional territories and expressed area of interest. Initial conversations have taken place with each Nation and the CRD is looking forward to further dialogue and building a government-to-government relationship.

## 6.2. Government Agencies

Various government agencies with direct or overarching jurisdiction, or a related interest, in the park have been invited to provide input and expertise in the management plan. These include: the District of Sooke; District of Metchosin; the CRD Juan de Fuca Electoral Area; BC Ministry of Forests, Lands, Natural Resource Operations and Rural Development; BC Ministry of Aboriginal Relations and Reconciliation; and BC Ministry of Transportation and Infrastructure. These agencies received written notification of the project and a request for an interview or to provide information.

## 6.3. Stakeholders

Stakeholders in East Sooke Regional Park are individuals and groups with a higher degree of interest and/or expertise in the park, including its natural environment, visitor experience or management.

Groups known by Regional Parks to be actively involved in local conservation, recreation and service delivery, or groups recommended by other stakeholders, were selected to provide input through interviews. These groups include: Coexisting with Carnivores Alliance; Habitat Acquisition Trust; Rocky Point Bird Observatory; the Land Conservancy of BC; Juan de Fuca Search and Rescue; Juan de Fuca Emergency Program; Metchosin Search and Rescue; Sooke Bike Club; South Island Climbing Association; South Island Mountain Bike Association; and the Greater Victoria Cycling Coalition.

Stakeholders with specific expertise related to the park were contacted to provide relevant information. These groups or individuals were selected from existing contact lists and other public agency networks. They include: BC Conservation Officer Service; CRD Volunteer Park Stewards; Sooke Region Museum & Visitor Centre; Silver Spray Development; and relevant CRD departments.

## 6.4. Interest Groups

A broad range of user groups known by Regional Parks that may have an interest in the park management plan project were selected to be notified by email about the engagement process and opportunities for input. The identified user groups were selected from a contact list maintained by Regional Parks based on whether they have a local or regional scale focus, represent a recreation, conservation, youth or accessibility interest, and are currently active. Private businesses were not

selected to be contacted; however, park permit holders and individuals requesting to be updated about the project have been added. The list currently includes approximately 75 contacts and will be added to upon request.

## 6.5. General Public

The general public in the CRD was notified of the park management plan project and opportunities for input. Park neighbours, including property owners and occupants within 300 metres of the park boundary, were also directly notified of the project. Park visitors and residents of the surrounding communities of East Sooke, Metchosin, Sooke and the Juan de Fuca Electoral Area were also notified.

# 7. Engagement Methods

The project scope and engagement process for the East Sooke Regional Park Management Plan were approved by the CRD Board in June 2020. A number of tools and approaches were used to engage First Nations, public, interest groups, stakeholders and agencies in the project. The following sections describe in more detail the engagement methods used to inform the public about the project, to gather information, views and opinions, and to discuss stakeholder interests.

## 7.1. Website

A project webpage was established on the CRD website in June 2020 and will be updated for the duration of the management planning project (https://www.crd.bc.ca/project/east-sooke-management-plan). The webpage includes an overview of the management planning process, the current status of the plan, opportunities for engagement and staff contact information. Information about the park is also included.

Between June 22, 2020 and January 19, 2021, there were 1,652 number of visits to the East Sooke Regional Park management planning process project webpage.

## 7.2. Online Survey

An online survey was made available through a link on the project webpage and on the CRD website from August 17 to September 18, 2020. The survey included 28 questions with both quantitative and qualitative responses. To accompany the survey, an information booklet was also posted on the project webpage that provided additional context about the management planning process, an overview of the park's environmental features, cultural heritage and visitor uses, and direction to the project webpage and online survey. Options were made available for completing the survey by phone or in writing.

## 7.3. Letters/Emails

Direct written outreach, by letter mail and email, was sent to First Nations, government agencies, stakeholders, interest groups and the public informing them of the project and opportunities for input.

Eight letters were sent to First Nations, government agencies and stakeholder groups with a direct interest in the park. There were 696 letters mailed to park neighbours (Appendix 1). Email notices were sent to approximately 75 interest groups plus 20 stakeholders with specific interest or expertise related to the park.

## 7.4. Social Media

Social media posts were made on CRD's Facebook and Twitter accounts during August and September 2020 directing people to the project webpage and online survey. These posts went out to 6,623 followers on Twitter and 3,607 followers on Facebook. Facebook ads were boosted throughout the survey process, with a link to the project webpage to complete the online survey. The targeted demographic for these ads were people living in the region aged 18-65+.

| Facebook Ads | | | |
|---|---|---|---|
| Dates | Reach | Post Engagements* | Link Clicks |
| August 18 - 22 | 6,722 | 414 | 108 |
| September 1 - 5 | 8,536 | 596 | 71 |
| September 8 - 12 | 5,112 | 439 | 36 |
| September 14-18 | 7,330 | 499 | 53 |
| **Totals:** | **27,700** | **1,948** | **268** |

Figure 1 – Facebook Ads (*Post engagements refer to someone liking, sharing, commenting on or otherwise engaging with the post.)

## 7.5. Advertising

A media release was issued by the CRD on August 18, 2020 outlining the management planning process and encouraging the public to complete the online survey. Multiple news outlets received the media release. An article was published in the Times Colonist on August 18, 2020.

Print ads were published in multiple newspapers during August and September 2020, while the online survey was available (Appendix 2). The ads directed readers to the project webpage to complete the online survey. Ads were posted in the Goldstream News Gazette and Saanich News on September 9 and 16, 2020 and September 10 and 17, 2020 in the Victoria News.

Posters were placed at various entrances to East Sooke Regional Park notifying park visitors about the management planning process and directing them to the webpage and online survey.

Postcards were mailed to approximately 2,500 residents who accept postal flyers in East Sooke, Metchosin, Sooke and the Juan de Fuca Electoral Area on August 20, 2020. The postcards directed recipients to the project webpage and informed them of the opportunity to complete the online survey (Appendix 3).

## 7.6. Community Events

Staff hosted a booth at the Sooke Night Market on September 3, 2020, from 5-8 pm. The event provided an opportunity to set up displays about the park management planning process and to speak with the public about opportunities for input, such as the online survey. Staff engaged directly with approximately 50 people.

## 7.7. Interviews and Meetings

Meetings were requested with T'Sou-ke and Scia'new First Nations, government agencies and stakeholders with direct interest in the park, to share relevant information and to discuss ideas and issues pertaining to management of the land.

Two online meetings were held with the T'Sou-ke First Nation Leadership in July and October 2020. One online meeting was held with Scia'new First Nation Leadership in May 2020. Additional contact has been made by phone and email with both T'Sou-ke and Scia'new First Nations between June and October 2020 to check in, and to facilitate opportunities for future meetings.

A meeting was held with representatives from each local government agency with an interest in the park, these included: the District of Sooke, District of Metchosin and the CRD Juan de Fuca Electoral Area.

Interviews were also requested with provincial government agencies having related interest or expertise related to the park. Two interviews were conducted.

Interviews were requested with 12 stakeholder groups deemed to have local or specific interest in the park, or at the recommendation of other key stakeholders. Five interviews were conducted with recreation-oriented stakeholder groups and two interviews were held with conservation-oriented stakeholder groups. All others contacted for interviews declined or did not respond to the request.

Interviews were held with five individuals or groups perceived to have expertise or direct knowledge relating to management of the park. These included: CRD Volunteer Park Stewards, BC Conservation Officer Service, the Sooke Region Museum and Visitor Centre, Silver Spray Development and relevant CRD departments.

Staff from Regional Parks have met frequently to exchange information, discuss issues and strategies to advance the park management planning project. These ongoing meetings are not included in this initial engagement report.

# 8. Limitations

The management planning process for East Sooke Regional Park was initiated in May 2020 at the same time as the management planning processes for Mount Work and Matheson Lake/Roche Cove regional

parks. While synergies and efficiencies were realized by launching the three projects together, it is possible that levels of engagement were affected by multiple planning processes occurring along the same timeline.

Significant limitations to in-person engagement were experienced due to COVID-19 public safety measures. A COVID-19 Safety Plan was prepared and approved in September 2020 outlining protocols for in-person engagement, such as meetings. While one opportunity to host a booth at a community market was realized, many of the typical community events and open houses utilized during a management planning process were not feasible.

Technological tools were heavily relied on during this initial round of engagement due to COVID-19 public safety measures. Lack of access to, and knowledge of, technology can be a limitation to those wishing to participate. Communication materials offered alternatives to participating online, such as by phone or mail.

Finally, the project timeline and allocated resources constrain the project to an extent. Although the timeline for engagement spanned the summer months when many are on vacation or have other priorities, opportunity for completing the online survey was available into September 2020 and meetings and interviews have been accommodated throughout the summer and fall of 2020.

# 9. Responses

The following is a summary of the responses received through the public engagement process.

## 9.1. First Nations

Both Scia'new and T'Sou-ke First Nations stated having a strong interest in East Sooke Regional Park in regards to its historical importance and current connection to their cultures. There was a recognition of traditional cultural use in the park and an interest in finding ways to highlight that connection in public education and information. Both Nations stated a strong desire to protect archaeological and cultural resources in the park. High-level aspirations for future protection of lands and resources and for identifying ways to be involved in the park were noted by both Nations, including employment, restoration, monitoring, continuation of harvesting and education. All parties stated an interest in continuing to find ways to work together to protect the land for future generations and to maintain the cultural connection to homelands.

## 9.2. Government

Staff and elected officials from three local governments and two provincial government departments responded to the request to provide information and ideas. Responses include comments relating to the following topics:

- Natural environment: protection of the park's natural environment and species at risk, removal of invasive species, habitat protection for large carnivores.
- Social context: use of Aylard Farm to promote agriculture-related education and activities, protection and interpretation of cultural heritage values, safety issues (Aylard Farm access on Becher Bay Road).
- Facilities: increased visitation putting pressure on facilities and maintenance, parking situation at Aylard Farm, need for alternative transportation options to the park, interest in connecting park to Silver Spray development and to the District of Sooke.
- Land management: opportunities for land acquisition and connectivity of protected areas, risk of wildfire, need for coordinated emergency response protocols, need for consistent bylaw enforcement (dog management, parking, camping).

## 9.3. Stakeholders

Interviews were conducted with stakeholder groups with a heightened interest in the park. Highlights from these responses include:

- Natural environment: maintain wilderness values in the park, protect sensitive ecosystems, remove invasive species, and monitor environmental conditions in the park.
- Social context: consider other types of recreational opportunities in the park, don't over-develop the park, keep the park natural, manage dogs in the park, and provide easy access to Aylard Farm amenities.
- Facilities: improve access and parking situation at Aylard Farm, maintain trail system to a wilderness standard, maintain built facilities at Aylard Farm, improve transportation options to the park, and consider parking issues at other park entrances.
- Land management: explore connectivity and land acquisition in vicinity of the park, improve safety and emergency response, consider potential fire risk to adjacent properties.

Seven stakeholder groups having local conservation, recreation or service delivery interest in the park were interviewed. These included: Habitat Acquisition Trust, Coexisting with Carnivores, Metchosin Search and Rescue, South Island Climbing Association, Sooke Bike Club, South Island Mountain Bike Association, and Greater Victoria Cycling Coalition. The following summarizes the responses received:

- Natural environment: wilderness designation is a big draw for tourists and park visitors; need to balance this visitor demand with increased protection and monitoring of the park environment, protect the park from habitat fragmentation due to unauthorized trail building.

- Social context: conflicts between users (dogs, unprepared visitors, misuse of park resources), encourage alternative modes of transportation to the park, offer appropriate mountain biking opportunities, recognize rock climbing destinations in the park, maintain interpretive programs.
- Facilities: improve park maps and signage, name unofficial trails on the park map, improve trail conditions in many locations (erosion, lack of drainage, trail brushing), provide emergency phone in the park.
- Management: risk of wildfire, establish emergency response protocols, visitor safety concerns (specifically in interior sections of the park and Coast Trail due to poor cell coverage and challenging terrain), solicit volunteer help to undertake research, restoration and maintenance activities in the park.

Groups and individuals with specific knowledge or expertise related to the park were interviewed. These included: CRD Volunteer Park Stewards, Conservation Officer Service, Sooke Region Museum, a large carnivore expert, Silver Spray developer, and park neighbors. Responses are summarized, as follows:

- Natural Environment: increased visitation and development pressures are impacting habitat, the park is important to maintain large carnivores, implement a research program to document wildlife presence/distribution in the park, protect seasonal turkey vulture roosting trees, and maintain Aylard Farm open fields.
- Social Context: provide opportunities for educational programs, acknowledge rich cultural heritage, limit wildlife conflicts (education, signage, dog management), keep Aylard Farm accessible to all types of park visitors, keep remainder of park wild and rugged, connect to Silver Spray development and offer recreational opportunities for resort visitors.
- Facilities: address trail maintenance issues (erosion, drainage), improve maps and signage, name all official park trails, maintain and/or improve minor park access points.

## 9.4. Public and Interest Groups

### 9.4.1. Public comments

Fourteen written comments were received from residents and interest groups. The main themes reflected in the comments include:

- Natural Environment: pressures from increased visitation, presence of invasive species.
- Social Context: some desire to allow mountain biking, equestrian use and slacklining in the park; addressing conflicts between users (increased visitation, unprepared visitors, dog management).
- Facilities: improve signage, overflow parking issues, and improve parking at secondary accesses.
- Management: wildfire risk, dog management, improve parking at Aylard Farm.

### 9.4.2. Online Survey

A 28-question online survey was available through the project webpage and highlighted on the CRD website from August 17 to September 18, 2020. A total of 813 online surveys were completed and submitted. Response analysis of the online survey is provided in Appendix 4. Details on survey methodology are provided in Appendix 5.

# 10. Conclusion

There was a moderate to high level of participation in the initial engagement process for East Sooke Regional Park. A variety of methods were used to engage with First Nations, stakeholders and the public, including advertising, an online survey, meetings and interviews. Input has been received from T'Sou-ke and Scia'new First Nations, government agencies, a wide range of stakeholders, and over 800 members of the public. Comments received as part of the initial engagement process will inform the preparation of a draft management plan for East Sooke Regional Park.

# Appendix A – Park Neighbour Letter

Making a difference...together

Regional Parks
490 Atkins Avenue
Victoria, BC V9B 2Z8

T: 250.478.3344
F: 250.478.5416
www.crd.bc.ca/parks

FILE COPY

August 13, 2020

File: 6130-30

Dear Park Neighbor:

**RE: PARK MANAGEMENT PLAN DEVELOPMENT FOR EAST SOOKE REGIONAL PARK AND ROCHE COVE & MATHESON LAKE REGIONAL PARKS**

The Capital Regional District (CRD) recently initiated projects to develop a park management plan for East Sooke Regional Park and for Roche Cove and Matheson Lake regional parks. As a neighbor to these parks, the CRD invites you to participate in the park management planning process. Please see the attached map showing the locations of the three regional parks.

The CRD public engagement process provides two key opportunities to provide input through the planning process. First, we are interested in receiving information and suggestions from the public before the management plans are drafted. To collect that information, park specific comment forms will be posted to the project webpages between August 17 and September 18, 2020.

The project team will consider all input received as we begin drafting the park management plans in early 2021. We anticipate that the draft management plans will be completed in summer 2021. At that time, another review and comment opportunity will be provided. Depending on the circumstances surrounding COVID-19, a decision will be made about whether we can also host in-person meetings to discuss the draft management plans.

We invite you to participate in one or both of these park management planning processes. Please feel free to pass this information on to others whom you think might be interested in being involved.

For up to date information please visit the project webpages at:

East Sooke Regional Park: https://www.crd.bc.ca/project/east-sooke-management-plan.
Roche Cove & Matheson Lake: https://www.crd.bc.ca/project/roche-cove-and-matheson-lake-management-plan

If you have any questions or are interested in receiving additional information about the processes please contact the following:

East Sooke Regional Park - Lynn at 250.360.3369 or lwilson@crd.bc.ca
Roche Cove and Matheson Lake regional parks - Emma at 250.642.8102 or etaylor@crd.bc.ca

Sincerely,

Emma Taylor
Park Planner

Lynn Wilson
Park Planner

# Appendix B – Print Ad



## PROVIDE YOUR INPUT
## East Sooke, Roche Cove & Matheson Lake Regional Parks

The Capital Regional District (CRD) is preparing management plans for East Sooke, Roche Cove and Matheson Lake regional parks. These plans will provide strategic guidance for on-going management of these parks for the next 15-20 years.

The CRD is gathering initial input from the public on their interests, ideas and concerns. On-line comment forms will be available on the CRD website. Your suggestions will be considered in developing the draft management plans. Once the plans are drafted, they will be posted online for public review.

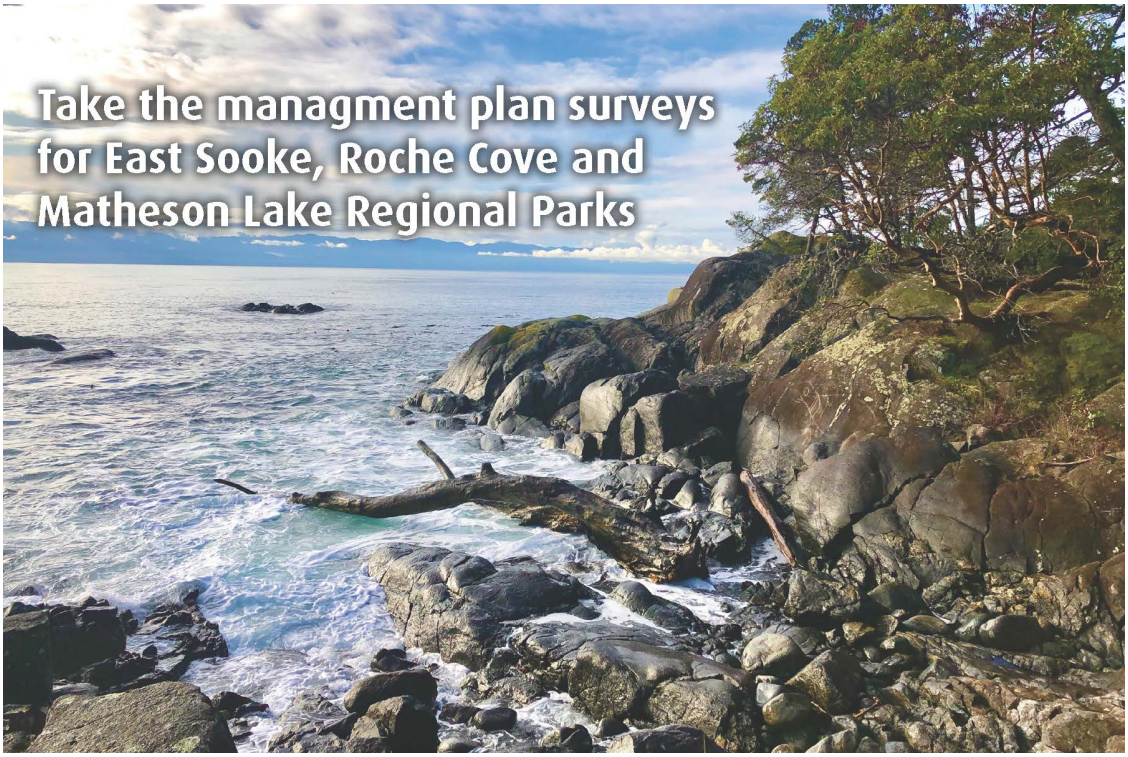
**Provide your initial input online between August 17 - September 18, 2020.**

**www.crd.bc.ca/eastsooke-plan**

**www.crd.bc.ca/roche-matheson-plan**

CRD
Making a difference...together

# Appendix C – Postcard




## Take the CRD Regional Parks Survey!

Help us plan for the future of East Sooke, Roche Cove and Matheson Lake regional parks

By completing the survey you are helping the CRD to establish a vision and objectives for managing the parks and to understand priorities for environmental conservation, cultural heritage protection, recreation and facilities.

The deadline to complete the survey is September 18, 2020

www.crd.bc.ca

CRD
Making a difference...together

# Appendix D – Online Survey Responses

A total of 813 online surveys were filled out between August 17 and September 18, 2020. Below is a summary of the online survey responses.

## QUESTION 1: WHAT MAKES EAST SOOKE REGIONAL PARK IMPORTANT TO YOU?

A total of 766 qualitative comments were provided by respondents to the open-ended question about the importance of East Sooke Regional Park to them. Each comment entailed multiple themes.

The most mentioned themes were:

- Experiences: respondents described experiencing the park as wild, beautiful, large, pristine, rugged, and remote. They highly value the park for its mix of rocky bluffs, sandy beaches, riparian areas, dense forests and hilly terrain, and as a special place to be in close contact with nature. Many value the solitude and quiet of the park and the chance of encountering all types of wildlife, while others value visiting the park with friends and family. The park offers a sense of exploration and discovery, while still being accessible. Many described the park as the "gem" of the regional parks system.
- Outdoor recreation: respondents repeatedly mentioned how important the park is to them as a place for walking, hiking, beach activities and nature study in a wilderness setting. Respondents particularly like the trail system, with its diversity of trail types, distances and difficulty levels. They like being able to select an experience based on their interests and abilities. They particularly like hiking the Coast Trail with its outstanding views and its challenging terrain. They consider it to be a world class trail and truly representative of Vancouver Island's west coast experience. Respondents like the easy accessibility, history, beach and beauty of Aylard Farm.
- Natural environment: respondents describe the park as a magnificent wilderness park that has functional ecosystems and provides habitat for a wide variety of plant and animal species, including large carnivores, migratory birds and species at risk. They are aware of the uniqueness of the park ecosystems and want to ensure they are preserved for future generations to enjoy.
- Accessibility: respondents highly value this park because of its proximity to where they live. They noted that they can leave home and be in the park within an hour of Victoria. They value the accessibility of the trail system and the accessibility of Aylard Farm's beach area and open fields. Some say that the park is why they live where they do – they chose to live near to the park so that they can enjoy its wilderness setting as often as they want to.

## QUESTION 2: APPROXIMATELY HOW MANY TIMES HAVE YOU VISITED EAST SOOKE REGIONAL PARK IN THE PAST 12 MONTHS?

The majority of respondents (58%) visited the park between 1-10 times in the past twelve months, with 34% visiting more than ten times.

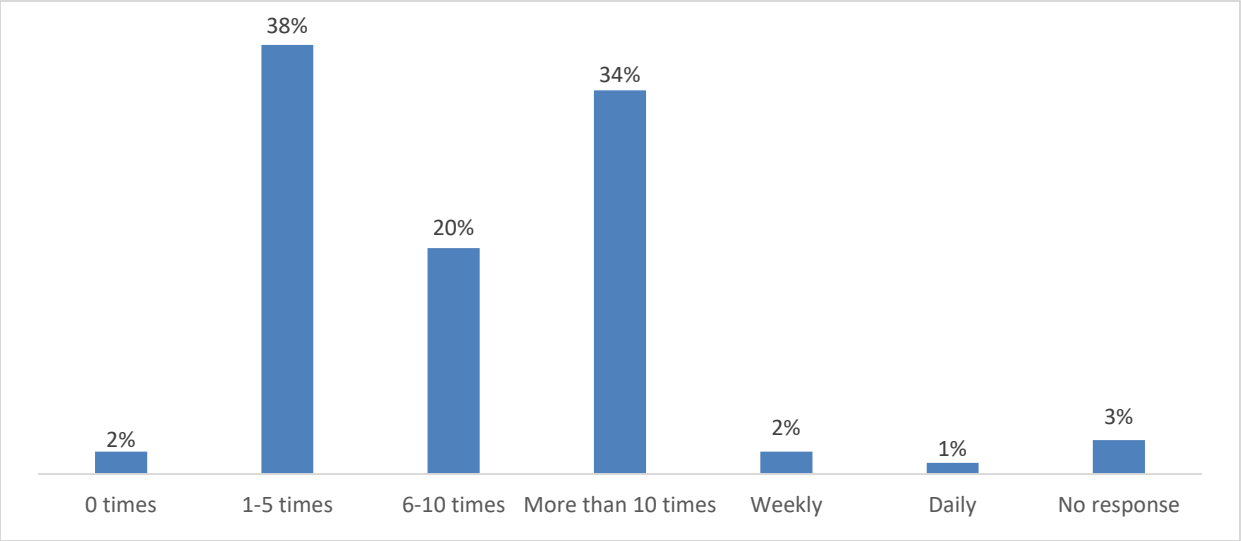



Figure 1: Frequency of visitation by survey respondents to East Sooke Regional Park.

## QUESTION 3: WHY DO YOU VISIT EAST SOOKE REGIONAL PARK?

The majority of respondents visit to experience a wilderness area (92%) and remoteness and solitude (80%), while many visit for the beach (47%) and because it is close to home (49%).

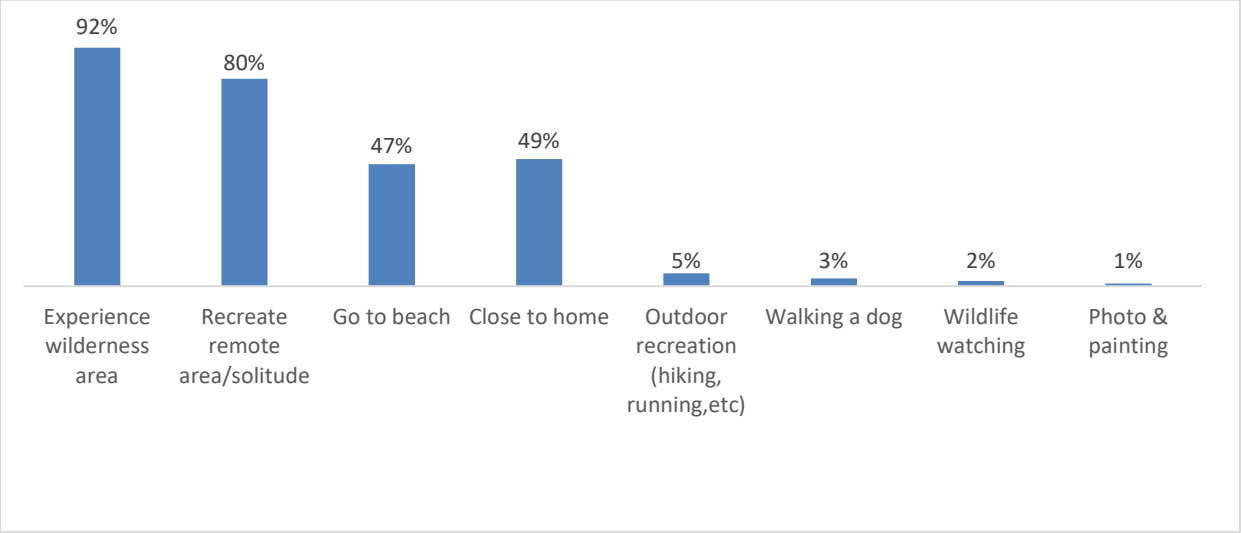



Figure 2: Breakdown of why survey respondents visit East Sooke Regional Park.

## QUESTION 4: APPROXIMATELY HOW MUCH TIME DO YOU SPEND IN EAST SOOKE REGIONAL PARK WHEN YOU VISIT?

Just over half of respondents spend 3-4 hours in the park (51%), while 25% spend up to 2 hours, and 20% spending 5 or more hours in the park.

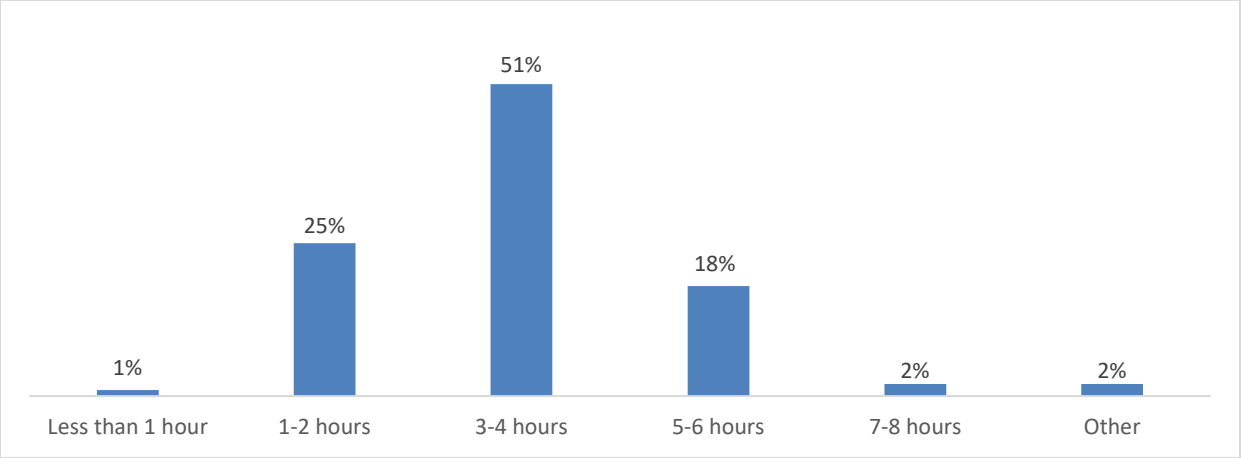



Figure 3: Breakdown of amount of time spent in East Sooke Regional Park by respondents.

## QUESTION 5: WHAT DO YOU USE TO NAVIGATE INSIDE THE PARK?

The majority of respondents use their experience or knowledge of the area to navigate inside the park (77%), while many also use CRD wayfinding signs (53%) and CRD maps (38%) to navigate.

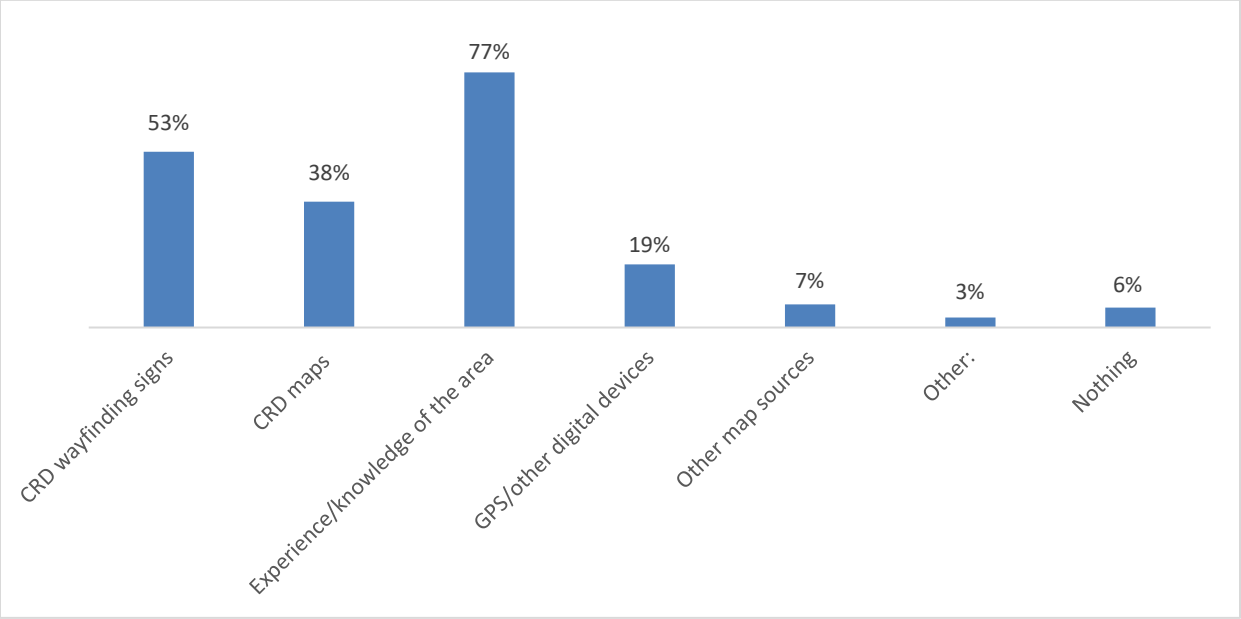



Figure 4: Tools used by respondents to navigate East Sooke Regional Park.

## QUESTION 6: WHAT ACTIVITIES DO YOU DO IN EAST SOOKE REGIONAL PARK?

Virtually every respondent hikes or walks in the park (98%), while many also view plants, animals and the petroglyphs. Half of respondents picnic in the park, while many walk a dog in the park.

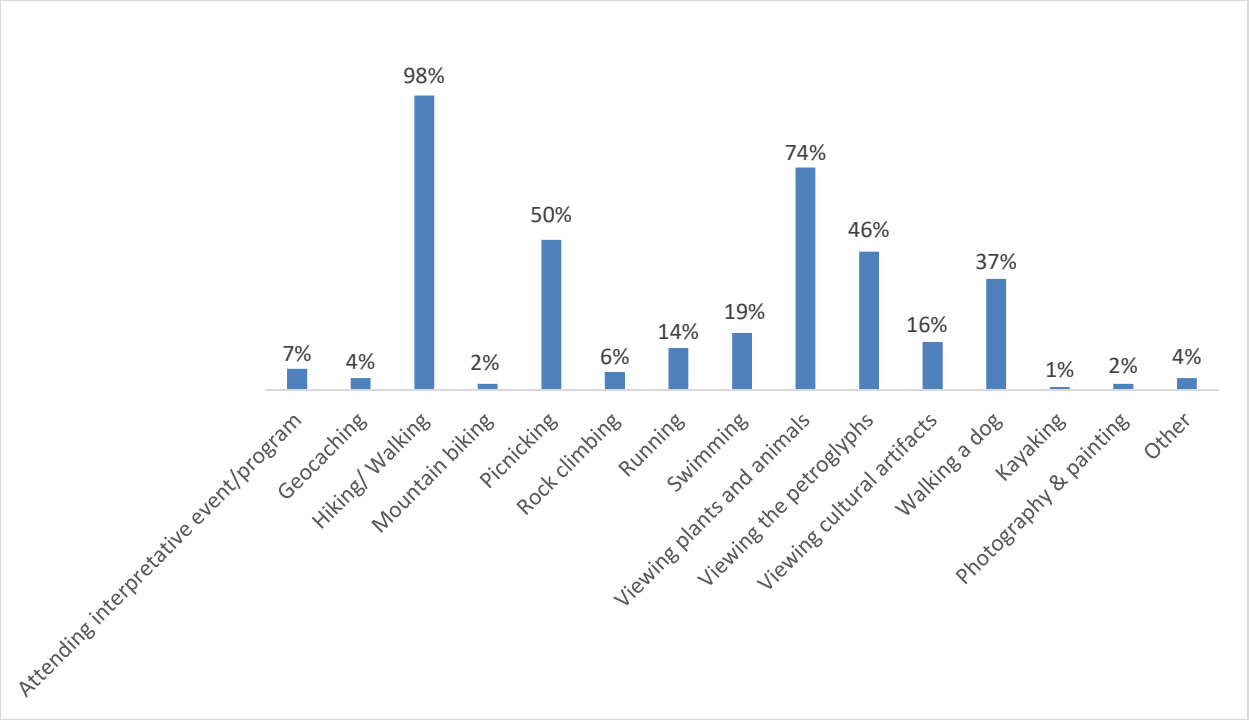



Figure 5: Breakdown of activities survey respondents do in East Sooke Regional Park.

## QUESTION 7: DO YOU VISIT THE PARK WITH A DOG?

More than half of the survey respondents indicated that they do visit the park with a dog (59%), while 39% said that they do not visit with a dog.

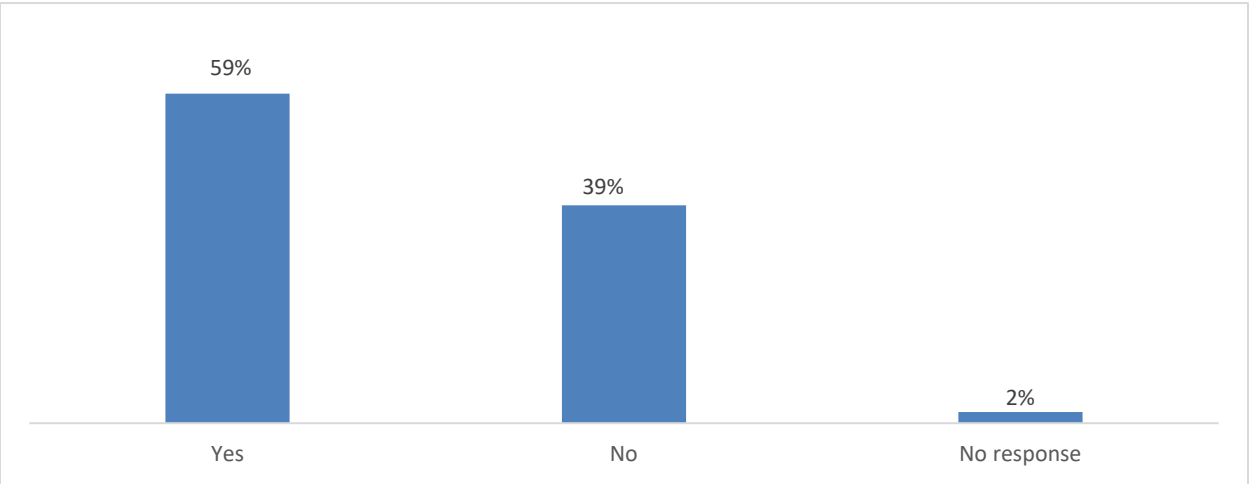



Figure 6: Breakdown of respondents with dogs in East Sooke Regional Park.

## QUESTION 8: HOW MANY DOGS DO YOU BRING TO THE PARK?

The majority of respondents who bring a dog to the park only bring one (25%), while 12% bring up to two dogs to the park.

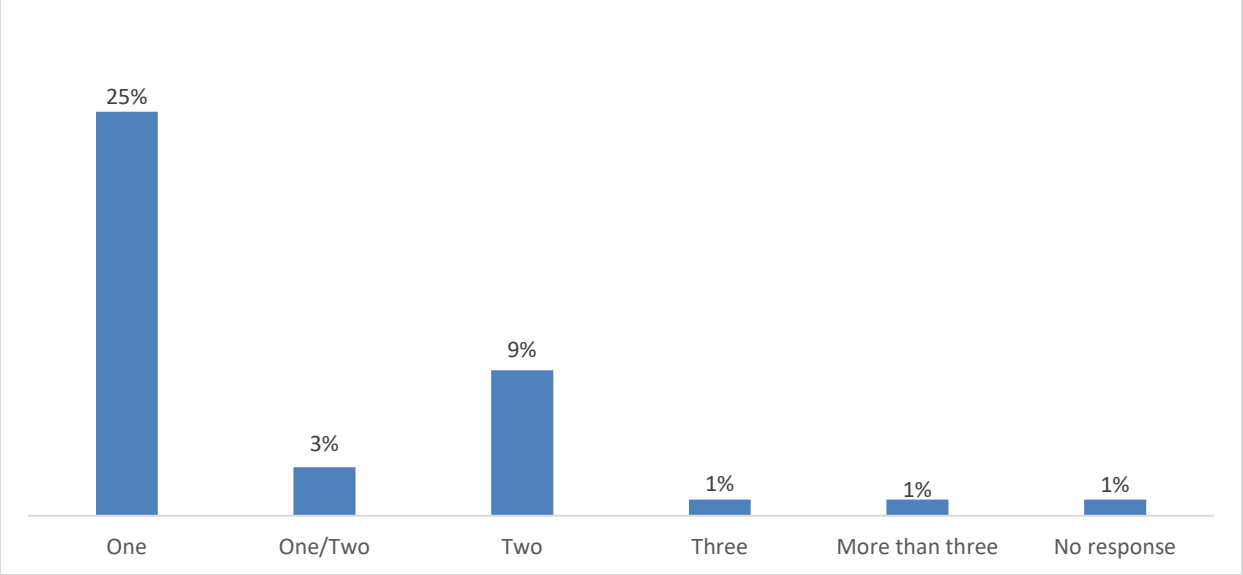



Figure 7: Breakdown of number of dogs respondents bring to East Sooke Regional Park.

## QUESTION 9: HOW DO YOU WALK THE DOG IN THIS PARK?

Most respondents walk their dog(s) both on-leash and off-leash in the park (21%), with some only walking their dog on a leash (11%), and a 7% only walking their dog off-leash.

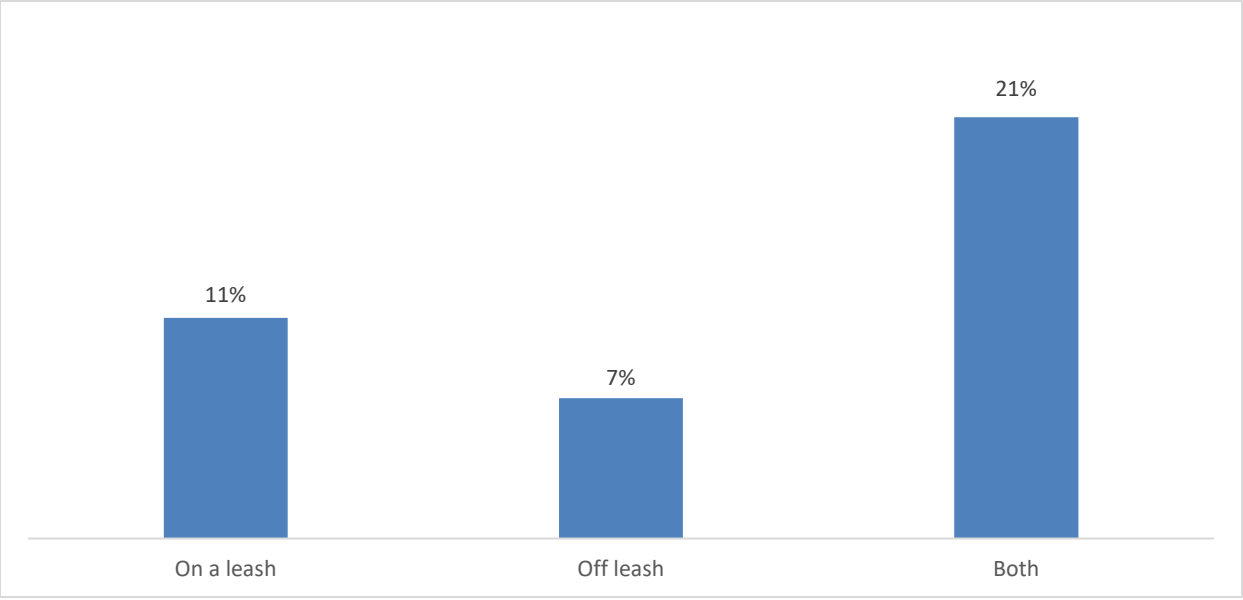



Figure 8: Breakdown of how respondents walk dogs in East Sooke Regional Park.

## QUESTION 10: ARE YOU A COMMERCIAL DOG WALKER?

Only one response was received for this question.

## QUESTION 11: WHERE DO YOU WALK THE DOG?

Respondents to this question walk their dog in a variety of places in the park, with the Coast Trail being the most frequently mentioned location (32%), followed by Anderson Cove (27%) and general trails in the park (23%).

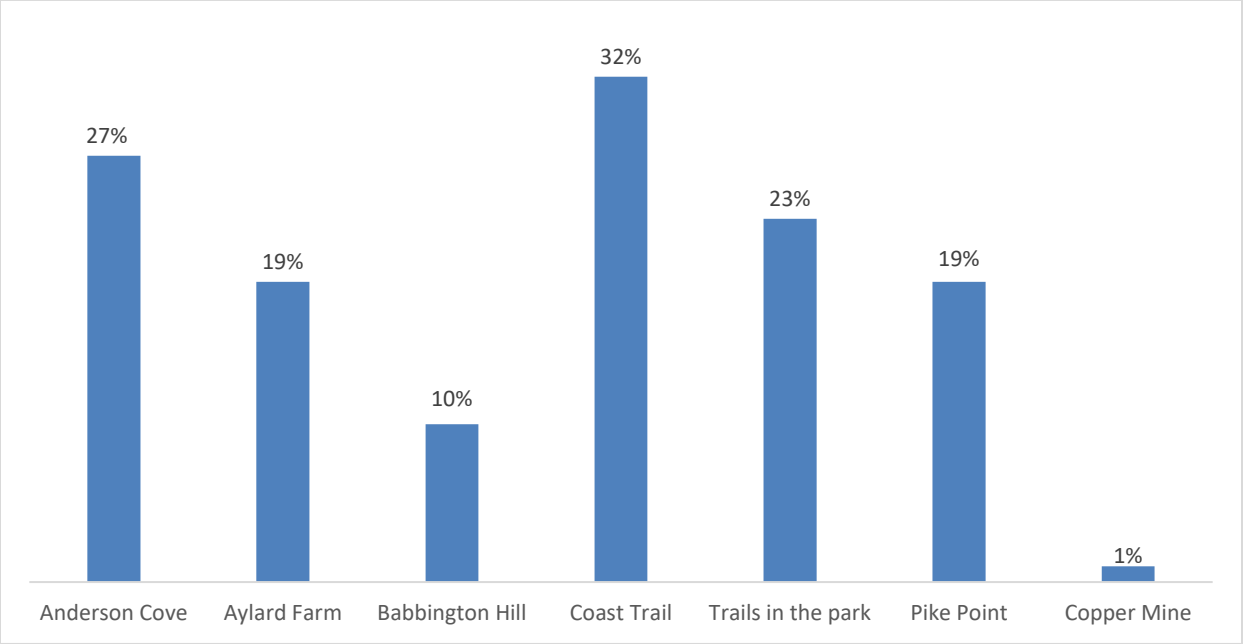



Figure 9: Breakdown of locations that respondents walk their dog in East Sooke Regional Park.

## QUESTION 12: PARK MANAGEMENT PLANS TYPICALLY INCLUDE POLICY DIRECTION AND/OR ACTIONS TO ADDRESS KNOWN ISSUES. PLEASE SHARE ANY ISSUES AT EAST SOOKE THAT YOU BELIEVE NEED TO BE ADDRESSED THROUGH THE MANAGEMENT PLAN.

A total of 540 qualitative comments were provided by respondents to the open-ended question about issues that need to be addressed through the management plan. Each comment entailed multiple themes.

The most mentioned themes were:

- Experiences: the wilderness values of the park need to be preserved at all costs; the trail system needs to be maintained year-round, but not improved to front-country standards on most park trails; keep Aylard Farm the way it is now—open, accessible, welcoming; maintain the ability of park visitors to fully experience the rugged Coast Trail and interior forest trails; maintain the ability to view wildlife (marine and terrestrial) as part of the park experience.

- Outdoor recreation: the park is fine the way it is now; do not change the mix of recreation activities; do not allow mountain biking or camping in the park; consider some mountain biking and a backcountry campground in the park; unmanaged dogs are a big issue – something needs to be done about them; continue to manage dogs as currently; manage litter in the park; address illegal camping; maintain solitude and quiet throughout the park.
- Natural environment: invasive species are becoming a problem in the park; overuse of the park is impacting the natural environment; human and dog feces are a growing issue; sensitive species need to be protected; do not build any new trails; keep the interior of the park undeveloped; maintain intact habitat for large carnivores and ungulates.
- Facilities: need better signage and maps in the park; sign all official trails in the park; keep the restrooms clean and pick up litter; improve the parking situation at Aylard Farm; the road accessing Aylard Farm is hazardous and needs to be fixed; car break-ins are a problem—need Park Watch back; maintain the trails to a rustic standard and clear off tree blow-downs after they happen; do not over-develop the park; keep park infrastructure to a minimum.
- Accessibility: maintain Aylard Farm as an accessible location and improve access to the beach; maintain the trail between Aylard Farm and Beechey Head so it is accessible to most people; improve transportation options to the park so people don't have to drive to there; keep the Aylard Farm fields mowed so that people can walk with or without dogs there.

## QUESTION 13: HAVE YOU EXPERIENCED ANY OF THE FOLLOWING SITUATIONS AT AYLARD FARM PARKING LOT?

Q13a. Parking lot full: the majority of respondents (71%) replied that the parking lot is sometimes or often full.

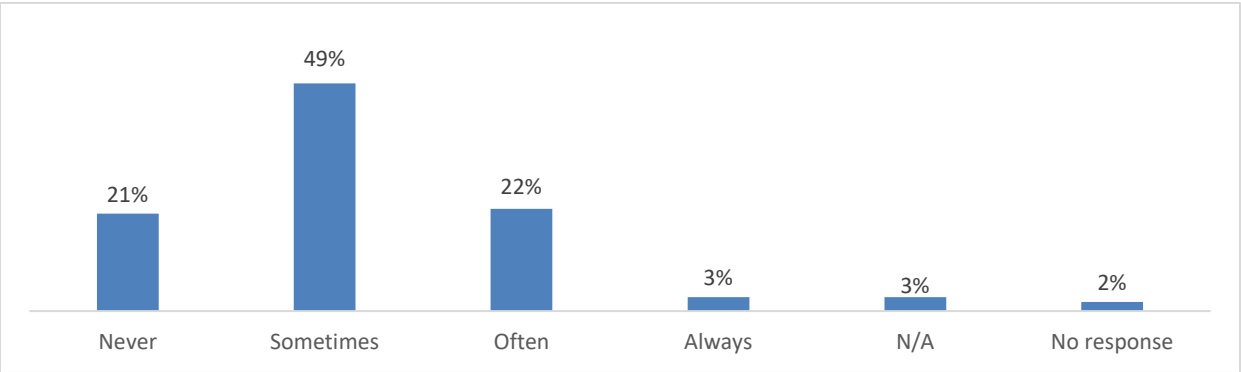



Figure 10: Breakdown of responses to experiencing a full parking lot at Aylard Farm.

Q13b. Cars parked on the side of the road: the majority of respondents (65%) replied that cars are sometimes or often parked on the side of the road.

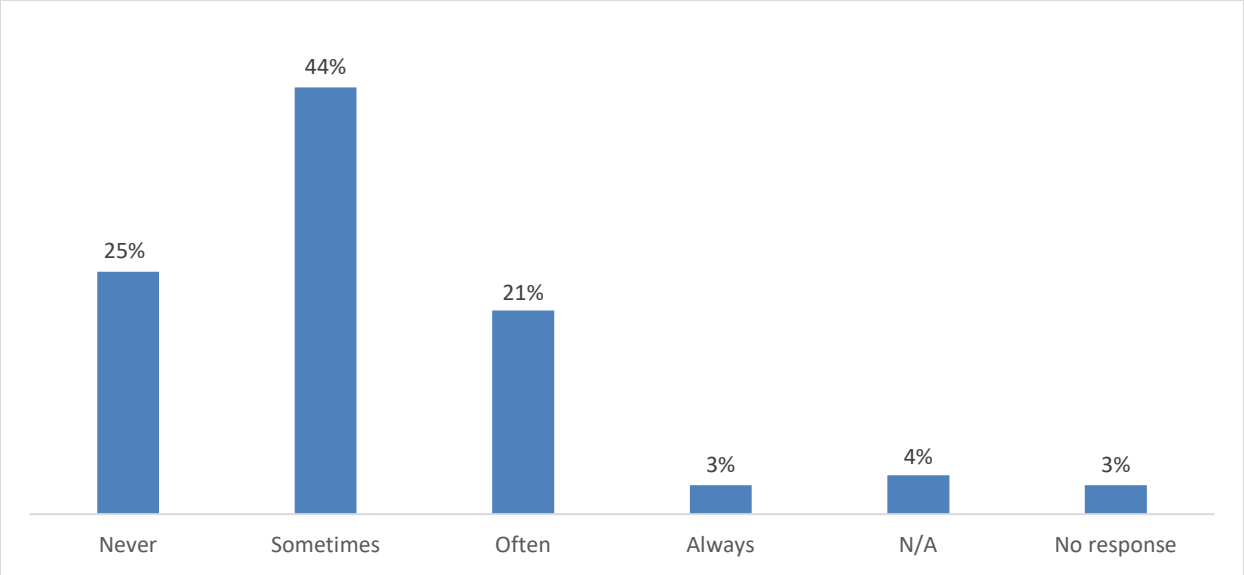



Figure 11: Breakdown of responses to experiencing cars parked on the side of the road.

Q13c. Cars blocking the road: the majority of respondents (65%) responded that cars never block the road, while 23% said that they sometimes or often do.

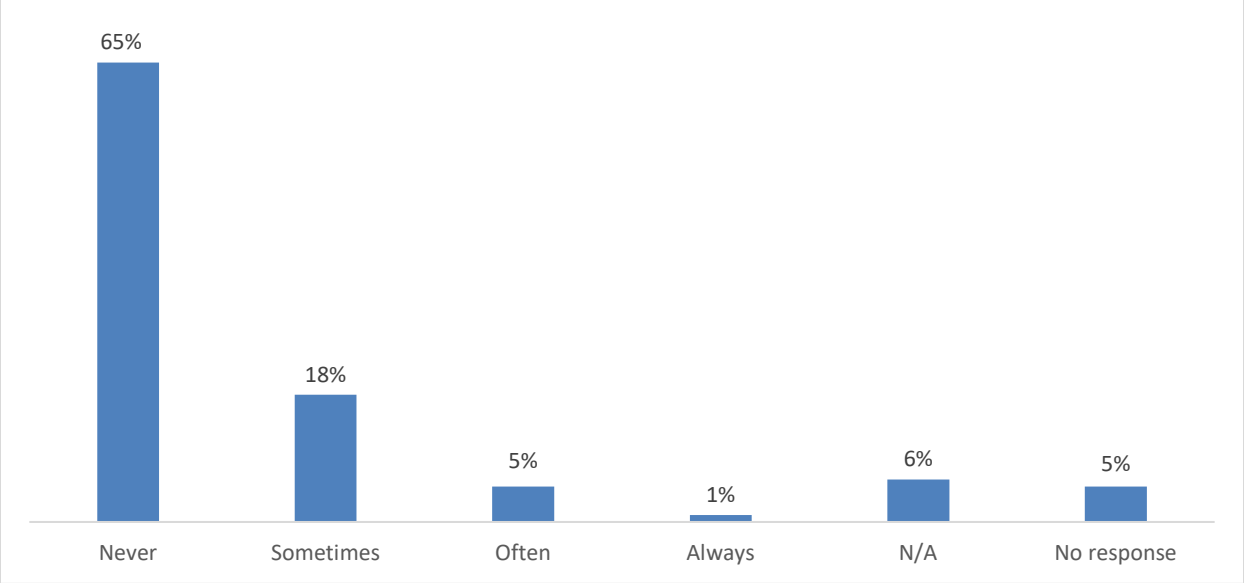



Figure 12: Breakdown of responses to experiencing to cars blocking the road.

## QUESTION 14: DID YOU KNOW THAT SENSITIVE ECOSYSTEMS AND SPECIES AT RISK ARE PRESENT IN EAST SOOKE REGIONAL PARK?

The majority of survey respondents indicated that they are aware that sensitive ecosystems and species at risk are in the park (82%).

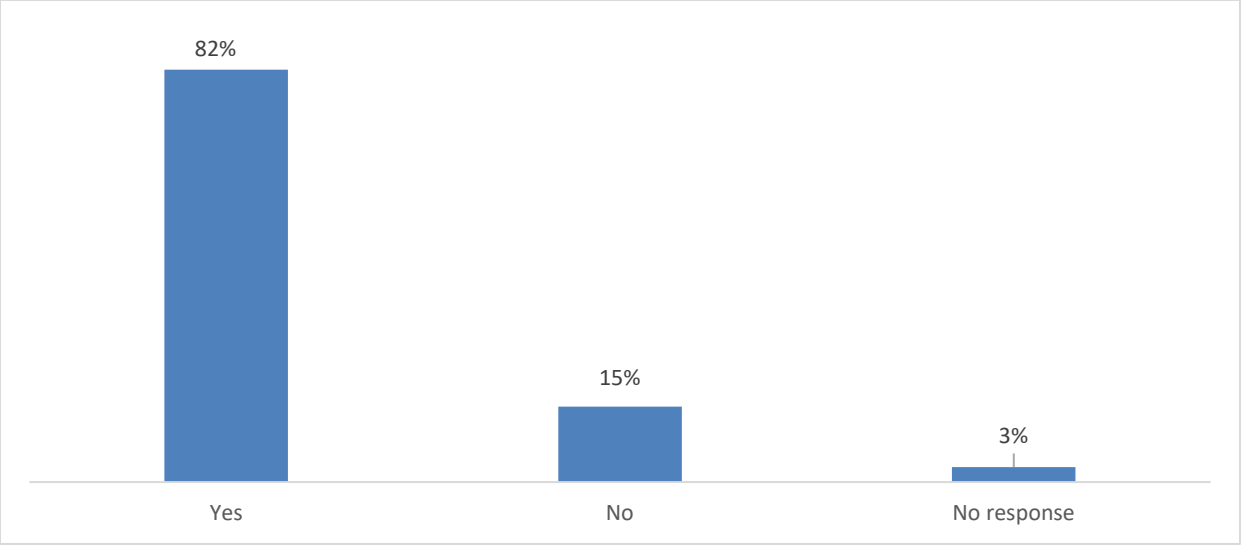



Figure 13: Breakdown of responses to knowledge about sensitive ecosystems and species at risk in East Sooke Regional Park.

## QUESTION 15: WOULD YOU SUPPORT OR OPPOSE THE FOLLOWING MEASURES TO PROTECT SENSITIVE ECOSYSTEMS AND SPECIES AT RISK IN THIS PARK?

Q15a. Providing additional park signage: The majority of survey respondents (75%) support providing additional park signage to protect sensitive ecosystems and species at risk in the park.

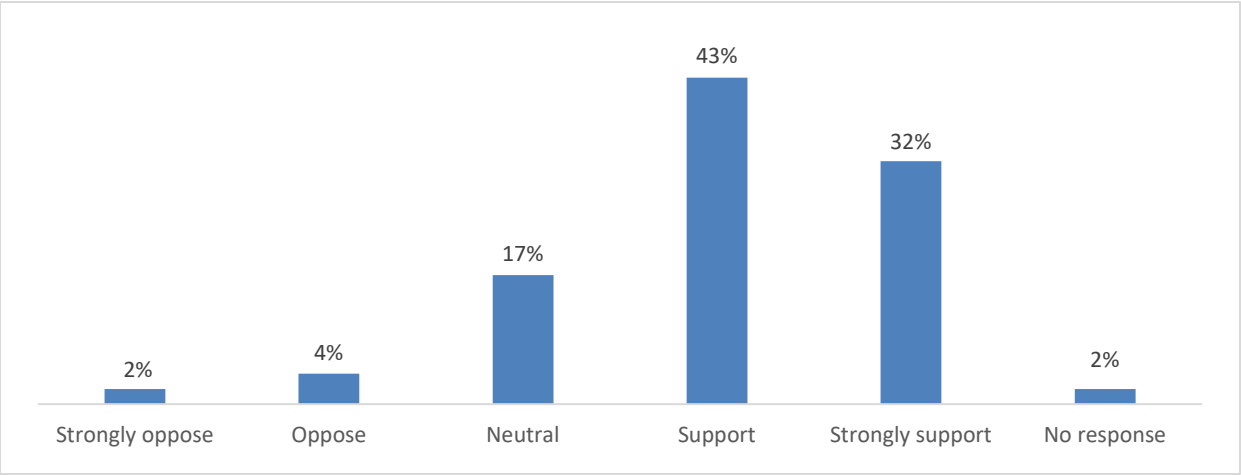



Figure 14: Breakdown of responses to providing additional park signage to protect sensitive ecosystems and species at risk in East Sooke Regional Park.

Q15b. Installing interpretive panels: The majority of survey respondents (74%) support installing interpretive panels to protect sensitive ecosystems and species at risk in the park.

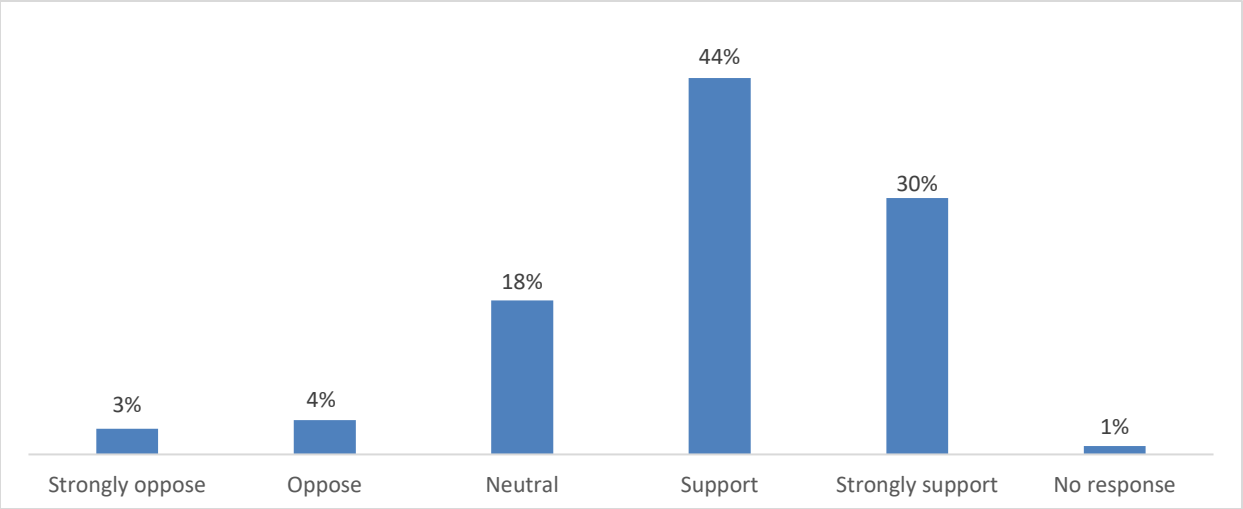



Figure 15: Breakdown of responses to installing interpretive panels to protect sensitive ecosystems and species at risk in East Sooke Regional Park.

Q15c. Offering interpretive programs: Most respondents to this survey indicated that they supported or strongly supported offering interpretive programs (58%) to protect sensitive ecosystems and species at risk in the park, while 32% were neutral about it.

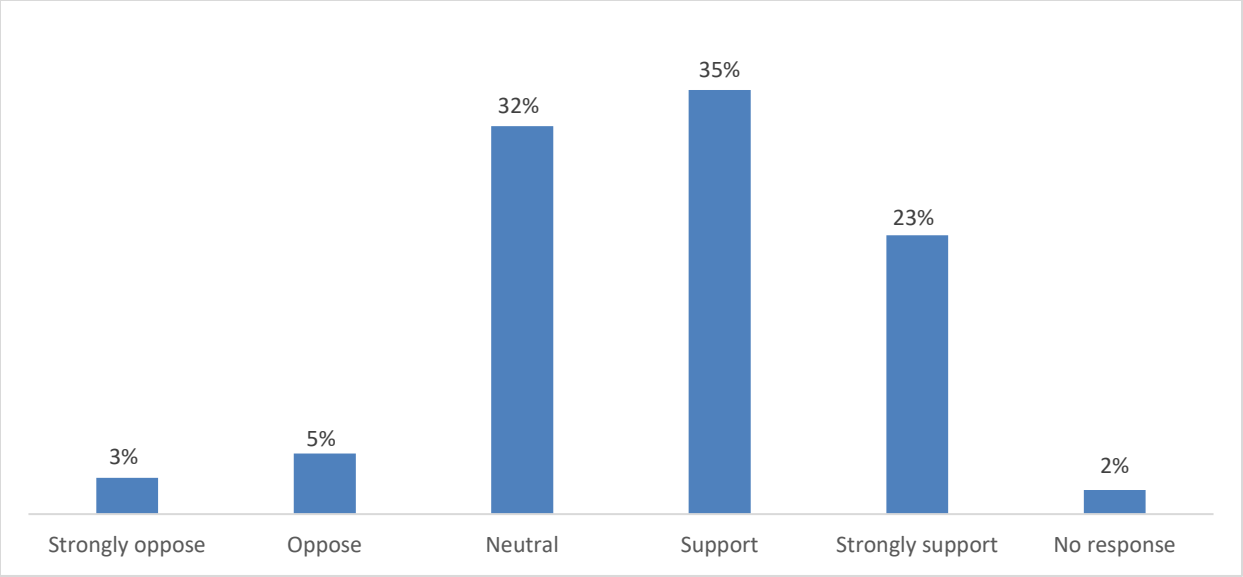



Figure 16: Breakdown of responses to offering interpretive programs to protect sensitive ecosystems and species at risk in East Sooke Regional Park.

Q15d. Closing areas for habitat protection: The majority of respondents to this survey (73%) indicated that they supported or strongly supported closing areas for habitat protection to protect sensitive ecosystems and species at risk in the park.

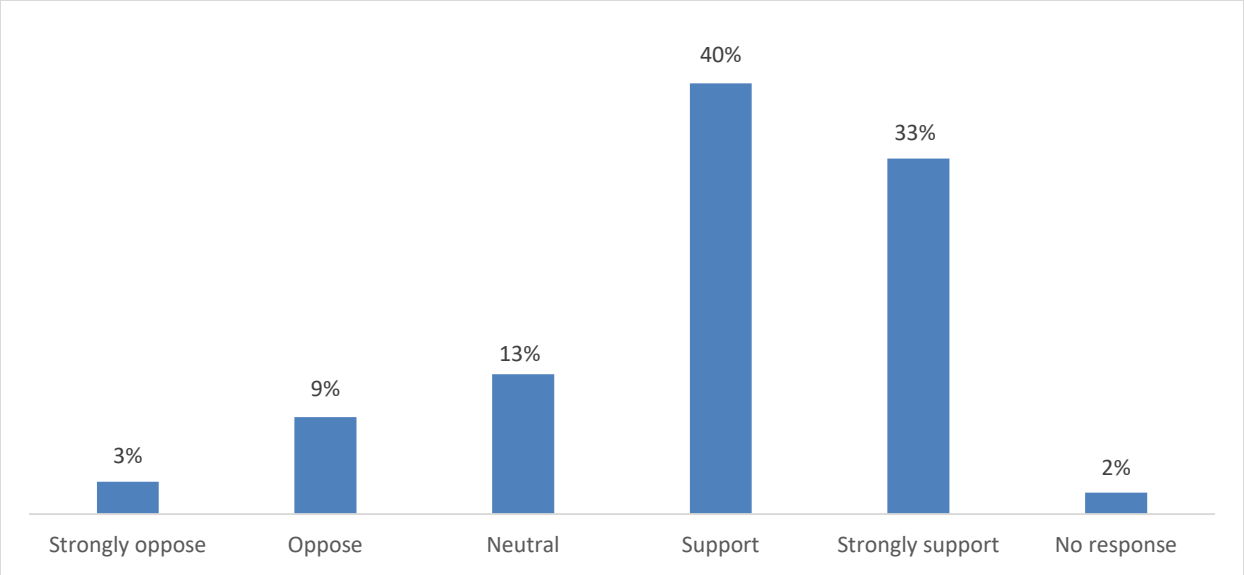



Figure 17: Breakdown of responses to closing areas for habitat protection to protect sensitive ecosystems and species at risk in East Sooke Regional Park.

Q15e. Limiting certain types of recreational activities: The majority of respondents to this survey (71%) indicated that they supported or strongly supported limiting certain types of recreational activities to protect sensitive ecosystems and species at risk in the park.

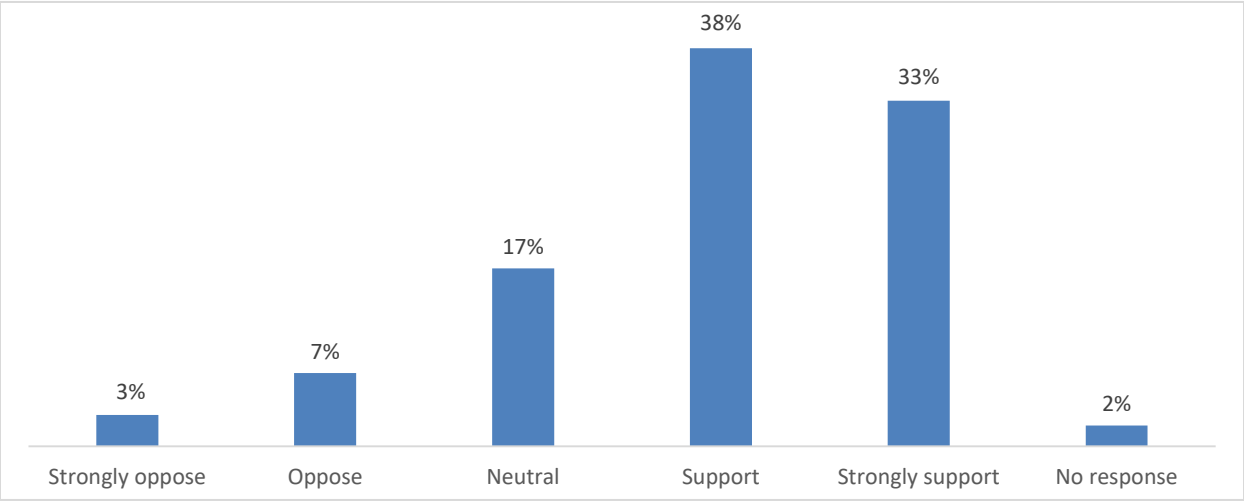
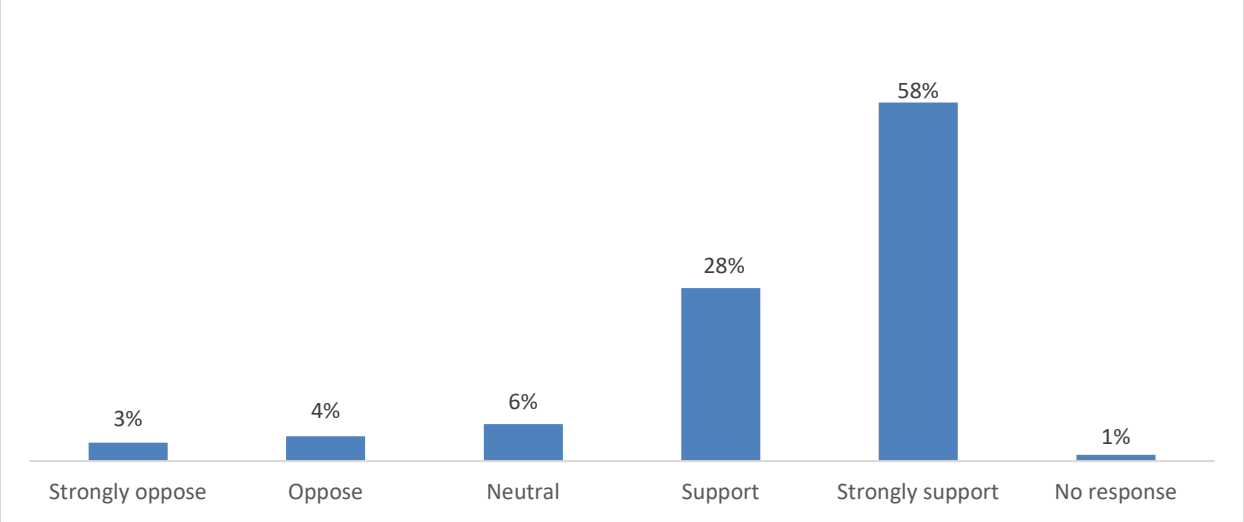



Figure 18: Breakdown of responses to limiting certain types of recreational activities to protect sensitive ecosystems and species at risk in East Sooke Regional Park.

Q15f. Requesting dogs to be on-leash in sensitive areas: The majority of respondents to this survey (86%) indicated that they supported or strongly supported requesting dogs to be on-leash in sensitive areas to protect sensitive ecosystems and species at risk in the park.

Figure 19: Breakdown of responses to requesting dogs to be on-leash in sensitive areas to protect sensitive ecosystems and species at risk in East Sooke Regional Park.




Q15g. Allowing seasonal closures for species protection: The majority of respondents to this survey (67%) indicated that they supported or strongly supported allowing seasonal closures to protect sensitive ecosystems and species at risk in the park.

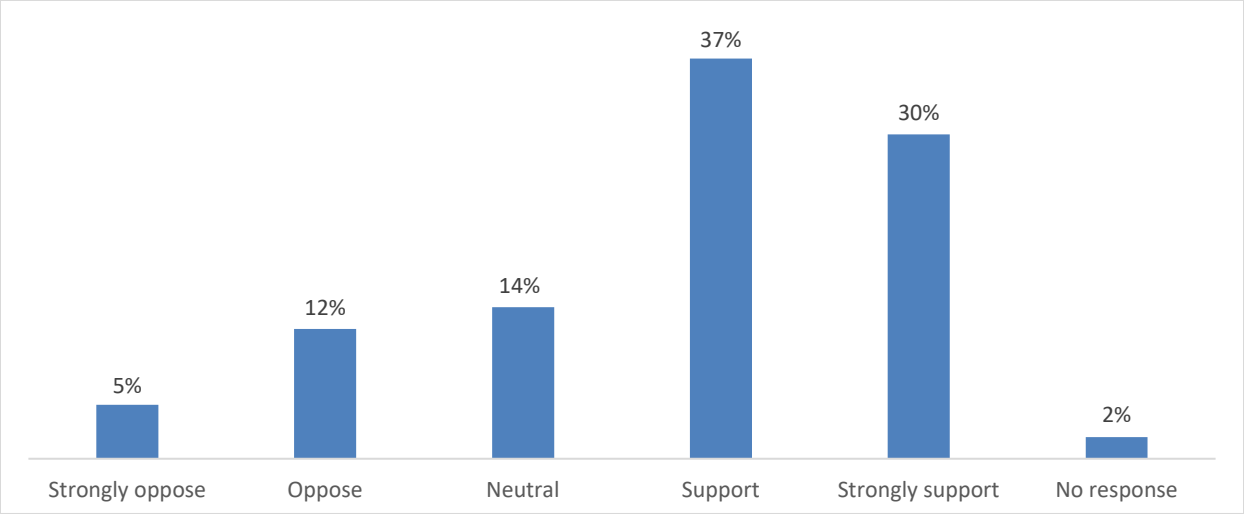



Figure 20: Breakdown of responses to allowing seasonal closures for species protection in East Sooke Regional Park.

Q15h. Restoring habitat: The majority of respondents to this survey (88%) indicated that they supported or strongly supported restoring habitat to protect sensitive ecosystems and species at risk in the park.

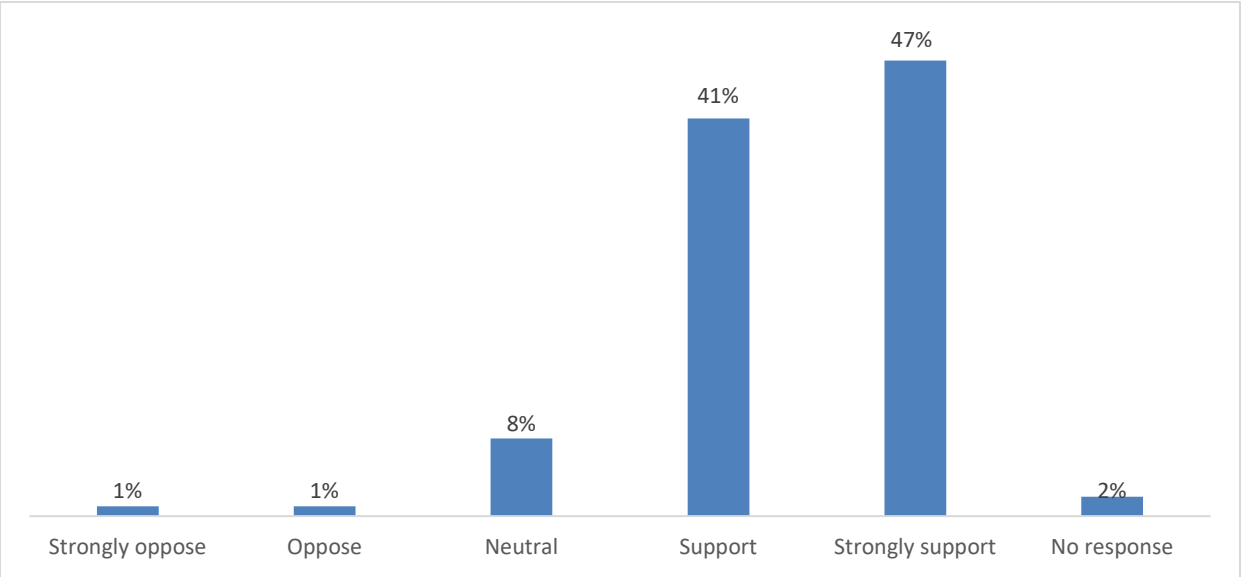



Figure 21: Breakdown of responses to restoring habitat to protect sensitive ecosystems and species at risk in East Sooke Regional Park.

## QUESTION 16: DID YOU KNOW THAT CULTURAL HERITAGE SITES ARE PRESENT IN EAST SOOKE REGIONAL PARK?

The majority of respondents (85%) stated that they were aware that cultural heritage sites are present in the park.

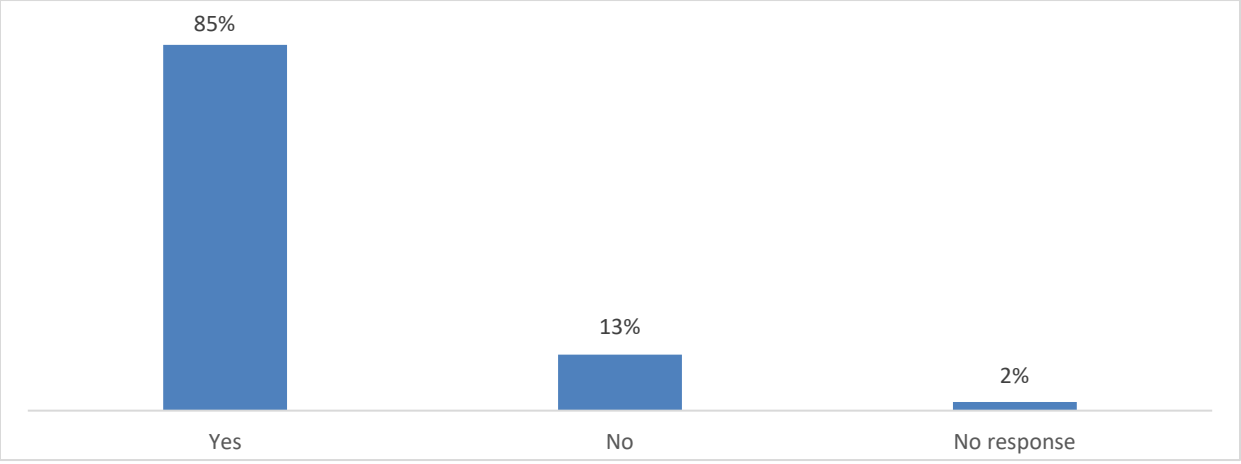



Figure 22: Breakdown of responses to knowing that cultural heritage sites are present at East Sooke Regional Park.

## QUESTION 17: WOULD YOU SUPPORT OR OPPOSE THE FOLLOWING MEASURES TO PROTECT CULTURAL HERITAGE IN THIS PARK?

Q17a. Providing additional park signage: The majority of respondents to this survey (77%) indicated that they supported or strongly supported providing additional park signage to protect cultural heritage in the park.

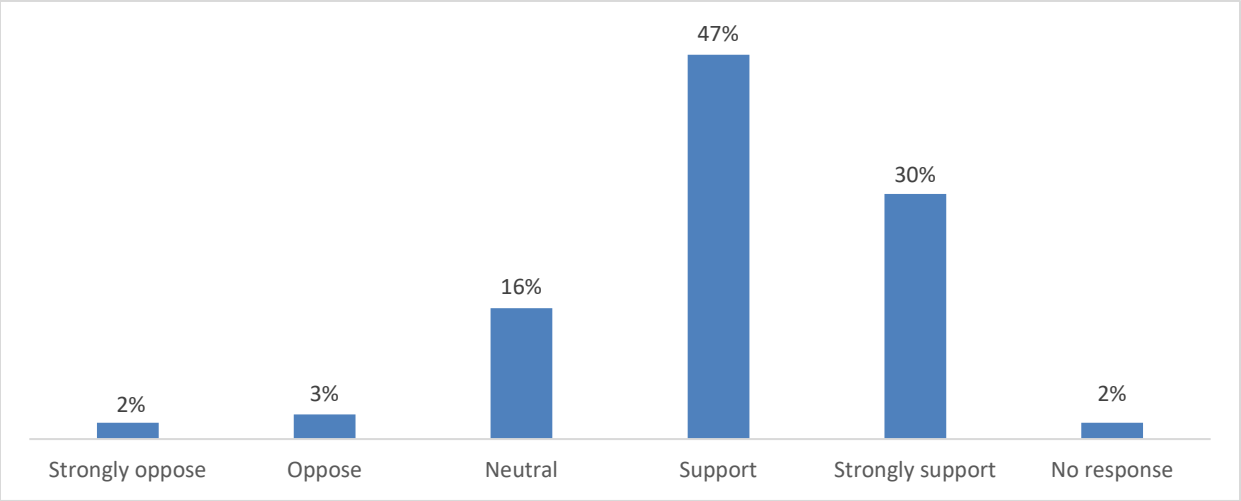



Figure 23: Breakdown of responses to providing additional park signage to protect cultural heritage sites in East Sooke Regional Park.

Q17b. Installing interpretive panels: The majority of respondents to this survey (78%) indicated that they supported or strongly supported installing interpretive panels to protect cultural heritage in the park.

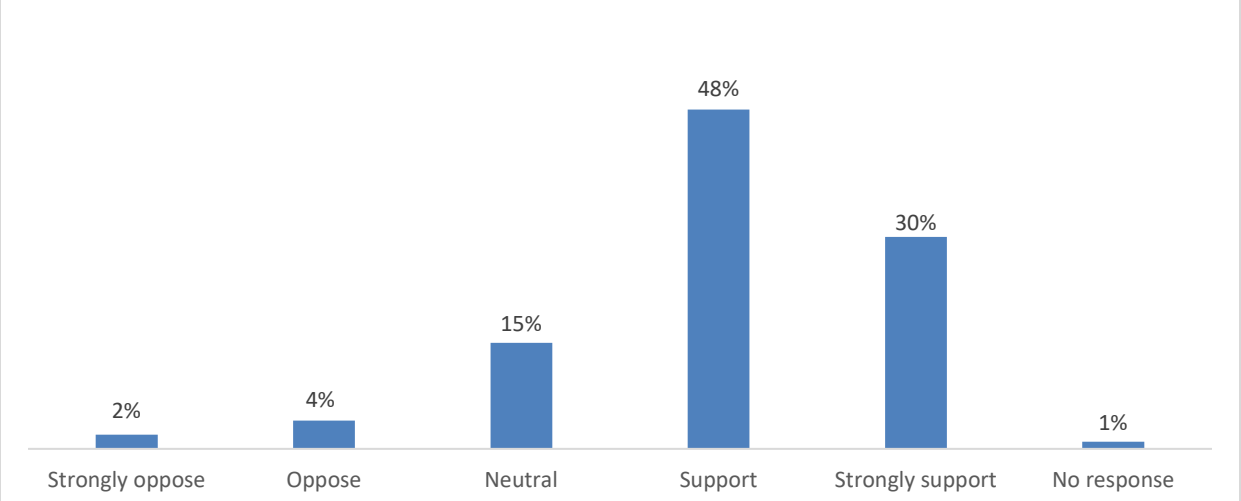



Figure 24: Breakdown of responses to installing interpretive panels to protect cultural heritage sites in East Sooke Regional Park.

Q17c. Offering interpretive programs: The majority of respondents to this survey (59%) indicated that they supported or strongly supported offering interpretive programs to protect cultural heritage in the park, while 30% were neutral.

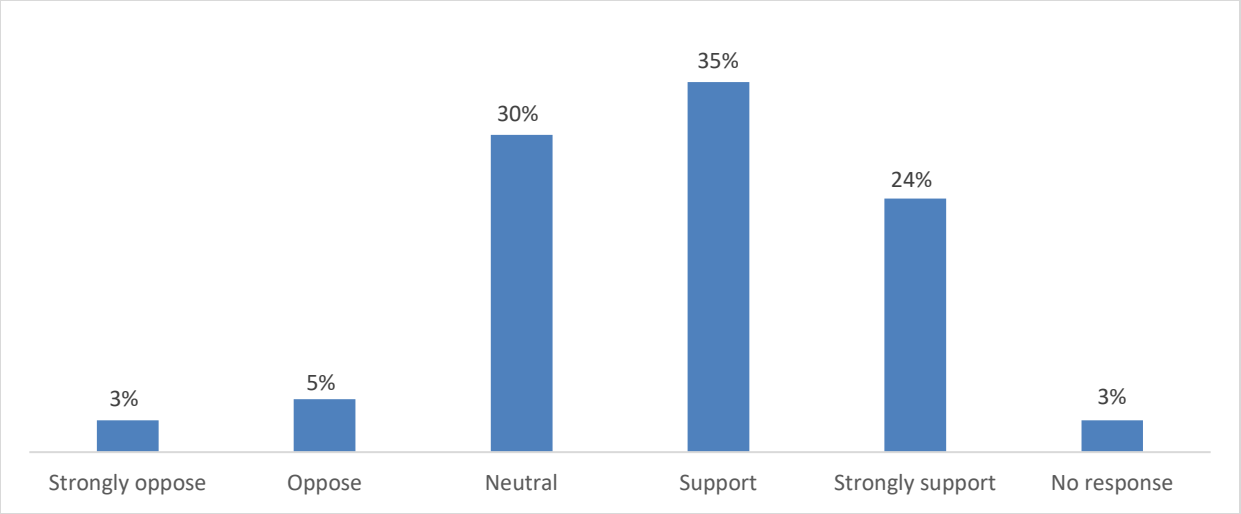



Figure 25: Breakdown of responses to offering interpretive programs to protect cultural heritage sites in East Sooke Regional Park.

Q17d. Information on social media and website: The majority of respondents to this survey (71%) indicated that they supported or strongly supported providing information on social media and website to protect cultural heritage in the park.

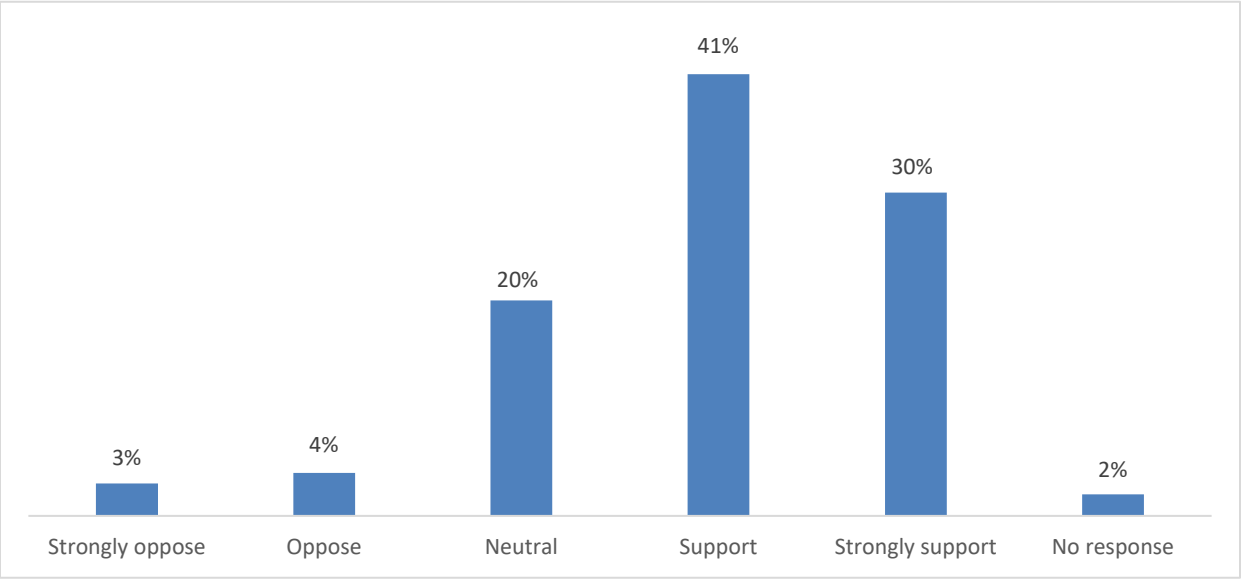



Figure 26: Breakdown of responses to providing information on social media and website to protect cultural heritage sites in East Sooke Regional Park.

Q17e. Closing areas for cultural heritage protection: A little more than half of respondents (54%) support or strongly support closing areas for cultural heritage protection, while 38% oppose or strongly oppose this action.

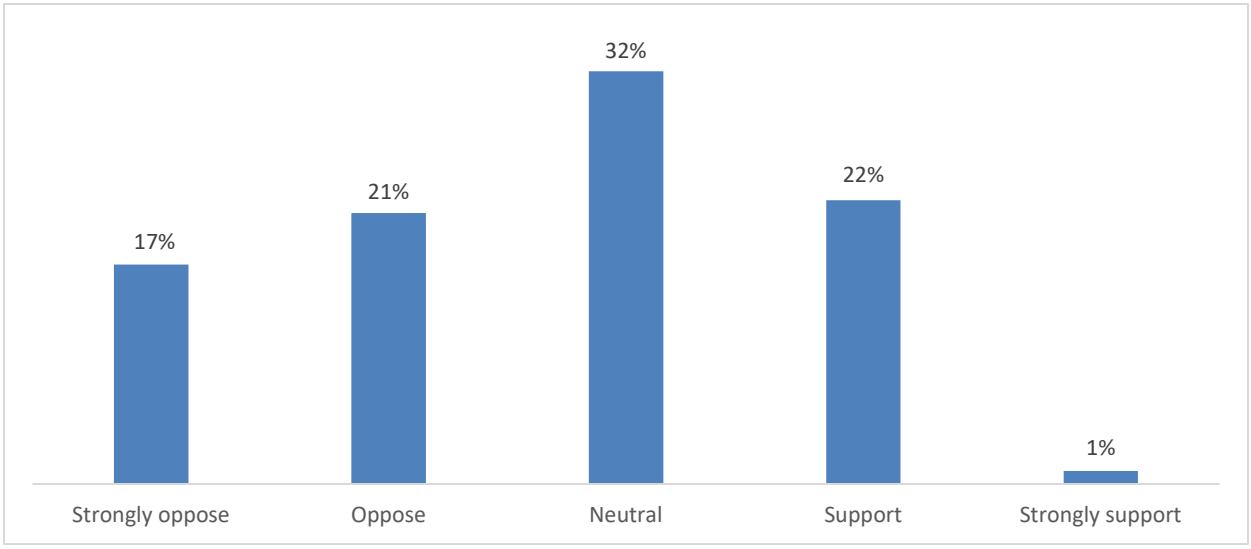



Figure 27: Breakdown of responses to closing areas for cultural heritage protection.

Q17f. Requesting dogs to be on leash in sensitive areas: The majority of respondents to this survey (82%) indicated that they supported or strongly supported requesting dogs to be on-leash in sensitive areas to protect cultural heritage in the park.

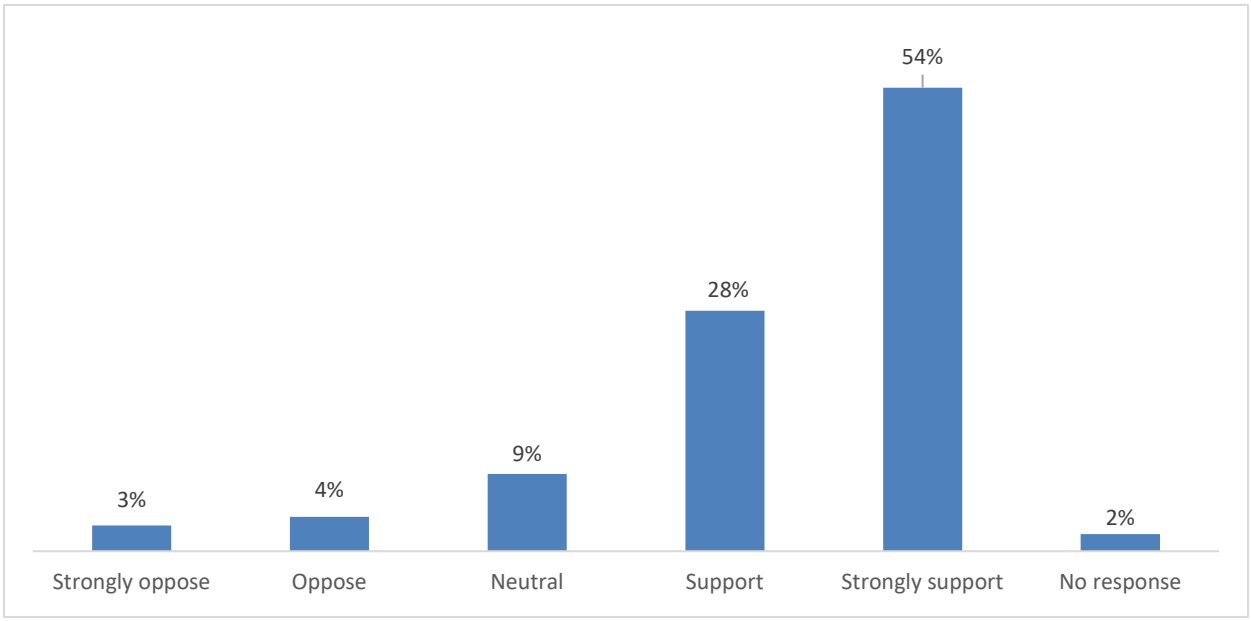



Figure 28: Breakdown of responses to requesting dogs to be on-leash in sensitive areas to protect cultural heritage sites in East Sooke Regional Park.

## QUESTION 18: IN EAST SOOKE REGIONAL PARK, HOW SATISFIED ARE YOU WITH:

Q18a. Experiences: The majority of respondents to this survey (90%) indicated that they were very satisfied or completely satisfied with their experience in the park.

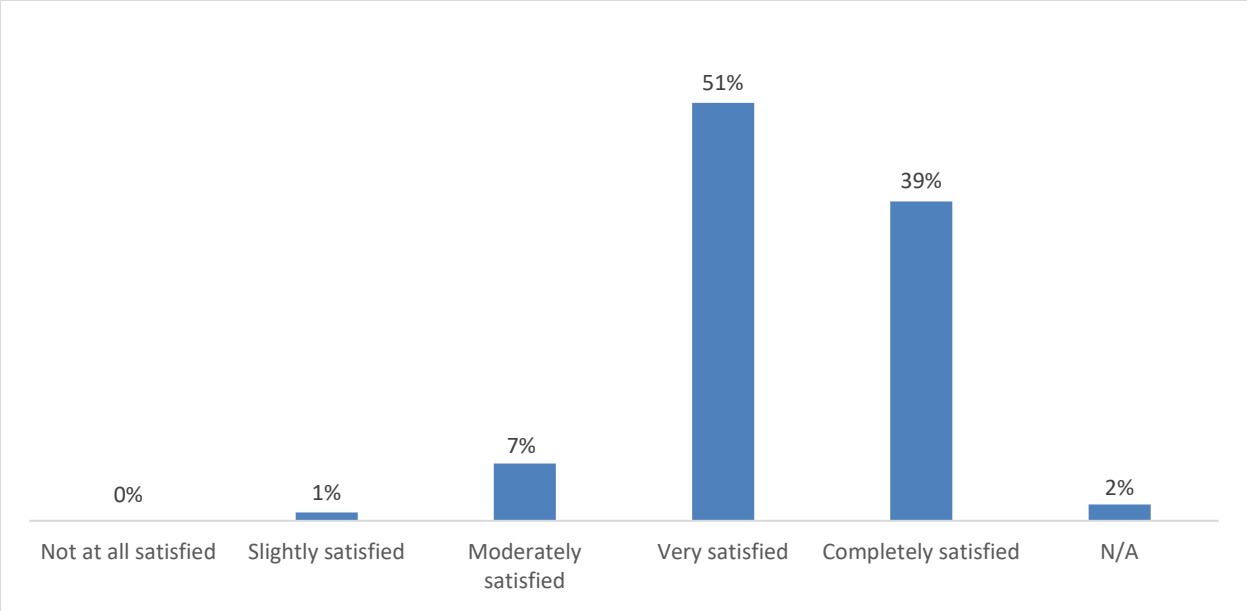



Figure 29: Breakdown of responses to park experience satisfaction level.

Q18b. Natural environment and species protection: The majority of respondents to this survey (60%) indicated that they were very satisfied or completely satisfied with natural environment and species protection in the park, while 35% were not at all satisfied to moderately satisfied.

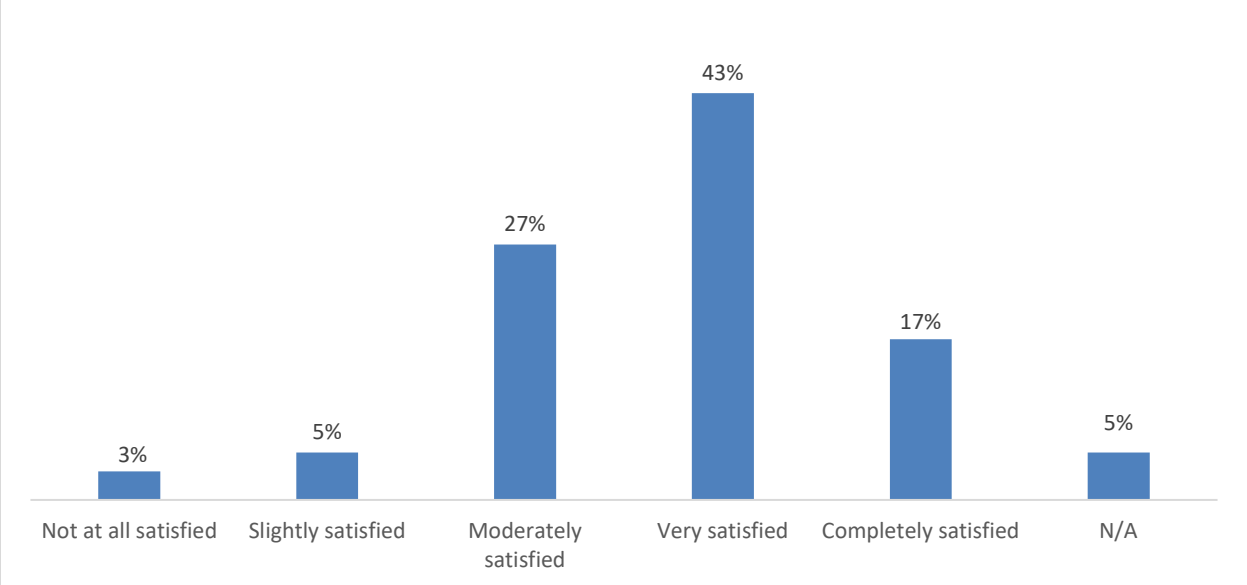



Figure 30: Satisfaction level with natural environment and species protection.

Q18c. Outdoor recreation opportunities: The majority of respondents to this survey (84%) indicated that they were very satisfied or completely satisfied with outdoor recreation opportunities in the park.

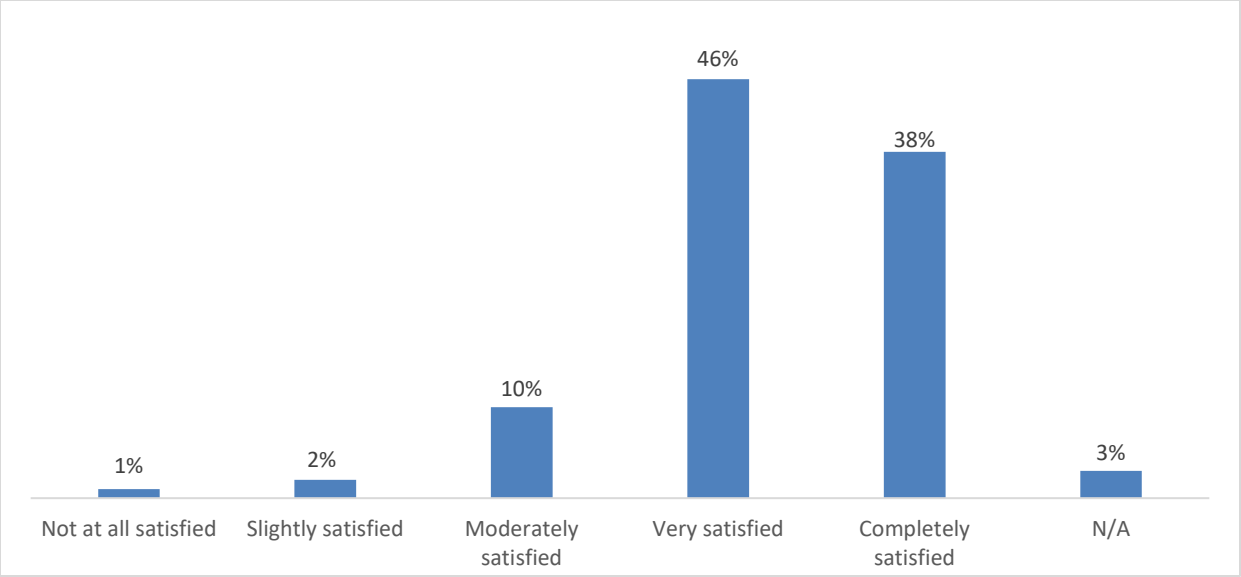



Figure 31: Satisfaction level with outdoor recreation opportunities.

Q18d. Trails: The majority of respondents to this survey (83%) indicated that they were very satisfied or completely satisfied with the trails in the park.

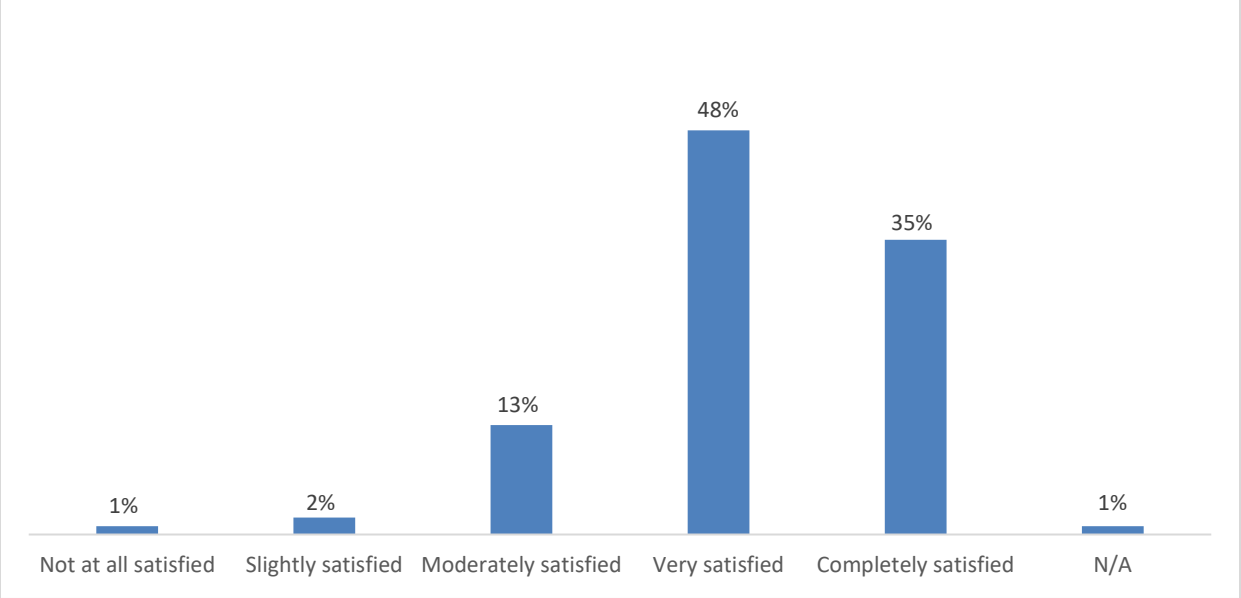



Figure 32: Satisfaction level with park trails.

Q18e. Picnic tables: Of the survey respondents, 40% were very satisfied or completely satisfied with the picnic tables in the park, while 28% were not at all satisfied to moderately satisfied, and 32% had no opinion.

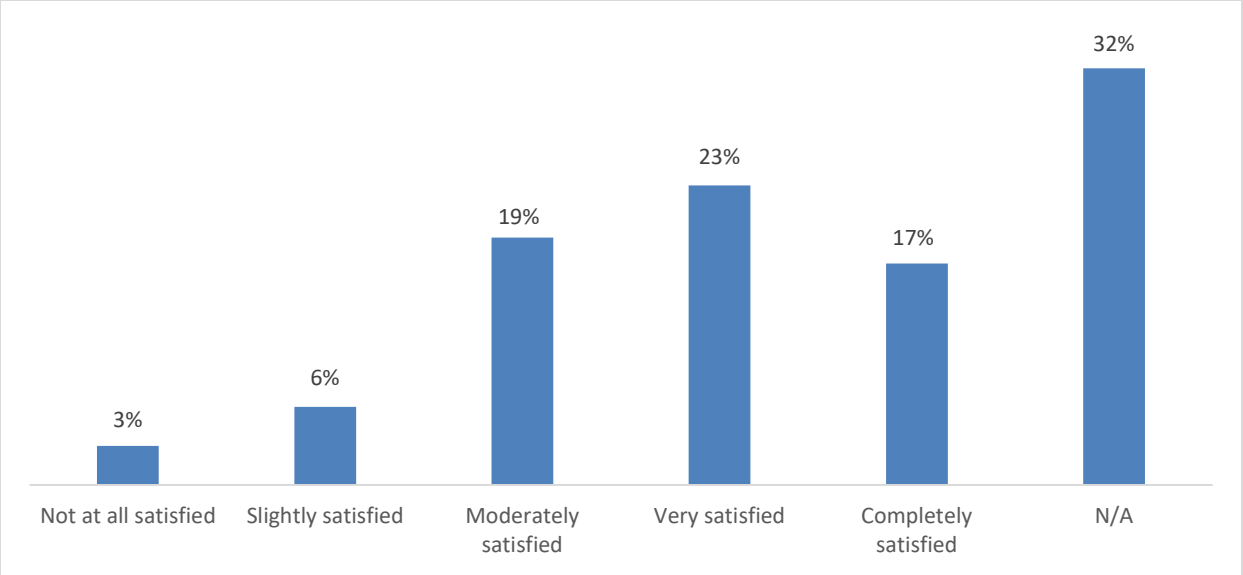



Figure 33: Satisfaction level with park picnic tables.

Q18f. Parking: Slightly more than half of survey respondents (53%) stated that they were not at all satisfied to moderately satisfied with parking in the park, while 44% were very satisfied to completely satisfied with the parking.

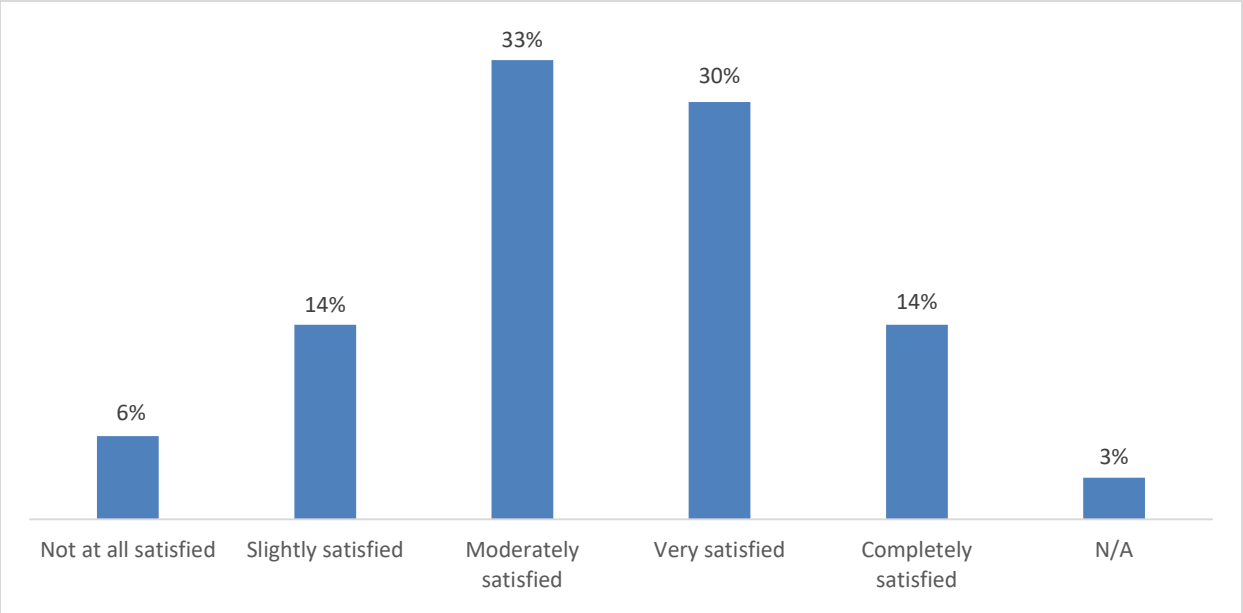



Figure 34: Satisfaction level with parking in East Sooke Regional Park.

Q18g. Group shelter: Survey respondents were split between being very satisfied to completely satisfied with the group shelter (50%), not at all satisfied to moderately satisfied (25%), and having no opinion on the group shelter (25%).

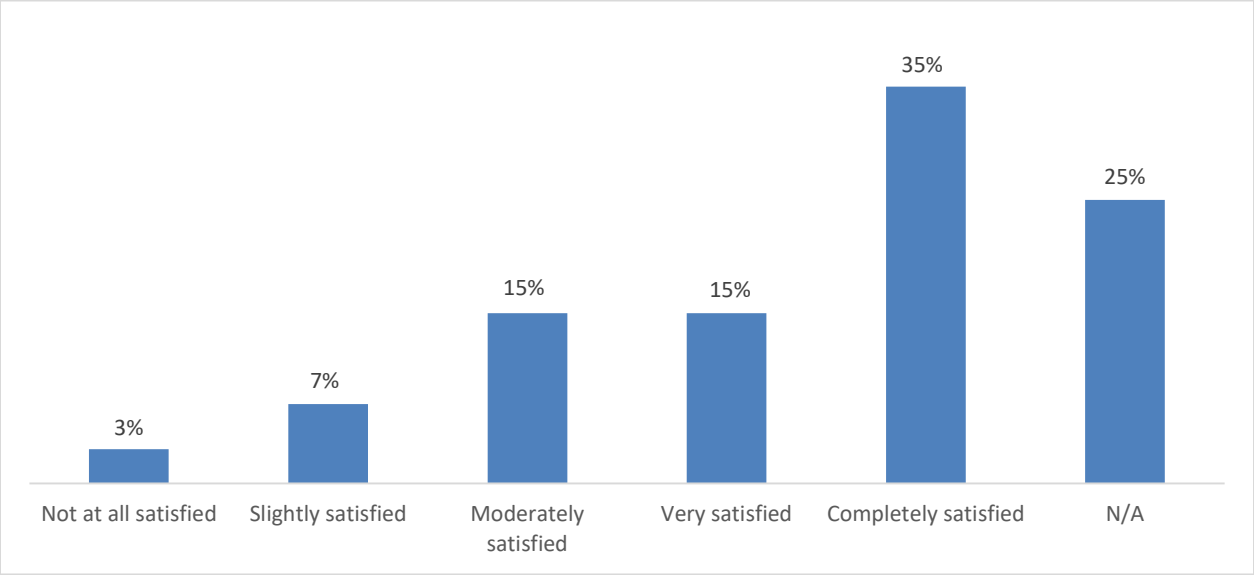



Figure 35: Satisfaction level with the group shelter.

Q18h. Overall cleanliness: The majority of respondents to this survey (80%) indicated that they were very satisfied or completely satisfied with the overall cleanliness of the park.

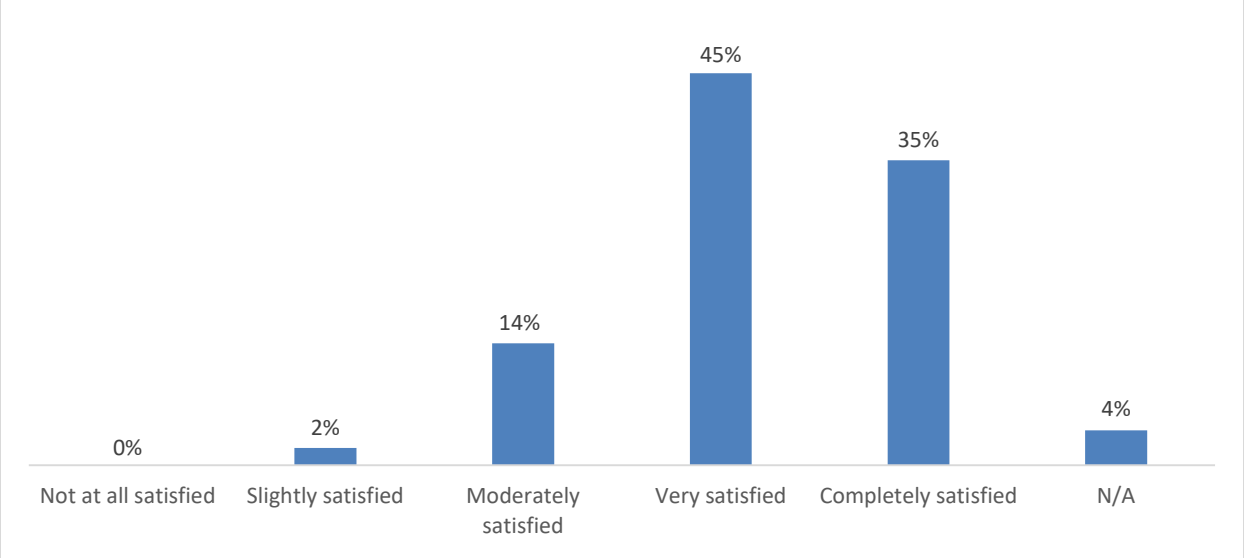



Figure 36: Satisfaction level with overall cleanliness in East Sooke Regional Park.

Q18i. Education/nature programs: The greatest percentage of survey respondents (48%) had no opinion on the education/nature programs in the park, while 28% were very satisfied to completely satisfied, and 24% were not at all satisfied to moderately satisfied with education/nature programs.

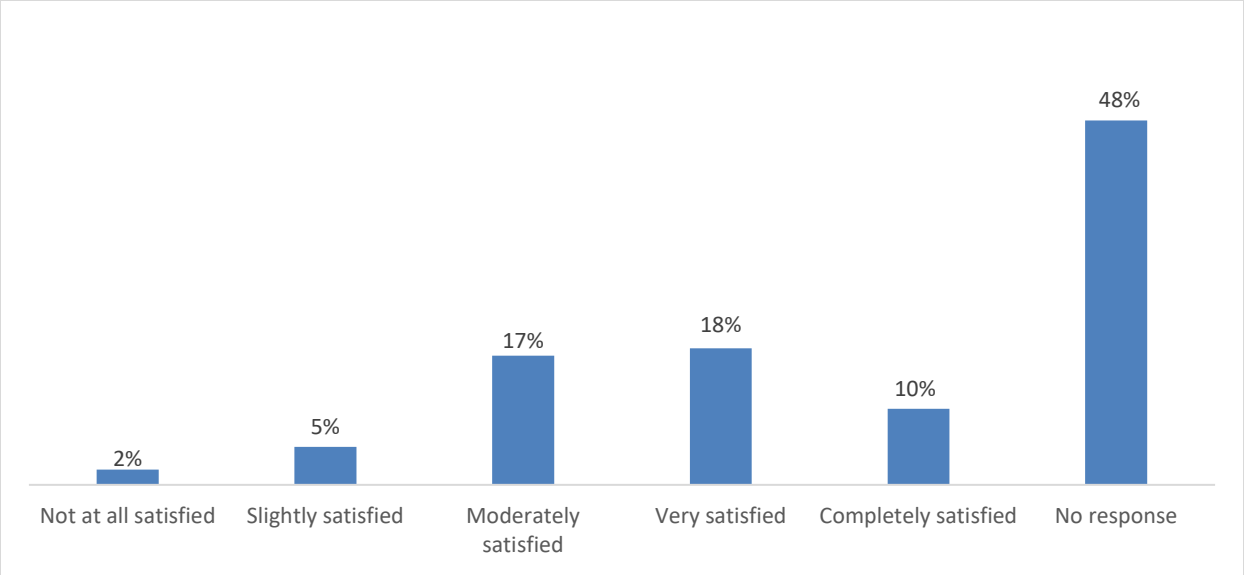



Figure 37: Satisfaction level with park education and nature programs.

Q18j. Welcome/orientation signs: Slightly more than half of respondents (58%) were very satisfied or completely satisfied with the park welcome/orientation signs, while 32% were not at all satisfied to moderately satisfied with the welcome/orientation signs and 10% had no opinion.

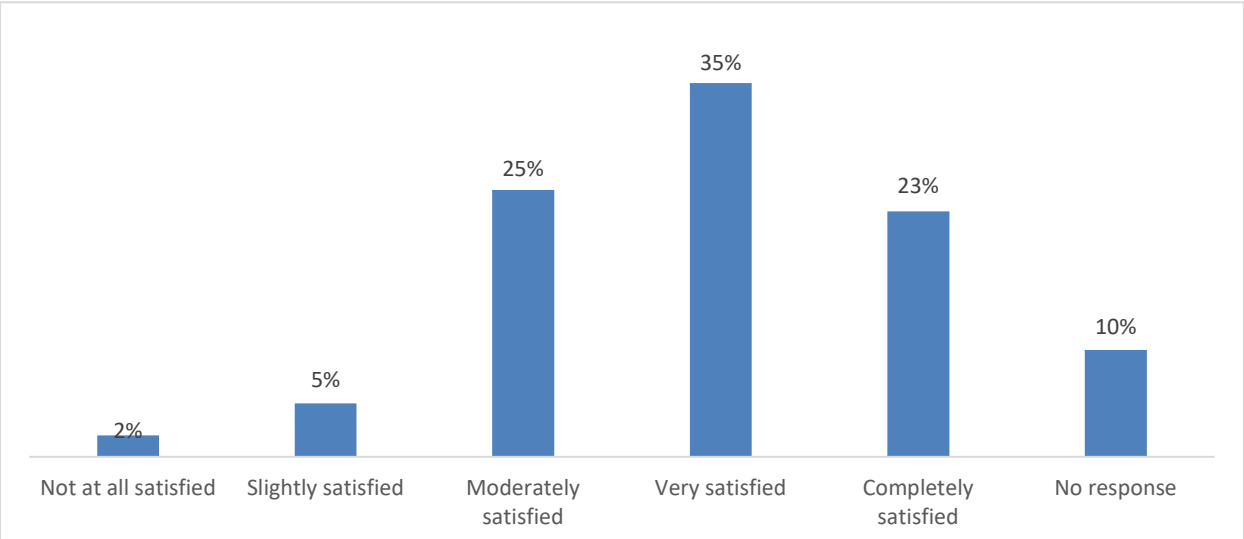



Figure 38: Satisfaction level with park welcome and orientation signs.

Q18k. CRD park maps: The majority of respondents to this survey (63%) indicated that they were very satisfied or completely satisfied with the CRD park maps, while 28% indicated that they were not at all satisfied to moderately satisfied with the CRD park maps.

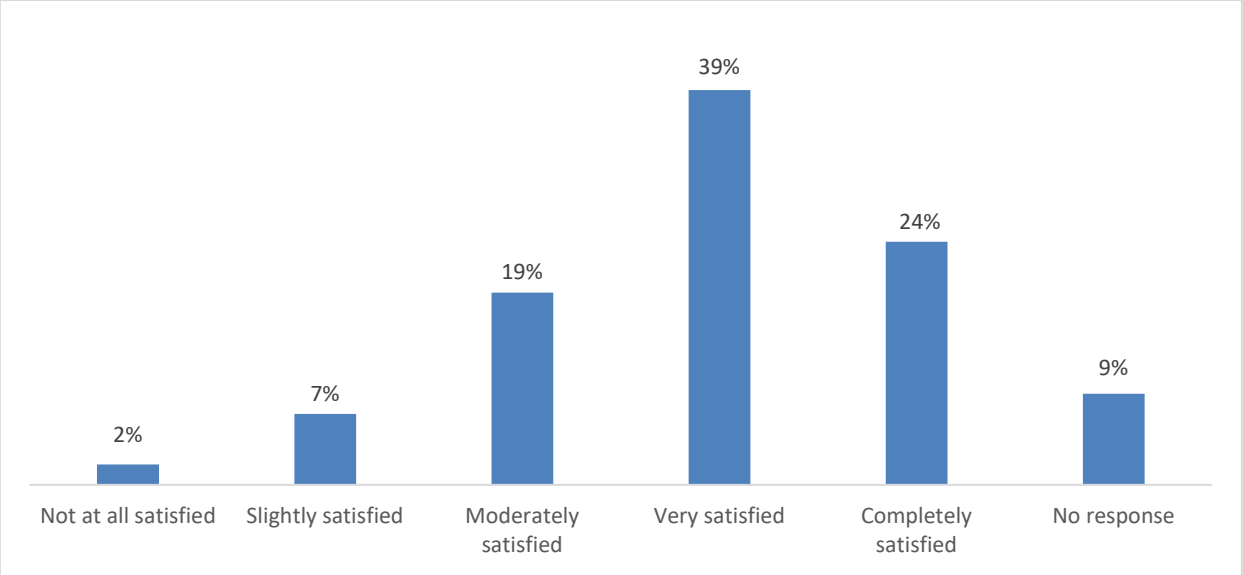



Figure 39: Satisfaction level with CRD park maps.

## QUESTION 19: HAVE YOU EVER SEEN A COUGAR, BEAR AND/OR WOLF IN EAST SOOKE REGIONAL PARK?

The majority of survey respondents (79%) indicated that they had never seen a cougar, bear and/or wolf in the park.

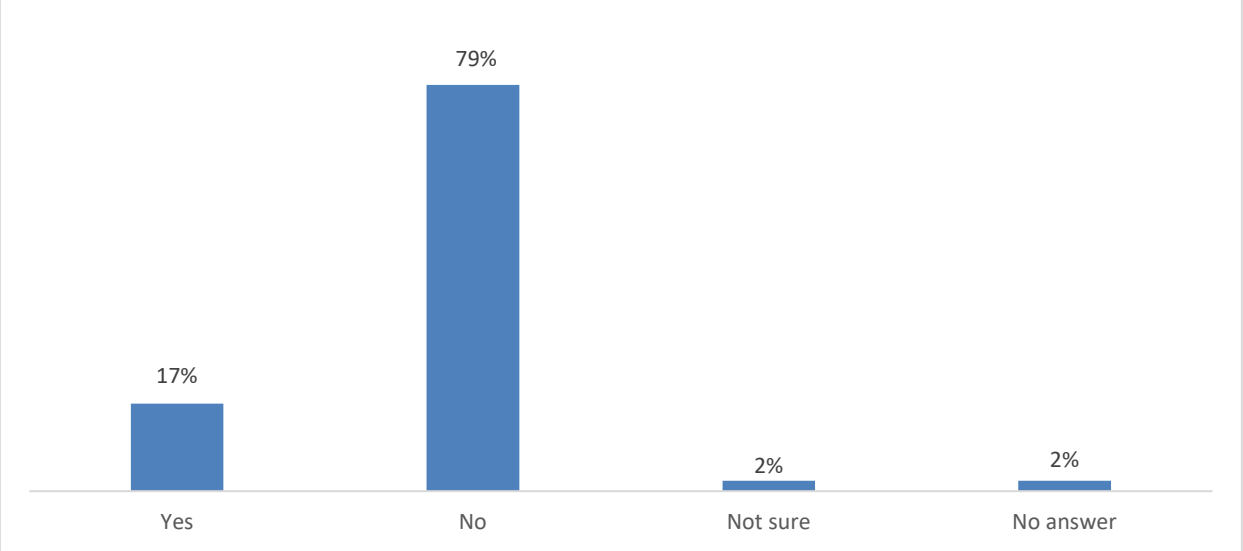



Figure 40: Respondents' sighting of cougars, bears and/or wolves in East Sooke Regional Park.

## QUESTION 20: WHAT DID YOU SEE?

Of the survey respondents who had seen a large carnivore in the park, the majority (15%) had seen a bear, while 5% had seen a cougar, and only 1% had seen a wolf.

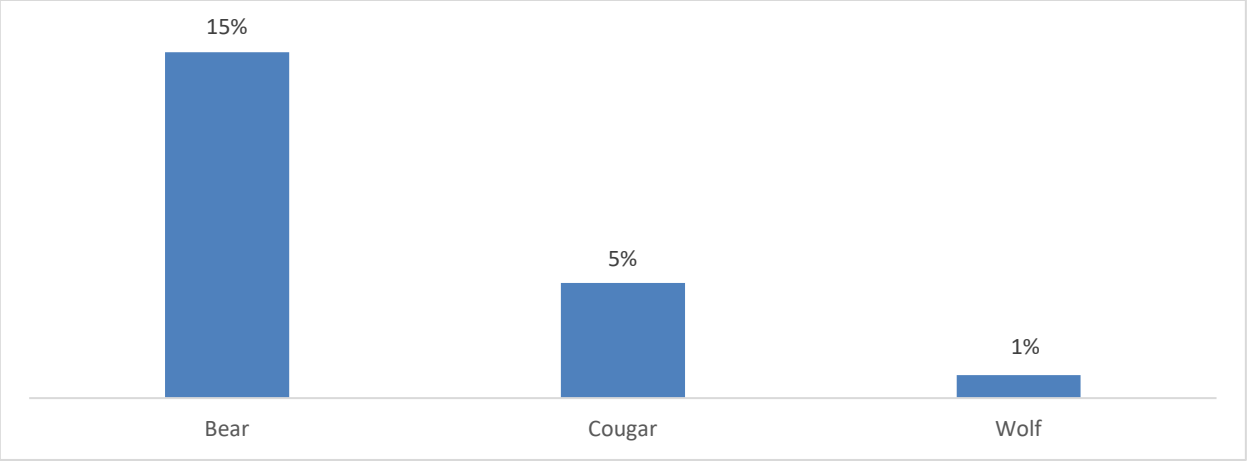



Figure 41: Respondents' sighting of cougars, bears and/or wolves in East Sooke Regional Park.

## QUESTION 21: WHAT HAVE YOU DONE TO PREPARE FOR POSSIBLY ENCOUNTERING COUGARS, BEARS AND/OR WOLVES?

Slightly more than half of survey respondents (51%) stated that they read information signs about large carnivores in the park, while 53% stated that they travel in groups.

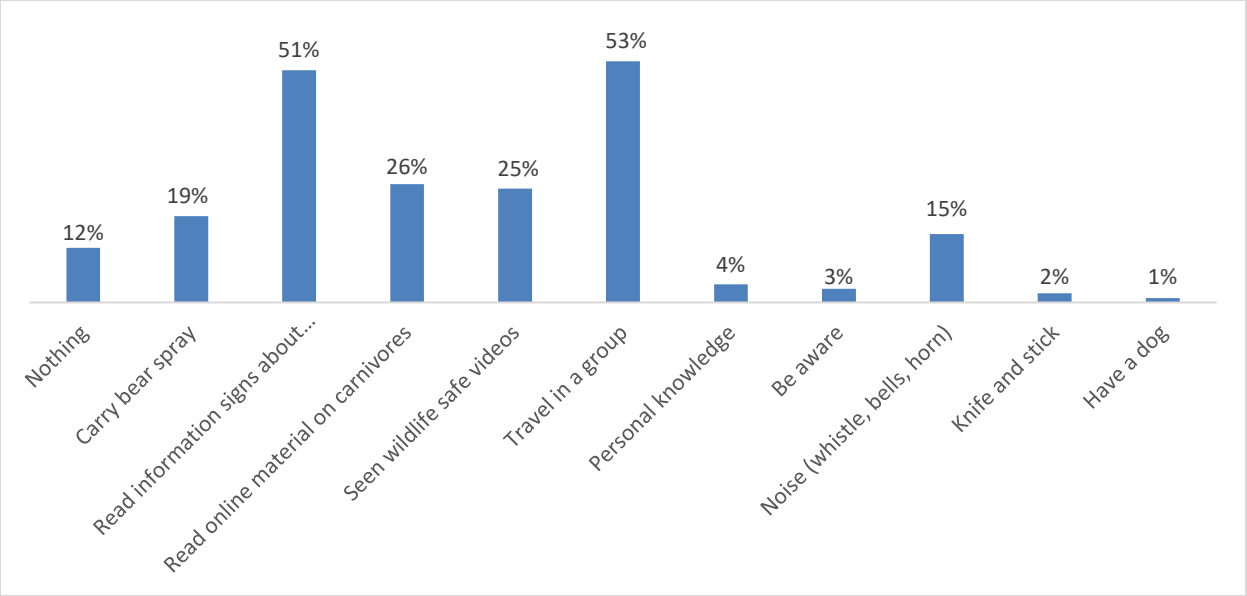



Figure 42: Breakdown of respondents' preparedness for encountering carnivores in East Sooke Regional Park.

## QUESTION 22: IN WHICH AGE CATEGORY DO YOU FALL?

Respondents to the survey were distributed similarly between the age categories 25-65+. There was low input to the survey from youth and younger adults.

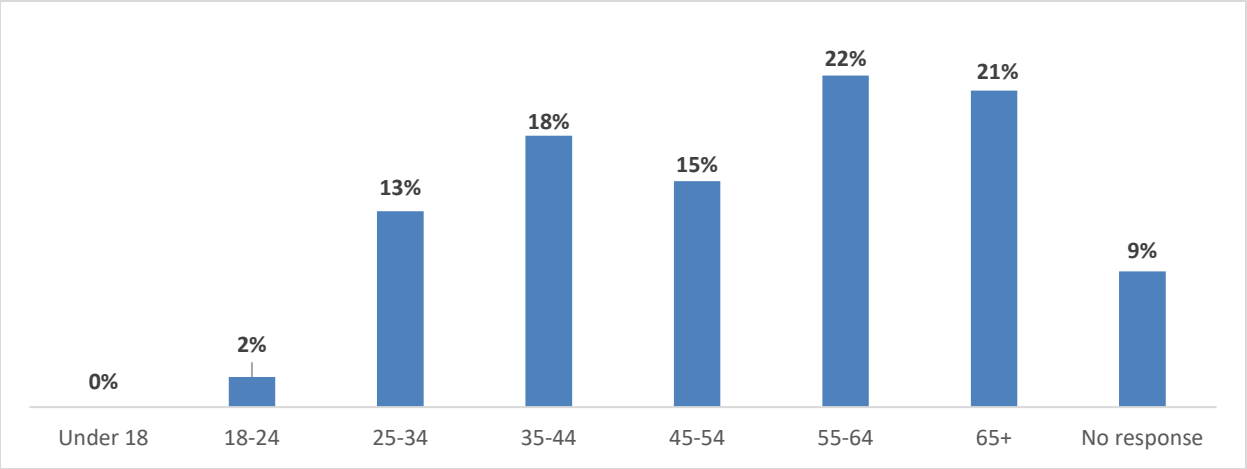



Figure 43: Breakdown of respondents' age categories.

## QUESTION 23: WHICH MODE OF TRANSPORTATION DO YOU USUALLY USE TO ARRIVE TO EAST SOOKE REGIONAL PARK?

The majority of survey respondents (94%) arrive to the park by motor vehicle.

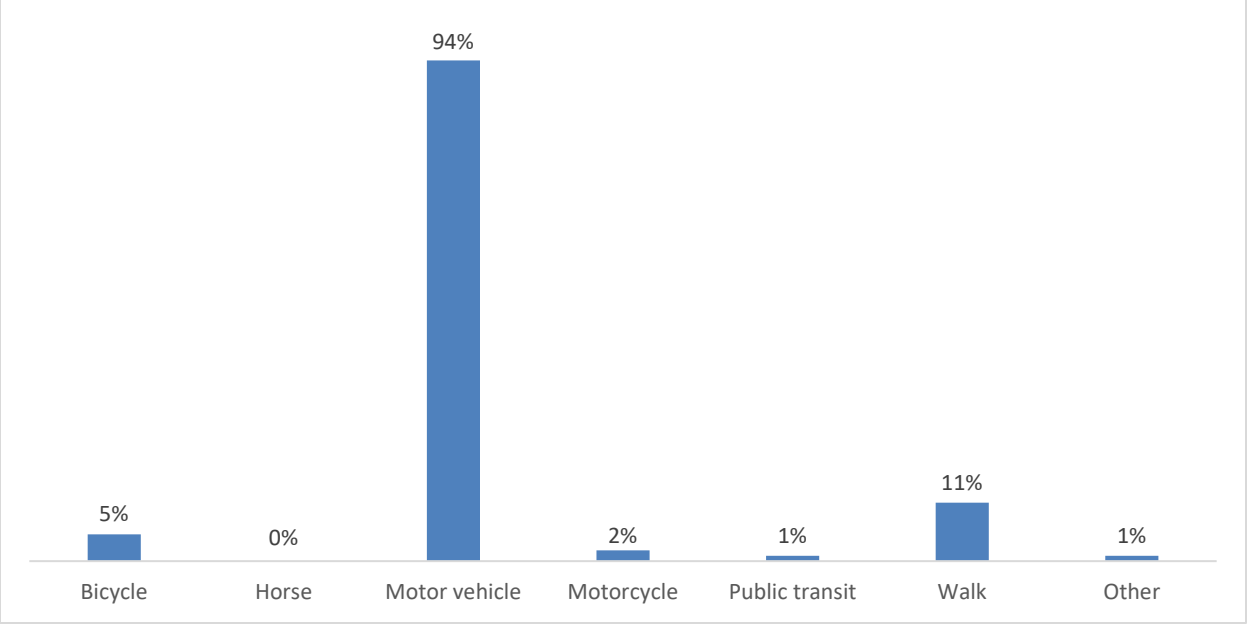



Figure 44: Respondents' mode of transportation to East Sooke Regional Park.

## QUESTION 24: WHICH PARKING LOT DO YOU USE THE MOST WHEN VISITING EAST SOOKE REGIONAL PARK?

The majority of survey respondents most frequently use the parking lot at Aylard Farm (69%) when visiting the park.

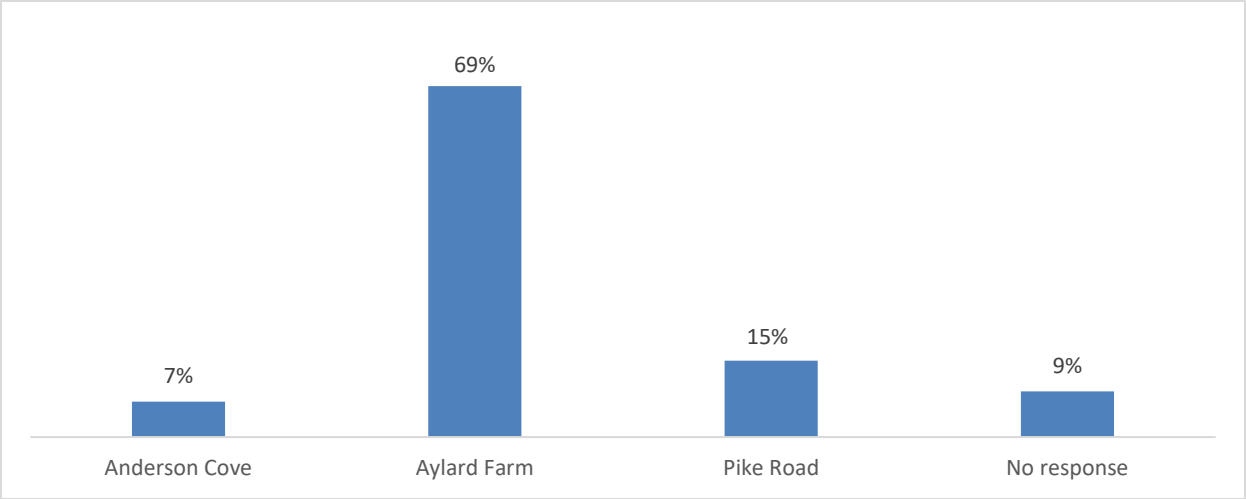



Figure 45: Respondents' use of parking lots when visiting East Sooke Regional Park.

## QUESTION 25: WHERE DO YOU LIVE?

Survey respondents come to the park from throughout the capital region, but the highest percentage come from the Juan de Fuca Electoral Area, Metchosin, and Sooke (40% combined), with Saanich and Victoria coming in second (31% combined).

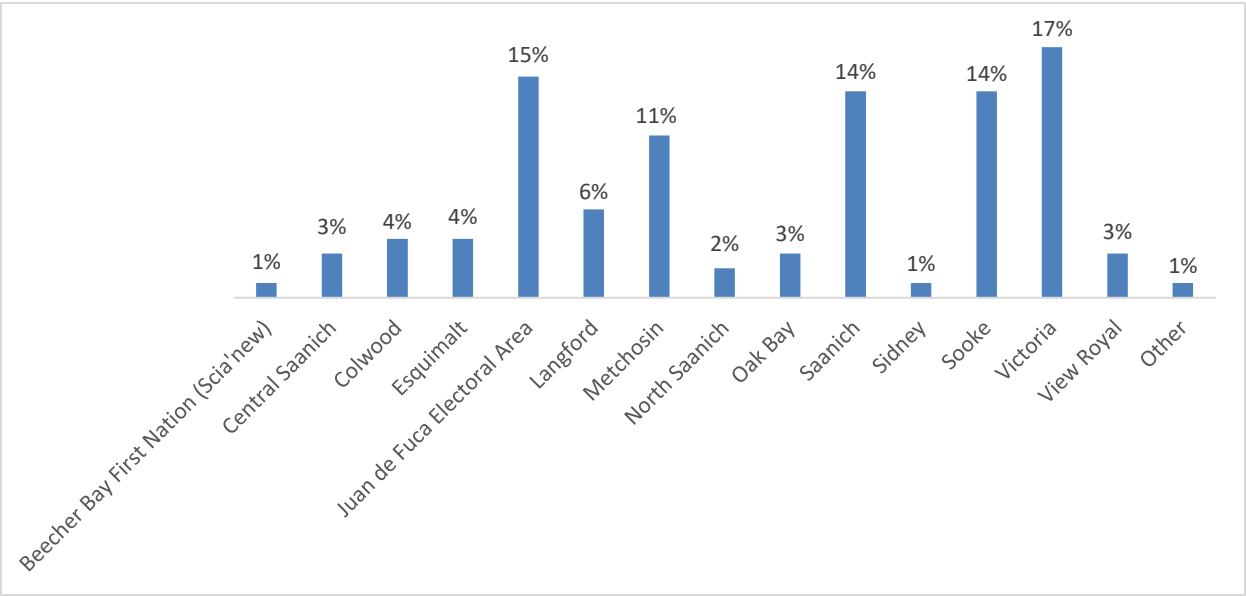



Figure 46: Breakdown of where park visitors live.

## QUESTION 26: WITH WHOM DO YOU USUALLY VISIT EAST SOOKE REGIONAL PARK?

The majority of park visitors come to the park with family or friends (82%).

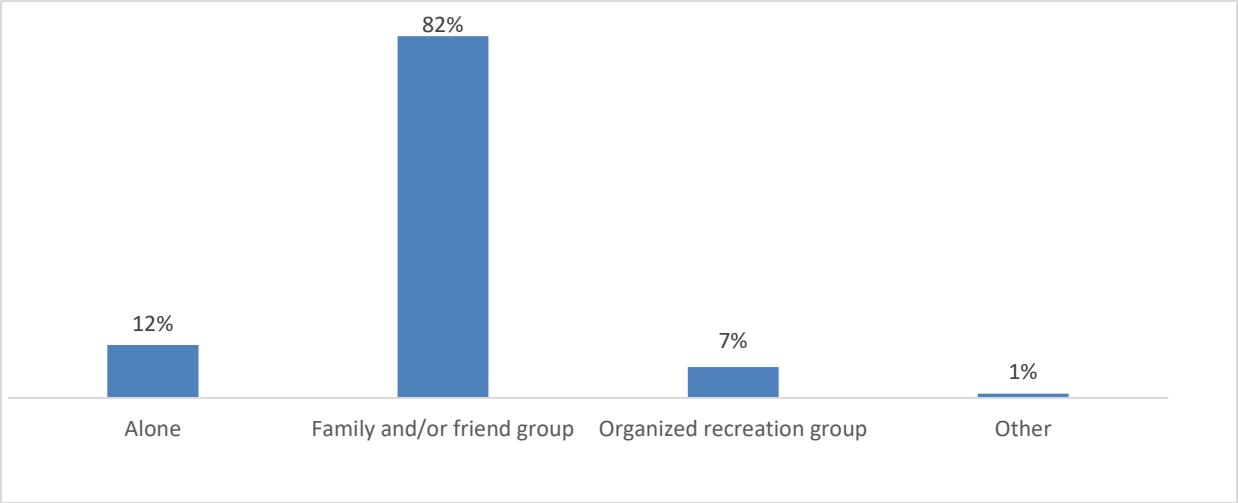



Figure 47: Breakdown of who visitors come to East Sooke Regional Park with.

## QUESTION 27: WHAT IS THE MAIN SOURCE OF INFORMATION YOU USE TO FIND OUT ABOUT EAST SOOKE REGIONAL PARK?

Survey respondents use a variety of information sources to find out about the park, but the most common sources are the CRD website (51%), family and friends (36%), and word of mouth (33%).

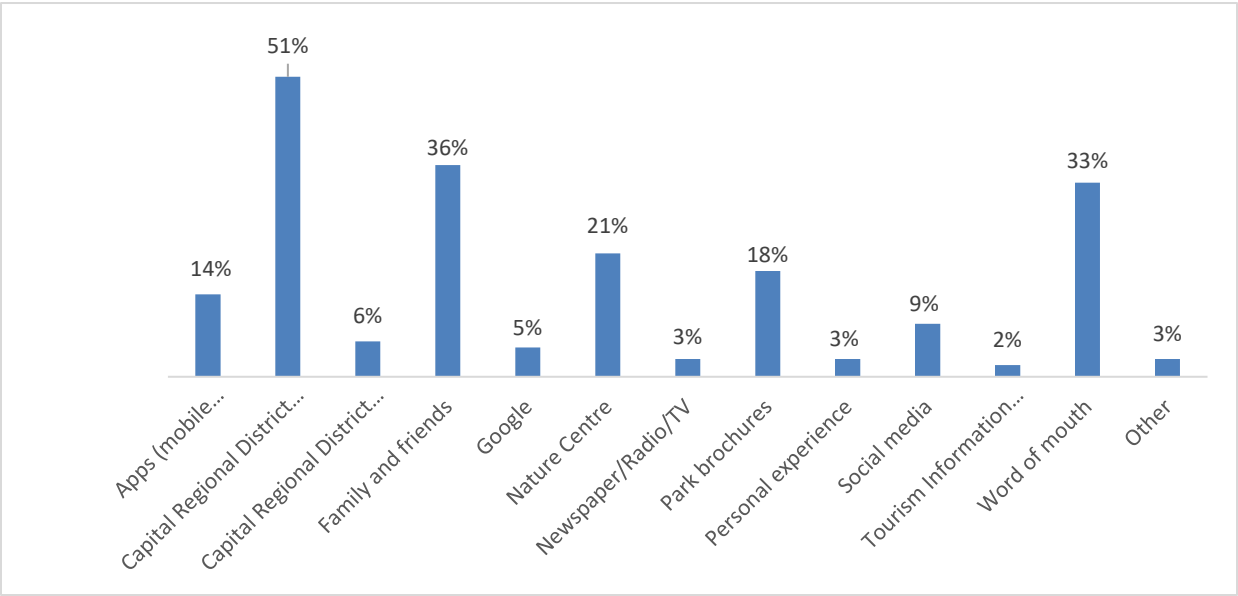



Figure 48: Breakdown of main sources of information to find out about East Sooke Regional Park.

## QUESTION 28: DO YOU HAVE ANY OTHER COMMENTS ABOUT EAST SOOKE REGIONAL PARK?

A total of 494 qualitative comments were provided by respondents to the open-ended question asking if there were any other comments about East Sooke Regional Park. Each comment entailed multiple themes.

The most mentioned themes were:

- Experiences: keep the park natural; don't change anything about the park; keep the park wild and pristine; keep the park as it is and do not commercialize or over-develop it; protect the petroglyphs at Beechey Head; honour First Nations culture in the park; do not let increasing numbers of people ruin the park; protect this beautiful park at all costs.
- Outdoor recreation: ban dogs or require them to be leashed in the park; continue to maintain dogs under control in the park; do not allow mountain biking or camping in the park—there are better places for those activities; consider allowing some mountain biking and backcountry camping in the park; keep the trail system rugged and challenging, in line with the wilderness designation; manage the trails by Aylard Farm to improve accessibility and higher visitor use; rebuild unsafe sections of the Coast Trail.
- Natural environment: protect the park's sensitive ecosystems; remove invasive species; provide more interpretation and education about the park's natural environment; educate new people about how to respectfully visit the park; protect seasonal migratory birds that stop-over in the park; ensure that the park is a place where flora and fauna can thrive; maintain landscape connectivity and intactness; protect habitat for large carnivores.
- Facilities: require dog owners to pick up dog feces and deposit them in garbage cans; install more restrooms to cut down on human feces in the park; improve the parking situation at Aylard Farm; improve the road into Aylard Farm; maintain park facilities and keep washrooms clean and garbage cans emptied; install better signs and maps on the trails; bring back printed brochures to prevent roaming charges (USA) when navigating by phone in the park; post signs about cougar or bear sightings; do not put gravel on park trails.
- Accessibility: consider a shuttle between the Aylard Farm and Pike Road entrances so people can hike the Coast Trail end-to-end; work with BC Transit to get bus access to the park; keep Aylard Farm accessible to everyone; consider some improvements to parking at secondary entrances to the park; work with park neighbors on parking and access issues; do not expect all areas of the park to be accessible to everyone—only Aylard Farm and the Pike Road Trail.

# Appendix E – Online Survey Methodology

## Methods

A survey with 28 questions focused on visitor use patterns, respondents' opinions, and management directions related to East Sooke Regional Park was available on the CRD website from August 17 to September 18, 2020. The questionnaire was designed to take 15-25 minutes to complete.

Some survey questions had multiple statements to be answered. Close-ended questions were measured through a five-point rating scale ranging from strongly support/completely satisfied to strongly oppose/not-at-all satisfied or by offering pre-determined categories. Close-ended questions were used to reduce the response burden for participants. Open-ended questions were also included to allow respondents to offer additional comments and clarify their responses, if they wished. Questions about participants' demographic characteristics (i.e., age, residency) were also added to the questionnaire.

## Analysis

The Statistical Package for the Social Sciences (SPSS) version 25.0 (IBM 2017) was used to analyze descriptive statistics, which are reported as percentages for all quantitative questions of the survey. To analyze the qualitative comments provided by participants in a replicable and systematic manner, content analysis was performed. Specifically, all qualitative data were categorized using codes, which enabled the ability to identify code themes and response patterns. Both dimensions of a content analysis, quantitative (focused on counting and measuring) and qualitative (focused on interpreting and understanding), were used to offer insights on respondents' opinions about the East Sooke Regional Park Management Plan.

## Rationale

It is important to acknowledge that the aim of the survey was to offer an easy to access venue for the public to voice their opinions about what should be considered when drafting the East Sooke Regional Park Management Plan. The information obtained through this participation tool is not intended to be representative of the whole population of the island or the capital region. Hence, the data reported in this document will not be generalized to the broader population.

The survey was used to ensure that insights, concerns and experiences of participants interested in the East Sooke Regional Park management plan dialogue are documented and considered. The information retrieved through this participatory tool complement the insights provided by the other engagement approaches reported in this document. The data in this report should therefore be interpreted in conjunction with the overall engagement process outcomes.

## Freedom of Information and Protection of Privacy Act & Privacy Impact Assessment

All responses in the survey were voluntary, thus participants had the freedom to skip any question they did not wish to answer. All information was collected in compliance with the Freedom of Information and Protection of Privacy Act (see https://www.crd.bc.ca/freedom-of-information). A Privacy Impact Assessment (CRD PIA #20-018) was developed for this project to ensure research involving humans was conducted in compliance with ethics and local legislation.

# Matheson Lake & Roche Cove Regional Parks

Making a difference...together

## Management Plan Initial Engagement Report

Capital Regional District | February 2021



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# 1. Executive Summary

The Capital Regional District (CRD) Board initiated three regional park management planning processes in May 2020 for East Sooke, Mount Work and Matheson Lake/Roche Cove regional parks. The project scope and engagement process for the Matheson Lake and Roche Cove Regional Parks Management Plan were provided to the Board in June 2020 and the project was started thereafter.

Two rounds of engagement opportunities are scheduled as part of the preparation of the park management plan for Matheson Lake and Roche Cove regional parks. The aim of the engagement process is to inform First Nations, stakeholders groups and the public about the park management planning process; to seek input and information from affected individuals and groups; and to discuss various interests and ideas about these lands. This report includes a summary of the first round of engagement completed and responses received.

First Nations, stakeholders and the public were notified of opportunities for engagement. An online survey was available from August 17-September 18, 2020 and meetings and interviews were held between July and November 2020, with First Nations, government agencies and stakeholder groups.

Initial conversations have taken place with T'Sou-ke and Scia'new First Nations and the CRD is looking forward to further dialogue and building a government to government relationship. Meetings were also held with seven government agencies. Two interviews were conducted with stakeholder groups holding a park-related tenure or agreement, and eight interviews were held with stakeholder groups representing local conservation, recreation or service delivery interests in the parks. Agencies with specific expertise also provided information relevant to the park management planning process. Additionally, 495 online survey responses and 17 written comments were received from the public and interest groups.

# 2. Introduction

Regional Parks is developing a joint management plan for Matheson Lake and Roche Cove regional parks. In May 2020, the CRD Board approved initiation of the planning process for these parks, as well as for East Sooke and Mount Work regional parks. The project scope and engagement process were accepted by the Board on June 24, 2020. Public, stakeholder and First Nations engagement was undertaken through the summer and fall of 2020. Feedback from the initial engagement period is summarized in this report and will be used to inform the next step of drafting the management plan. A second round of engagement will be undertaken upon completion of the draft plan.

# 3. Purpose of the Report

The purpose of this report is to summarize the initial engagement process and to highlight responses and key themes received related to the development of a management plan for Matheson Lake and Roche Cove regional parks. Although many of the opportunities for engagement were combined with the East Sooke Regional Park management planning process due to the proximity of the parks and the concurrent planning processes, this report only summarizes the engagement process for Matheson Lake and Roche Cove regional parks.

# 4. Engagement Period

The engagement process accepted by the CRD Board in June 2020 includes two rounds of engagement opportunities scheduled as part of the preparation of the park management plan for Roche Cove and Matheson Lake regional parks. This report includes a summary of the initial engagement activities completed and responses received until the end of January 2021.

The first round of First Nations, stakeholder and public engagement for the development of the Matheson Lake and Roche Cove Regional Parks Management Plan commenced in June 2020 with the launch of a project webpage. Communication materials were prepared and circulated between June and September 2020. An online survey was available on the CRD website from August 17-September 18, 2020. Interviews and meetings occurred between June 2020 and January 2021.

# 5. Focus of Engagement

CRD Regional Parks is committed to involving First Nations, stakeholders and the public in the development of park management plans. The aim of the engagement process is to inform First Nations, stakeholder groups and the public about the park management planning process for Matheson Lake and Roche Cove regional parks, to seek input and information from affected individuals and groups, and to discuss interests and ideas to assist Regional Parks with future decision making about these lands. Other goals of the engagement process include information sharing, dialogue and discussion, building ongoing

relationships, developing understanding and trust, and producing management plans that reflect organizational needs and public interests.

The initial engagement process allows interested community members to actively contribute to the planning for a park before the plan is written. Initial engagement is one of the early steps in the planning process and is used to gather traditional and local knowledge about the parks, learn what is important to people, identify issues and seek a range of suggestions for what should be considered in developing the park management plan.

# 6. Who Was Engaged

## 6.1. First Nations

The Scia'new and T'Sou-ke First Nations have been invited to participate in the management planning process, as Matheson Lake and Roche Cove regional parks are part of the Nations' traditional territories and expressed area of interest. Initial conversations have taken place with each Nation and the CRD is looking forward to further dialogue and building a government-to-government relationship.

## 6.2. Government Agencies

Various government agencies with direct or overarching jurisdiction, or a related interest in the parks, have been invited to provide input and expertise in the management plan. These include: the District of Sooke; District of Metchosin; the CRD Juan de Fuca Electoral Area; BC Ministry of Forests, Lands and Natural Resource Operations and Rural Development; BC Ministry of Transportation and Infrastructure (TRAN); and BC Transit. These agencies received written notification of the project, and a request for an interview or provide relevant information.

## 6.3. Stakeholders

Stakeholders are groups with park-related tenures or agreements, or individuals and groups with higher degrees of interests or expertise in the parks, their environment and their management.

Stakeholders with direct park-related tenures or agreements were contacted in writing requesting their participation in the management planning process. These stakeholders include: the Freshwater Fisheries Society of BC, which manages the fishery stocking program; the Mt. Matheson Conservation Society, which holds a statutory right of way with the CRD on community trail access from Cains Way; and the Sooke Salmon Enhancement Society, which holds the rights to Matheson Dam.

Groups known by Regional Parks to be actively involved in local conservation, recreation and service delivery, or groups recommended by other stakeholders, were selected to provide input through interviews. These groups include: Coexisting with Carnivores Alliance; Habitat Acquisition Trust; Rocky Point Bird Observatory; the Land Conservancy of BC; Juan de Fuca Search and Rescue; Juan de Fuca

Emergency Program; Metchosin Search and Rescue; Sooke Bike Club; Metchosin Equestrian Society; South Island Climbing Association; South Island Mountain Bike Association; and the Greater Victoria Cycling Coalition.

Stakeholders with specific expertise related to the parks were contacted to provide relevant information. These groups or individuals were selected from existing contact lists, and other public agency networks such as: BC Conservation Officer Service; CRD Volunteer Park Stewards; Sooke Region Museum and Visitor Centre; and relevant CRD departments.

## 6.4. User Groups

A broad range of user groups known by Regional Parks that may have an interest in the park management plan project were selected to be notified by email about the engagement process and opportunities for input. The identified user groups were selected from a contact list maintained by Regional Parks based on whether they have a local or regional scale focus, represent a recreation, conservation, youth, or accessibility interest, and are currently active. Private businesses were not selected to be contacted; however, park permit holders and individuals requesting to be updated about the project have been added to the selected list. The list currently includes approximately 75 contacts and will be added to upon request. For protection of privacy reasons, the list has not been included in this report.

## 6.5. General Public

The general public in the CRD were notified of the park management plan project and opportunities on how to provide input. Park neighbours, including property owners and occupants within 300 metres of the park boundary, were also directly notified of the project. Park visitors and residents of the surrounding communities of East Sooke, Metchosin and Sooke were also notified.

# 7. Engagement Methods

The project scope and engagement process for the Matheson Lake and Roche Cove Regional Parks Management Plan were approved by the CRD Board in June 2020. A number of tools and approaches were used to engage First Nations, public, user groups, stakeholders, and agencies in the project. The following sections describe in more detail the engagement methods used to inform the public about the project, to gather information, views and opinions, and to discuss stakeholder interests.

## 7.1. Website

A project webpage was established on the CRD website in June 2020 and will be updated for the duration of the management planning project (www.crd.bc.ca/project/roche-cove-and-matheson-lake-management-plan). The webpage includes an overview of the management planning process, the

current status of the plan, opportunities for engagement and staff contact information. Information about the parks is also included.

Between June 22, 2020 and January 11, 2021, there were 1,060 number of visits to the project webpage.

## 7.2. Online Survey

An online survey was made available through a link on the project webpage and on the CRD website from August 17 to September 18, 2020. The survey included 26 questions with both quantitative and qualitative responses. To accompany the survey, an information booklet was also posted on the project webpage that provided additional context about the management planning process, an overview of the park's environmental features, cultural heritage, visitor uses, and direction to the project webpage and survey. Options were made available for completing the survey by phone or in writing.

## 7.3. Letters/Emails

Direct written outreach, by letter and email was sent to First Nations, government agencies, stakeholders, user groups and the public informing them of the project and opportunities for input.

Eight letters were sent to First Nations, government agencies and stakeholder groups with a direct interest in the parks, such as a tenure or agreement. There were 696 letters mailed to park neighbours (Appendix A). Email notices were sent to approximately 75 user groups plus 20 stakeholders with specific interest or expertise related to the parks.

## 7.4. Social Media

Social media posts were made on the CRD's Facebook and Twitter accounts during August and September 2020, directing people to the project webpage and online survey. These posts went out to 6,623 followers on Twitter and 3,607 followers on Facebook.

Facebook ads were boosted throughout the survey process, with a link to the project webpage to complete the online survey. The targeted demographic for these ads were people living in the region aged 18-65+. Table 1 outlines the level of engagement with the Facebook ads.

| Facebook Ads | | | |
|---|---|---|---|
| Dates | Reach | Post Engagements* | Link Clicks |
| August 18 - 22 | 6,722 | 414 | 108 |
| September 1 - 5 | 8,536 | 596 | 71 |
| September 8 - 12 | 5,112 | 439 | 36 |
| September 14-18 | 7,330 | 499 | 53 |
| **Totals:** | **27,700** | **1,948** | **268** |

Table 1: Facebook Ads (**Post engagements refer to someone liking, sharing, commenting on or otherwise engaging with the post.)*

## 7.5. Advertising

A media release was issued by the CRD on August 18, 2020 outlining the management planning process and encouraging the public to complete the online survey. Multiple news outlets received the media release. An article was published in the Times Colonist on August 18, 2020.

Print ads were published in multiple newspapers during August and September 2020, while the online survey was available. The ads directed readers to the project webpage to complete the online survey. Ads were posted in the *Goldstream News Gazette* and *Saanich News* on September 9 and 16, 2020 and September 10 and 17, 2020 in the Victoria News (Appendix B).

Posters were placed at various entrances to Matheson Lake and Roche Cove regional parks notifying park visitors about the management planning process and directing them to the webpage and online survey.

Postcards were mailed to approximately 2,500 residents in East Sooke, Metchosin and Sooke on August 20, 2020. The postcards directed recipients to the project webpage and informed them of the opportunity to complete the online survey (Appendix C).

## 7.6. Community Events

Staff hosted a booth at the Sooke Night Market on September 3, 2020 from 5-8 pm. The event provided an opportunity to set-up displays about the park management planning process and to speak with the public about opportunities for input, such as the online survey. Staff engaged directly with approximately 50 people.

## 7.7. Interviews and Meetings

Meetings were requested with T'Sou-ke and Scia'new First Nations, government agencies, and stakeholders with direct interest in the parks to share relevant information and to discuss ideas and issues pertaining to management of the lands.

Two online meetings were held with T'Sou-ke First Nation Leadership in July and October 2020. One online meeting was held with Scia'new First Nation Leadership in May 2020. Additional contact has been made by phone and email with both T'Sou-ke and Scia'new First Nations between June–October 2020 to check in and to facilitate opportunities for future meetings.

A meeting with representatives from each local government agency having jurisdiction in the parks was held, which included: District of Sooke, District of Metchosin, and the CRD Juan de Fuca Electoral Area.

Interviews were also requested with provincial government agencies having related interest or expertise related to the parks. Four interviews were conducted. All others contacted for interviews declined or did not respond to the request.

Interviews were requested with 14 stakeholder groups deemed to have local or specific interest in the parks, or at the recommendation of other key stakeholders. Five interviews were conducted with recreation-oriented stakeholder groups and two interviews were held with conservation-oriented stakeholder groups, and comments were received from one service provider. All others contacted for interviews declined or did not respond to the request.

Interviews were held with ten individuals or groups perceived to have expertise or direct knowledge relating to management of the parks, such as: CRD Volunteer Park Stewards, BC Conservation Officer Service, the Sooke Region Museum and Visitor Centre, and relevant CRD departments.

# 8. Limitations

The management planning process for Matheson Lake and Roche Cove regional parks was initiated in May 2020 at the same time as the management planning processes for both East Sooke and Mount Work regional parks. While synergies and efficiencies were realized by launching the three projects together, it is possible that levels of engagement were affected by multiple planning processes occurring along the same timeline.

The Galloping Goose Regional Trail (GGRT) bisects Matheson Lake and Roche Cove regional parks but is regulated by the Regional Trails Management Plan and is therefore not within the scope of the park management planning project. Participants may have provided input related to management of the GGRT that cannot be directly considered as part of the management plan.

Significant limitations to in-person engagement were experienced due to COVID-19 public safety measures. A COVID-19 Safety Plan was prepared and approved in September 2020 outlining protocols for in-person engagement. While one opportunity to host a booth at a community market was realized, many of the typical community events and open houses utilized during a management planning process were not feasible.

Technological tools were heavily relied on during this initial round of engagement due to COVID-19 public safety measures. Lack of access to, and knowledge of, technology can be a limitation to those wishing to participate. Communication materials offered alternatives to participating online, such as by phone or mail.

Finally, the project timeline and allocated resources constrain the project to an extent. Although the timeline for engagement spanned the summer months, when many are on vacation or have other priorities, opportunity for completing the online survey was available into September 2020 and meetings

and interviews have been accommodated throughout the summer and fall of 2020. Project financial expenditures were primarily focused on advertising, however, cost savings were realized by combining promotional material with the East Sooke Regional Park management planning process.

# 9. Responses

The following is a summary of the responses received through the initial engagement process.

## 9.1. First Nations

Both Scia'new and T'Sou-ke First Nations stated they have a strong interest in these parks in regard to the historical importance and current connection to their cultures. There was a recognition of traditional cultural use in parks and an interest in finding ways to highlight that connection in public education and information. Both Nations stated a strong desire to protect archaeological and cultural resources in the parks. High-level aspirations for future protection of lands and resources and for identifying ways to be involved in the parks were noted by both Nations, including employment, restoration, monitoring, continuation of harvesting and education. All parties stated an interest in continuing to find ways to work together to protect the lands for future generations and to maintain the cultural connection to homelands.

## 9.2. Government

Staff and elected officials from three local governments, three provincial government departments within BC Ministry of Forests, Lands and Natural Resource Operations and Rural Development, and BC Transit responded to the request to provide information and ideas. Responses include comments relating to the following topics:

- Natural environment: a need for environmental protection and monitoring; removal of invasive species; negative impacts from increased visitation.
- Social context: protection and education of cultural heritage values; safety issues (Gillespie Road crossing); conflict between users (dogs, cyclists).
- Facilities: increased visitation puts pressure on facilities and maintenance; planned future expansion of transit routes would service both parks.
- Land management: opportunities for land acquisition and connectivity of protected areas; access to water is steep and rocky; risk of wildfire; need for coordinated emergency response protocols; need for increased and consistent enforcement (alcohol, dog management).

## 9.3. Stakeholders

Interviews were conducted with stakeholder groups holding a park-related tenure or agreement, including the Freshwater Fisheries Society and Mt. Matheson Conservation Society. Highlights from these responses include:

- Natural environment: maintain lake quality and aquatic habitat; remove invasive species.
- Social context: expand opportunities and programs for recreational fishing.
- Facilities: improve access to the lake.
- Land management: explore connectivity and land acquisition in vicinity of the parks; improve safety and emergency response.

Eight stakeholder groups having local conservation, recreation or service delivery interest in the parks were interviewed, which included: Habitat Acquisition Trust, Coexisting with Carnivores, Metchosin Search and Rescue, Metchosin Equestrian Society, South Island Climbing Association, Sooke Bike Club, South Island Mountain Bike Association, and Greater Victoria Cycling Coalition. The following summarizes the responses received:

- Natural environment: increased visitation and development pressures are impacting habitat.
- Social context: conflicts between users, especially on Galloping Goose Regional Trail (dog management); support for local accesses to parks; encourage modes of alternative transportation to access parks; tendency for unauthorized trail building to occur if recreational demand is not met; desire for mountain biking opportunities (especially beginner and family-oriented); recognize rock climbing destinations in parks; allow continued equestrian access.
- Facilities: improve signage; mark unofficial trails; trail condition is poor in many locations (erosion, lack of drainage).
- Land management: risk of wildfire; establish emergency response protocols; safety concerns (specifically at Roche Cove/Galloping Goose Regional Trail/Gillespie Road); volunteer groups are willing to partner but have limited resources.

Groups and individuals with specific knowledge or expertise related to the parks were interviewed, including: CRD Volunteer Park Stewards, Conservation Officer Service, Sooke Region Museum, and staff from relevant CRD departments. Responses are summarized as follows:

- Natural environment: increased visitation and development pressures impacting habitat; maintain/improve lake quality; conduct an inventory of plant and animals in parks; habitat for carnivores.
- Social context: determine which unofficial trails should be official; opportunities for educational programs; acknowledge rich cultural heritage; limit wildlife conflicts (education, signage, dog management, garbage facilities).
- Facilities: address trail maintenance issues (erosion, drainage), improve signage.
- Land management: safety concerns (specifically at Roche Cove/Galloping Goose Regional Trail/Gillespie Road); provide emergency response accesses.

## 9.4. Public and User Groups

### 9.4.1. Public comments

Comments were received from 17 residents and user groups. The main themes reflected in the comments include:

- Natural environment: pressures from increased visitation.
- Social context: desire for more mountain biking opportunities, conflicts between users (increased visitation, dog management).
- Facilities: improve signage, overflow parking issues on rural roads.
- Land management: wildfire risk, dog management.

### 9.4.2. Online survey

A 26-question online survey was available through the project webpage and highlighted on the CRD website from August 17 to September 18, 2020. A total of 495 online surveys were completed and submitted. The majority of respondents were above age 55 and most were residents of Metchosin. Details on survey methodology is provided in Appendix D. Response analysis of the online survey is provided in Appendix E. The main themes reflected in the comments include:

- Natural environment: keep the parks pristine, wild and beautiful; protect rich natural habitat and the variety of plants and wildlife.
- Social context: support for the variety of trails; the parks offer an appropriate level of recreational opportunities (primarily hiking, swimming, dog walking and cycling); accessible to community and to a range of abilities; highlight cultural heritage.
- Facilities: rustic trails; crowded parking; need for more washrooms.
- Land management: address environmental degradation, erosion and invasive species; improve trail maintenance and signage; pressure from increased visitation (overcrowding) and conflicts between user groups; desire for mountain biking opportunities; improve access to lake; address dog management issues; increase enforcement and improve etiquette messaging; expand park boundaries.

# 10. Conclusion

The initial public engagement for Matheson Lake and Roche Cove Regional Parks Management Plan commenced in June 2020. A variety of methods were used to engage with First Nations, stakeholders and the public, which included advertising, an online survey, meetings and interviews. Input has been received from T'Sou-ke and Scia'new First Nations, government agencies, a wide range of stakeholders, and over 500 members of the public. Comments received as part of the initial engagement process will help inform the preparation of a draft management plan for Matheson Lake and Roche Cove regional parks. A second engagement opportunity will be provided on the draft plan.

# Appendix A – Letter to Neighbours

Making a difference...together

Regional Parks
490 Atkins Avenue
Victoria, BC V9B 2Z8

T: 250.478.3344
F: 250.478.5416
www.crd.bc.ca/parks

FILE COPY

August 13, 2020

File: 6130-30

Dear Park Neighbor:

**RE: PARK MANAGEMENT PLAN DEVELOPMENT FOR EAST SOOKE REGIONAL PARK AND ROCHE COVE & MATHESON LAKE REGIONAL PARKS**

The Capital Regional District (CRD) recently initiated projects to develop a park management plan for East Sooke Regional Park and for Roche Cove and Matheson Lake regional parks. As a neighbor to these parks, the CRD invites you to participate in the park management planning process. Please see the attached map showing the locations of the three regional parks.

The CRD public engagement process provides two key opportunities to provide input through the planning process. First, we are interested in receiving information and suggestions from the public before the management plans are drafted. To collect that information, park specific comment forms will be posted to the project webpages between August 17 and September 18, 2020.

The project team will consider all input received as we begin drafting the park management plans in early 2021. We anticipate that the draft management plans will be completed in summer 2021. At that time, another review and comment opportunity will be provided. Depending on the circumstances surrounding COVID-19, a decision will be made about whether we can also host in-person meetings to discuss the draft management plans.

We invite you to participate in one or both of these park management planning processes. Please feel free to pass this information on to others whom you think might be interested in being involved.

For up to date information please visit the project webpages at:

East Sooke Regional Park: https://www.crd.bc.ca/project/east-sooke-management-plan.
Roche Cove & Matheson Lake: https://www.crd.bc.ca/project/roche-cove-and-matheson-lake-management-plan

If you have any questions or are interested in receiving additional information about the processes please contact the following:

East Sooke Regional Park - Lynn at 250.360.3369 or lwilson@crd.bc.ca
Roche Cove and Matheson Lake regional parks - Emma at 250.642.8102 or etaylor@crd.bc.ca

Sincerely,

Emma Taylor
Park Planner

Lynn Wilson
Park Planner

# Appendix B – Print Ad



## PROVIDE YOUR INPUT

## East Sooke, Roche Cove & Matheson Lake Regional Parks

The Capital Regional District (CRD) is preparing management plans for East Sooke, Roche Cove and Matheson Lake regional parks. These plans will provide strategic guidance for on-going management of these parks for the next 15-20 years.

The CRD is gathering initial input from the public on their interests, ideas and concerns. On-line comment forms will be available on the CRD website. Your suggestions will be considered in developing the draft management plans. Once the plans are drafted, they will be posted online for public review.

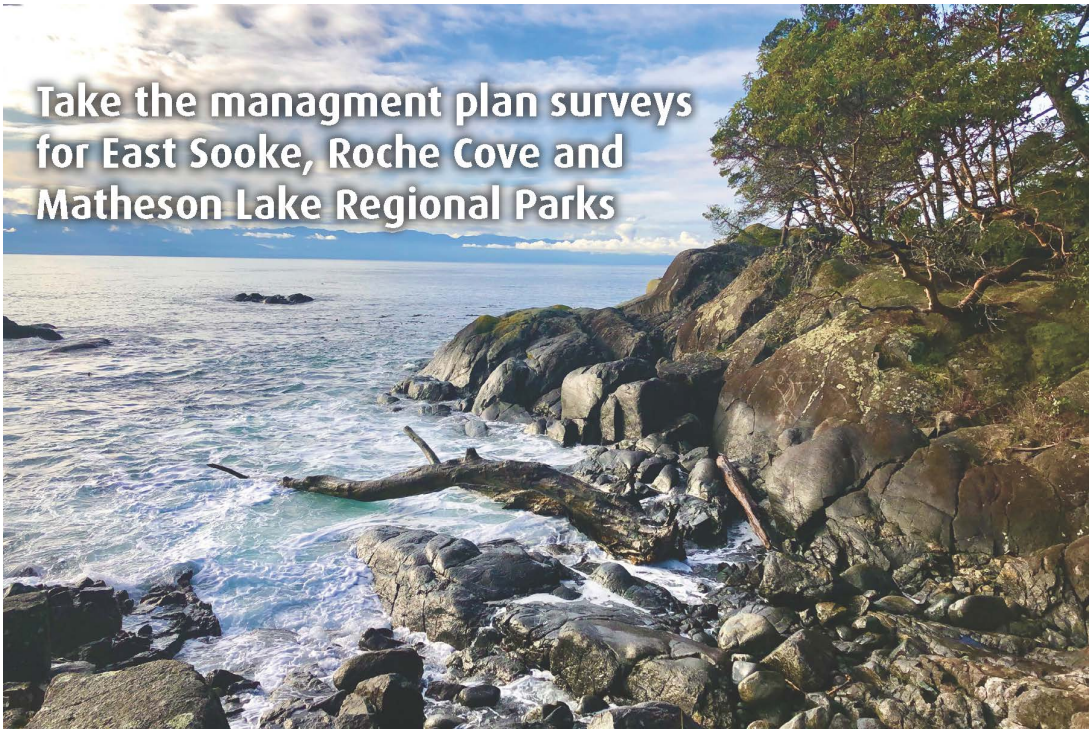
**Provide your initial input online between August 17 - September 18, 2020.**

**www.crd.bc.ca/eastsooke-plan**

**www.crd.bc.ca/roche-matheson-plan**

CRD
Making a difference...together

# Appendix C – Postcard




## Take the CRD Regional Parks Survey!

Help us plan for the future of East Sooke, Roche Cove and Matheson Lake regional parks

By completing the survey you are helping the CRD to establish a vision and objectives for managing the parks and to understand priorities for environmental conservation, cultural heritage protection, recreation and facilities.

The deadline to complete the survey is September 18, 2020

www.crd.bc.ca

CRD
Making a difference...together

# Appendix D – Online Survey Methodology Methods

A survey with 26 questions focused on visitor use patterns, respondents' opinions, and management directions related to Matheson Lake and Roche Cove regional parks was available on the CRD website from August 17 to September 18, 2020. The questionnaire was designed to take 15-25 minutes to complete.

Some survey questions had multiple statements to be completed. Close-ended questions were measured through a five-point rating scale ranging from strongly support/completely satisfied to strongly oppose/not at all satisfied or by offering pre-determined categories. Close-ended questions were used to reduce the response burden for participants. Open-ended questions were also included to allow respondents to offer additional comments and clarify their responses, if they wished. Questions about participants' demographic characteristics (i.e., age, residency) were also added to the questionnaire.

## Analysis

The Statistical Package for the Social Sciences (SPSS) version 25.0 (IBM 2017) was used to analyze descriptive statistics, which are reported as a percentage for all quantitative questions of the survey. To analyze the qualitative comments provided by participants in a replicable and systematic manner, content analysis was performed. Specifically, all qualitative data were categorized using codes, which allowed identifying code themes and response patterns. Both dimensions of a content analysis, quantitative (focused on counting and measuring) and qualitative (focused on interpreting and understanding) were used to offer insights on respondents' opinions about the Matheson Lake and Roche Cove Management Plan.

## Rationale

It is important to acknowledge that the aim of the survey was to offer an easy to access venue for the public to voice their opinions about what should be considered when drafting the Matheson Lake and Roche Cove Management Plan. The information obtained through this participation tool is not intended to be representative of the whole population of the island or the capital region. Hence, the data reported in this document will not be generalized to the broader population.

The survey was used to ensure that insights, concerns and experiences of participants interested in the Matheson Lake and Roche Cove management plan dialogue are documented and considered. The information retrieved through this participatory tool complement the insights provided by the other engagement approaches reported in this document. The data in this report should therefore be interpreted in conjunction with the overall engagement process outcomes.

## Freedom of Information and Protection of Privacy Act and Privacy Impact Assessment

All responses in the survey were voluntary, thus participants had the freedom to skip any question they did not wish to answer. All information was collected in compliance with the Freedom of Information and Protection of Privacy Act (see https://www.crd.bc.ca/freedom-of-information). A Privacy Impact Assessment (CRD PIA #20-018) was developed for this project to ensure research involving humans was conducted in compliance with ethics and local legislation.

# Appendix E – Online Survey Responses

A total of 495 online surveys were filled out between August 17 and September 18, 2020. Below is a summary of the online survey responses.

## Section 1: Parks Values

### QUESTION 1: WHAT MAKES MATHESON LAKE AND ROCHE COVE REGIONAL PARKS IMPORTANT TO YOU?

A total of 454 qualitative comments were provided by respondents to the open-ended question about the importance of Matheson Lake and Roche Cove regional parks to them. Each comment entailed multiple themes.

The most mentioned themes were:

- Experiences: respondents described experiencing the parks as pristine, wild and rugged, with beautiful sceneries, and with few people. Quietness and solitude were also mentioned as an important feature of their experience in such parks (Figure 2).
- Outdoor recreation: respondents mentioned the importance of a series of recreational opportunities (i.e., hiking/walking, swimming, the beach and biking) and valued the variety of rustic and connected trails present in the parks (Figure 3).
- Natural environment: respondents valued the richness in natural habitats (i.e., lake, ocean, forest), plants and wildlife that both parks offer (Figure 4).
- Accessibility: respondents noted the parks were close to home, the city, and easy to access (i.e., connection to Galloping Goose, easy to walk) (Figure 5).

The qualitative responses were coded to identify emerging themes and then quantified to evaluate their relevance. Below is a breakdown of the themes extracted from this qualitative question.

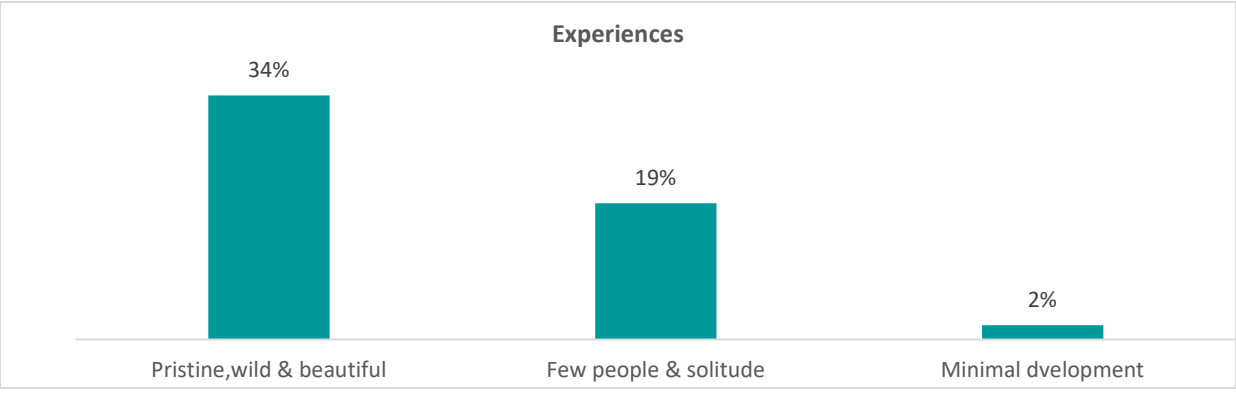



Figure 1: Reasons mentioned by respondents when referring to the importance of their experience in Matheson Lake and Roche Cove regional parks.

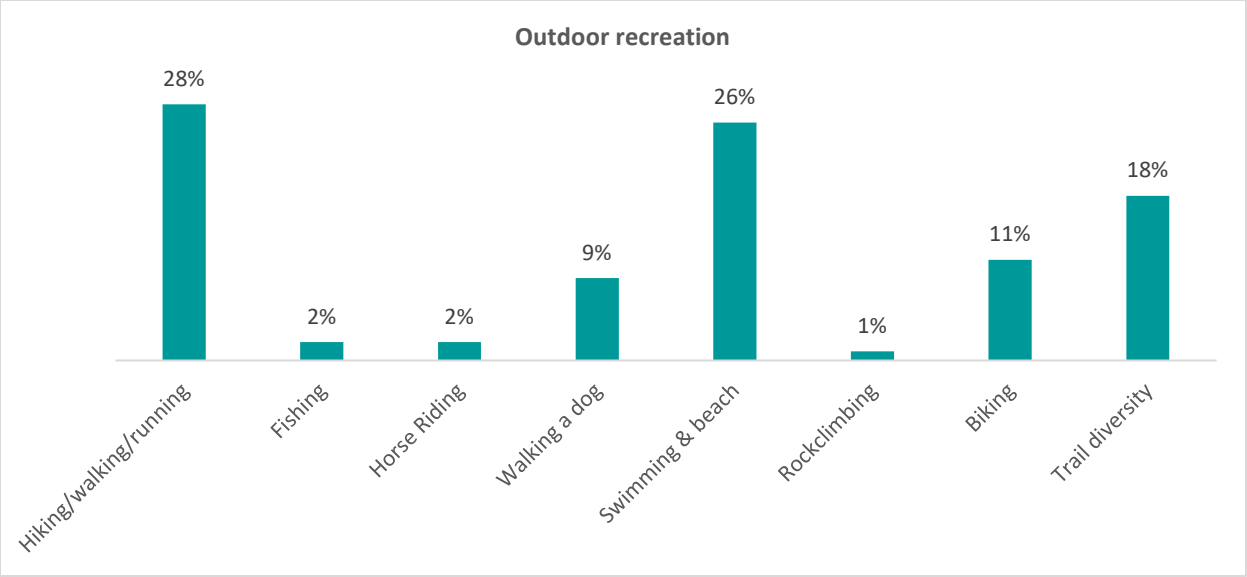



Figure 2: Reasons mentioned by respondents when referring to the importance of **outdoor recreation opportunities** in Matheson Lake and Roche Cove regional parks.

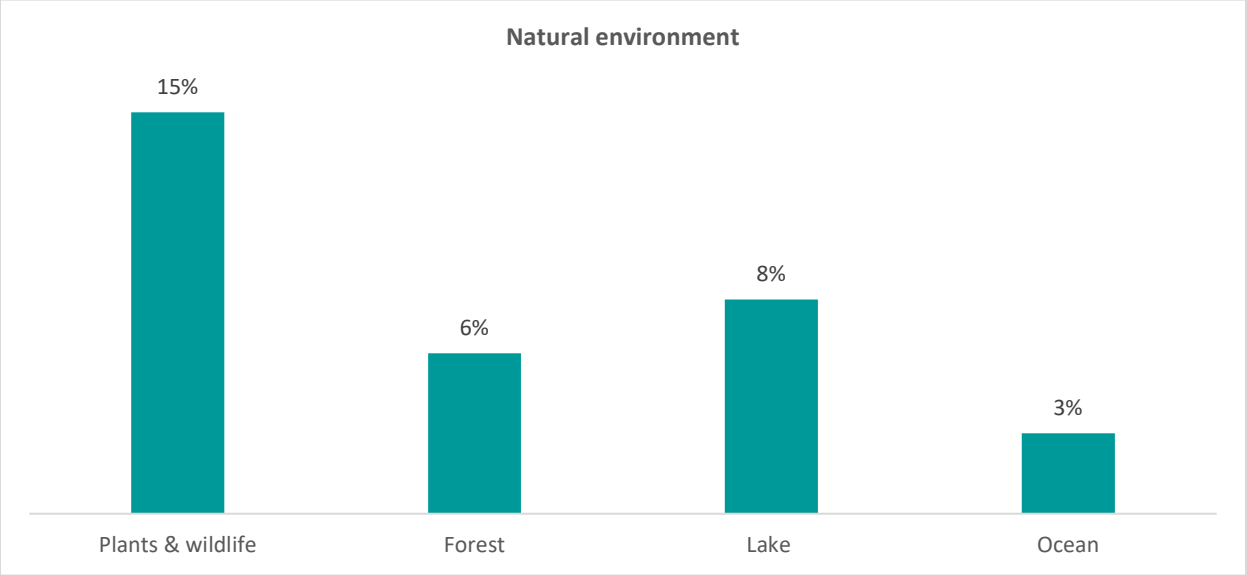



Figure 3: Reasons mentioned by respondents when referring to the importance of the **natural environment** at Matheson Lake and Roche Cove regional parks.

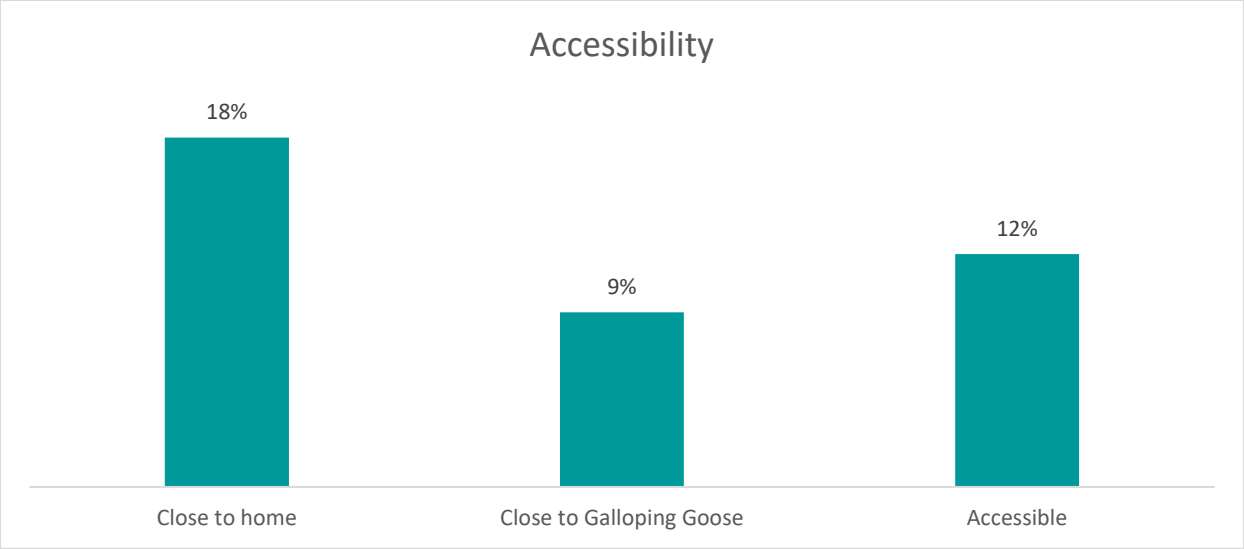



Figure 4: Reasons mentioned by respondents when referring to the importance of **accessibility** at Matheson Lake and Roche Cove regional parks.

## Section 2: Outdoor Recreation

### QUESTION 2: WHAT ACTIVITIES DO YOU DO IN MATHESON LAKE AND ROCHE COVE REGIONAL PARKS?

There were 495 responses. Most respondents engaged in walking/hiking, viewing plants and animals, swimming, walking a dog and cycling.

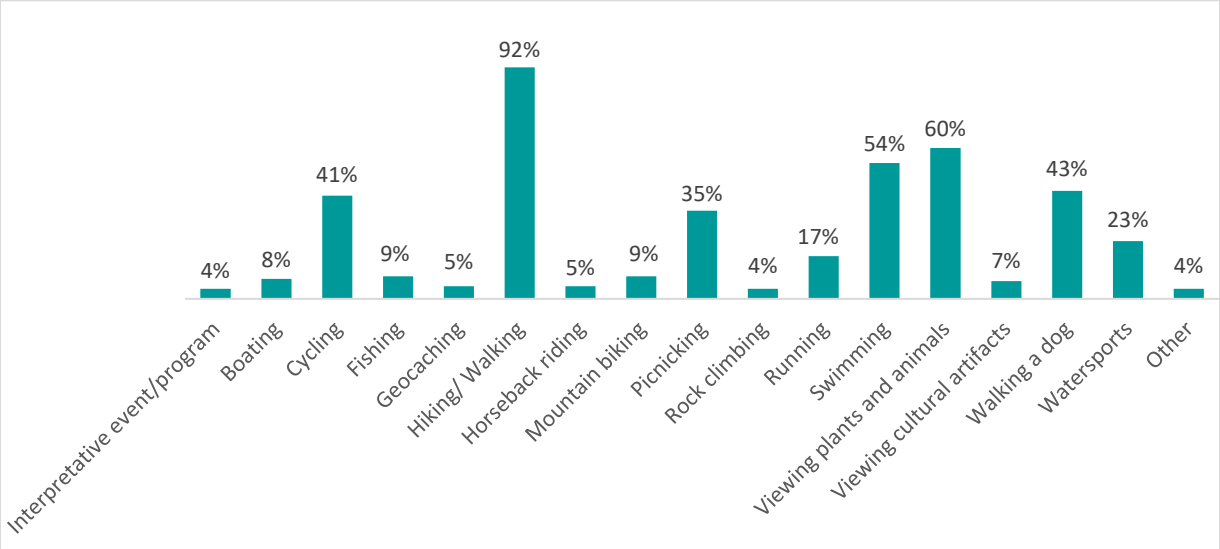



Figure 5: Types of activities conducted at Matheson Lake and Roche Cove regional parks by respondents.

### QUESTION 3: WHAT DO YOU THINK ABOUT THE LEVEL OF OUTDOOR RECREATION OPPORTUNITIES OFFERED IN THESE PARKS?

There were 495 responses. The majority of respondents felt there was about the right level of outdoor recreation opportunities offered in these parks.

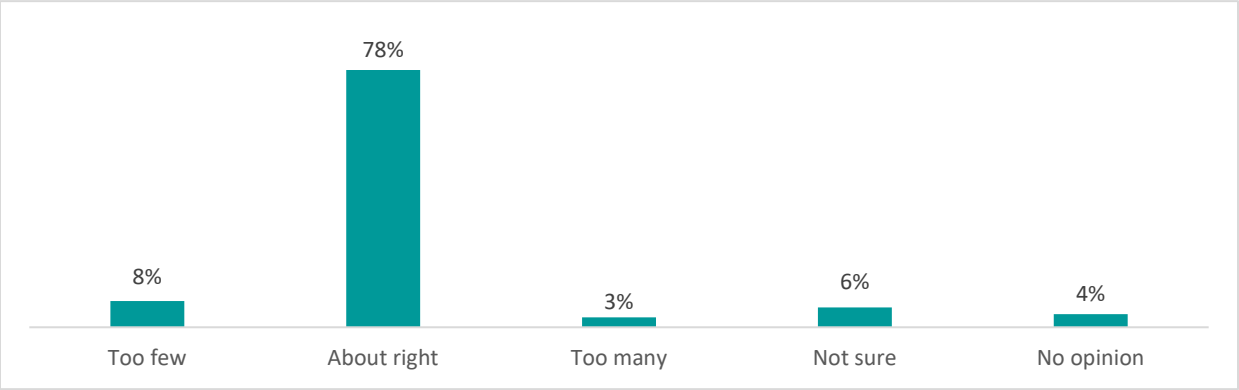



Figure 6: Respondents' perception of the **level of outdoor experiences** offered at Matheson Lake and Roche Cove regional parks.

## Section 3: Use Patterns

### QUESTION 4: WHAT ARE YOUR USUAL DESTINATIONS AT MATHESON LAKE AND ROCHE COVE REGIONAL PARKS?

There were 495 responses. Most respondents visited the Matheson Lake Loop trail, the Galloping Goose Regional Trail and Matheson Lake.

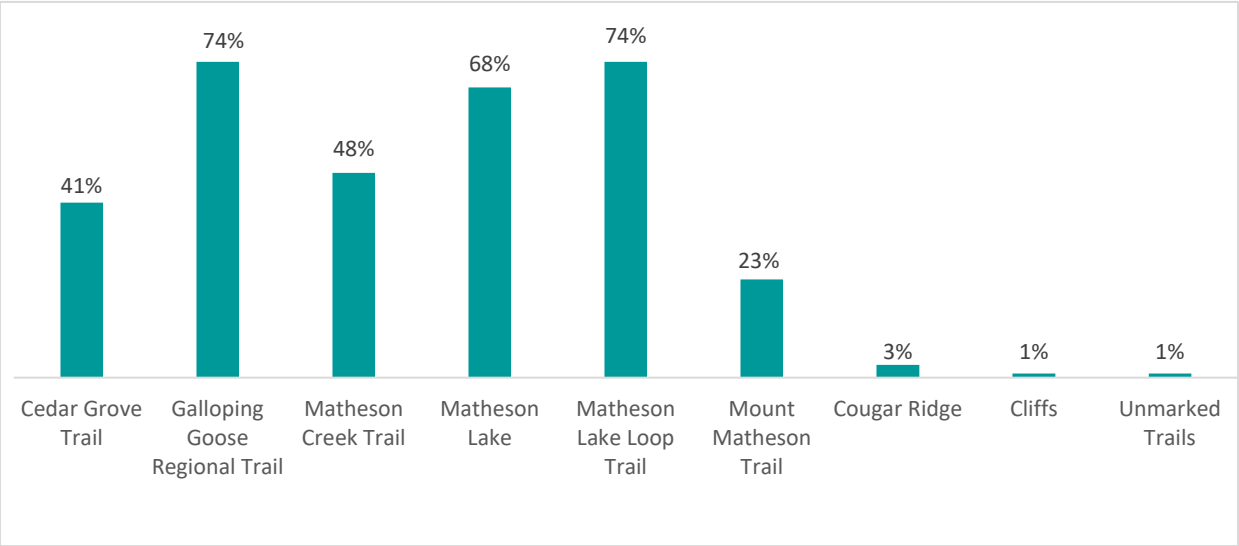



Figure 7: Park destination goal of respondents.

## QUESTION 5: APPROXIMATELY HOW MANY TIMES HAVE YOU VISITED MATHESON LAKE AND ROCHE COVE REGIONAL PARKS IN THE PAST 12 MONTHS?

There were 495 responses. Most respondents visited these parks frequently.

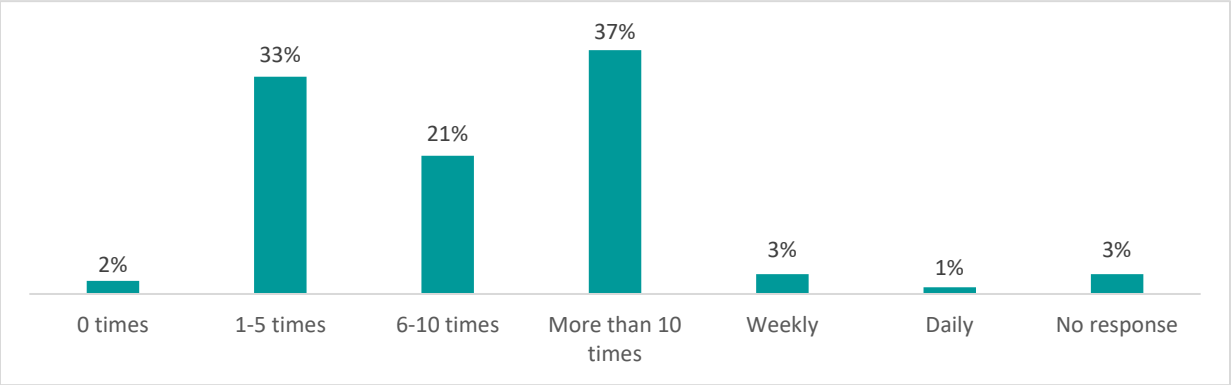



Figure 8: Frequency of visitation by survey respondents.

## QUESTION 6: APPROXIMATELY HOW MUCH TIME DO YOU SPEND IN MATHESON LAKE AND ROCHE COVE REGIONAL PARKS WHEN YOU VISIT?

There were 495 responses. The majority of respondents indicate they spend between 1-2 to 3-4 hours in these parks.

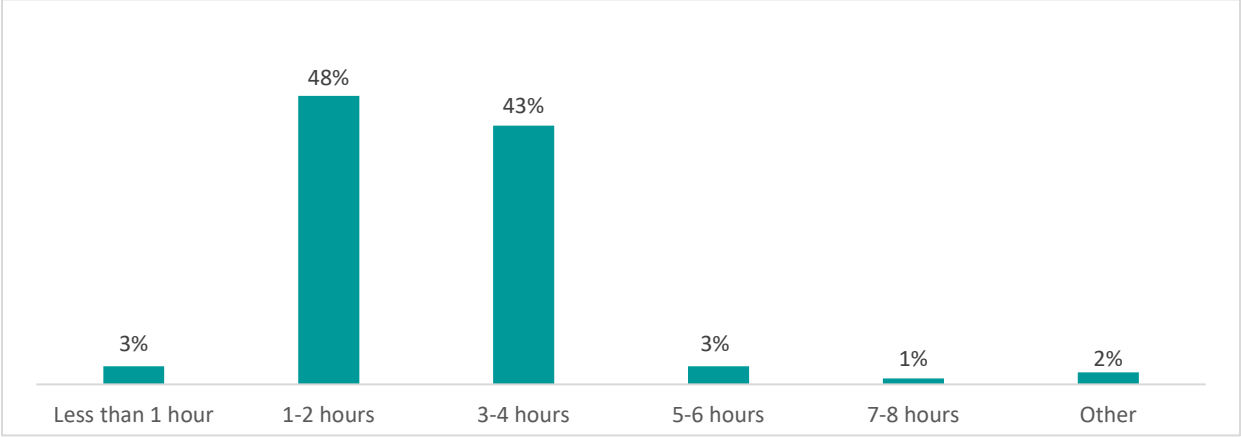



Figure 9: Breakdown of the amount of time spent in the park by respondents.

## QUESTION 7: WHAT DO YOU USE TO NAVIGATE WHEN INSIDE THE PARKS?

There were 495 responses. The majority of respondents used their experience and CRD wayfinding signs to navigate these parks.

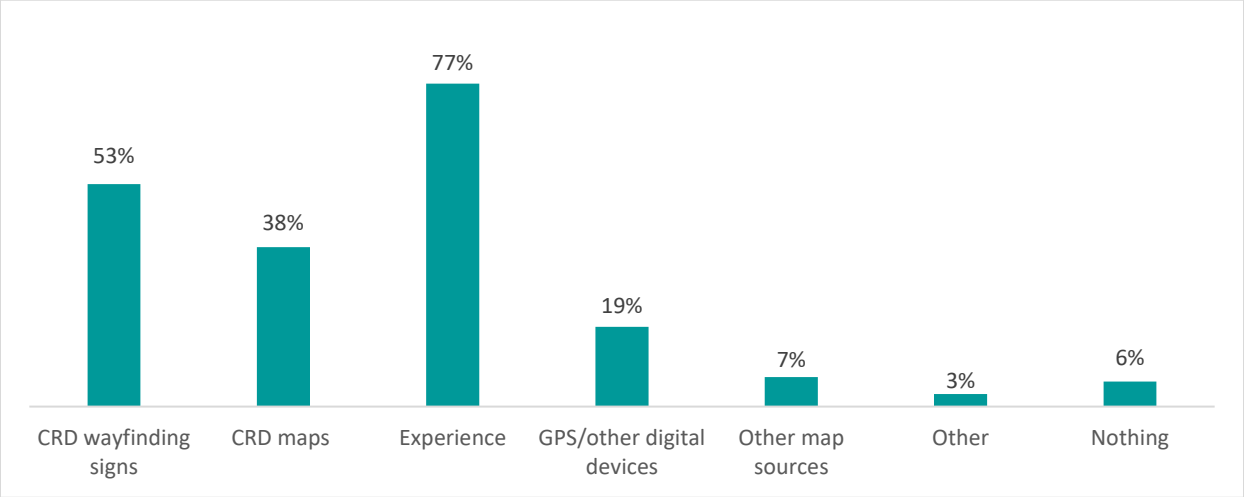



Figure 20: Tools used by respondents to navigate Matheson Lake and Roche Cove regional parks.

## QUESTION 8: WHAT IS THE MAIN SOURCE OF INFORMATION YOU USE TO FIND OUT ABOUT MATHESON LAKE AND ROCHE COVE REGIONAL PARKS?

There were 495 responses. Nearly half of the respondents used the Capital Regional District website to learn about these parks.

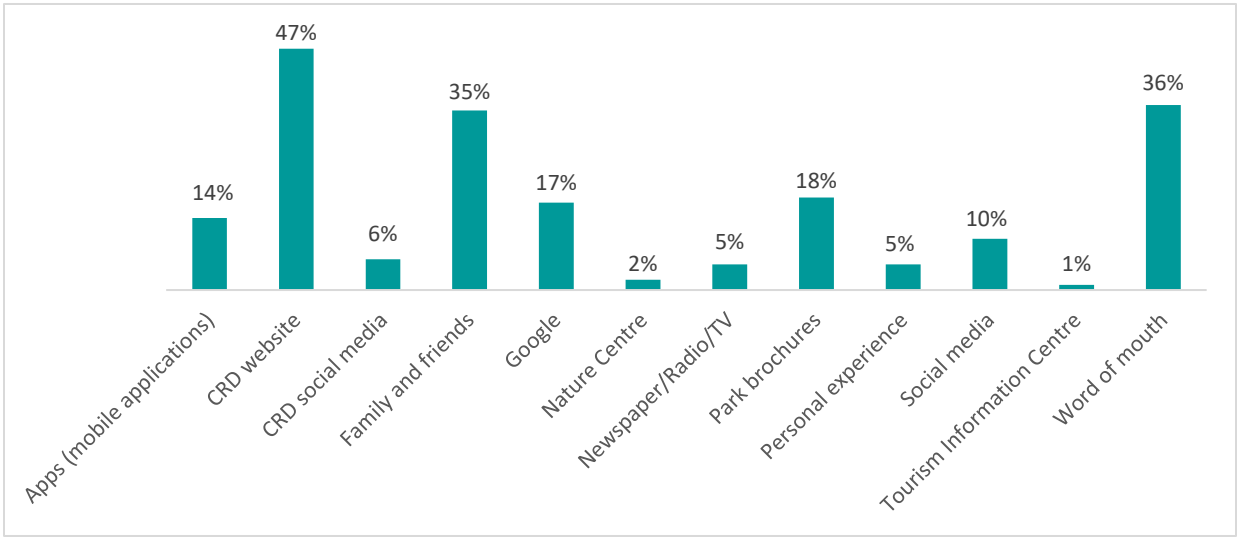



Figure 11: Breakdown of respondents' source of information about Matheson Lake and Roche Cove regional parks.

## QUESTION 9: WITH WHOM DO YOU USUALLY VISIT MATHESON LAKE AND ROCHE COVE REGIONAL PARKS?

There were 495 responses. The majority visited these parks in a group of family and friends.

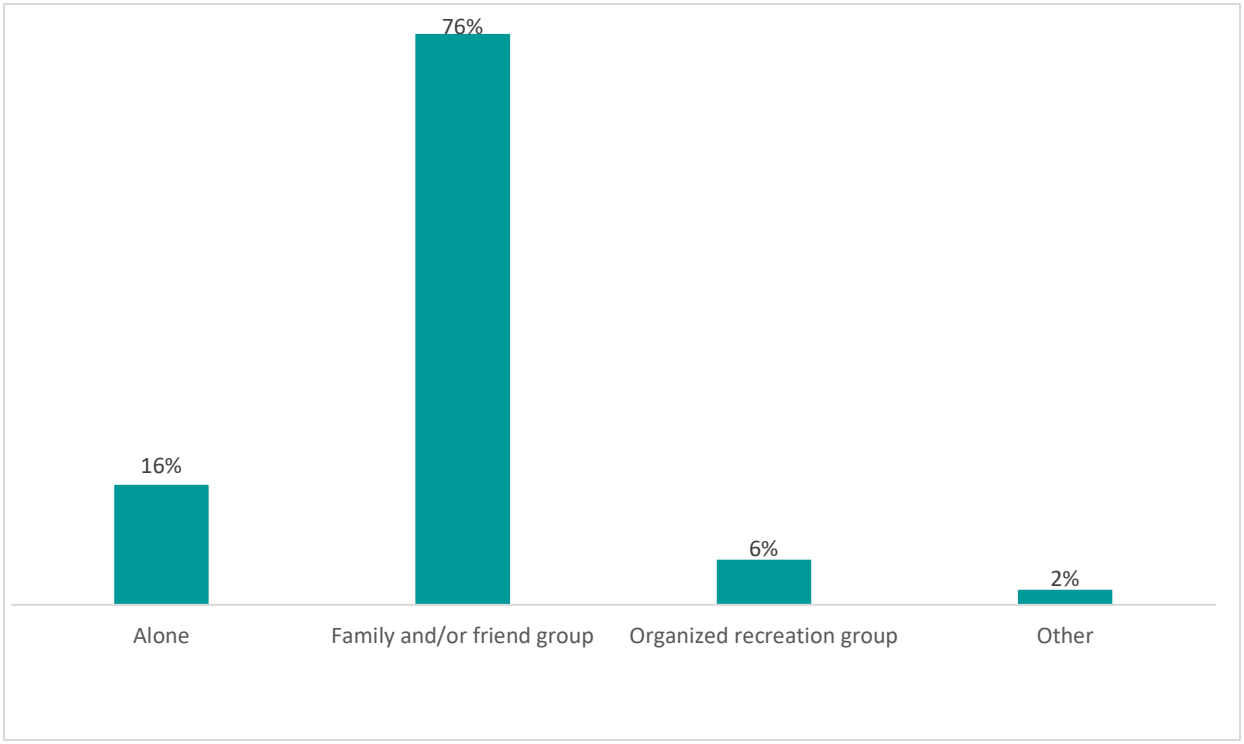



Figure 12: Breakdown of the group composition of respondents visiting Matheson Lake and Roche Cove regional parks.

## QUESTION 10: DO YOU VISIT THE PARKS WITH A DOG?

There were 495 responses. Most respondents visited these parks with one or two dogs.

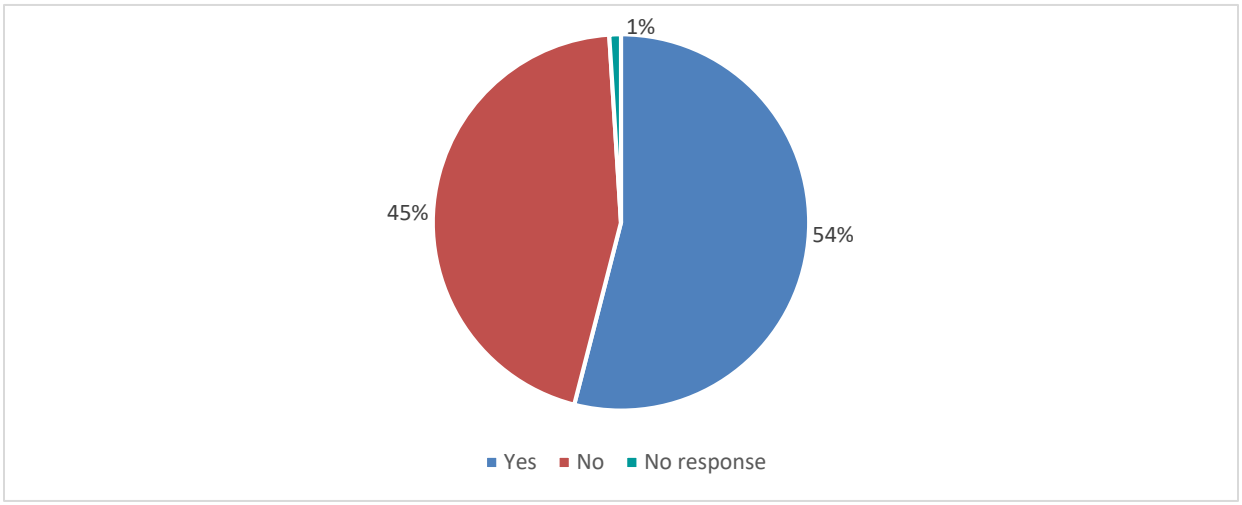



Figure 13: Respondents with dogs in Matheson Lake and Roche Cove regional parks.

## QUESTION 11: HOW DO YOU WALK THE DOG IN THIS PARK?

There were 267 responses. Most respondents walk their dog both on and off leash in these regional parks. Only two respondents identified themselves as a commercial dog walker.

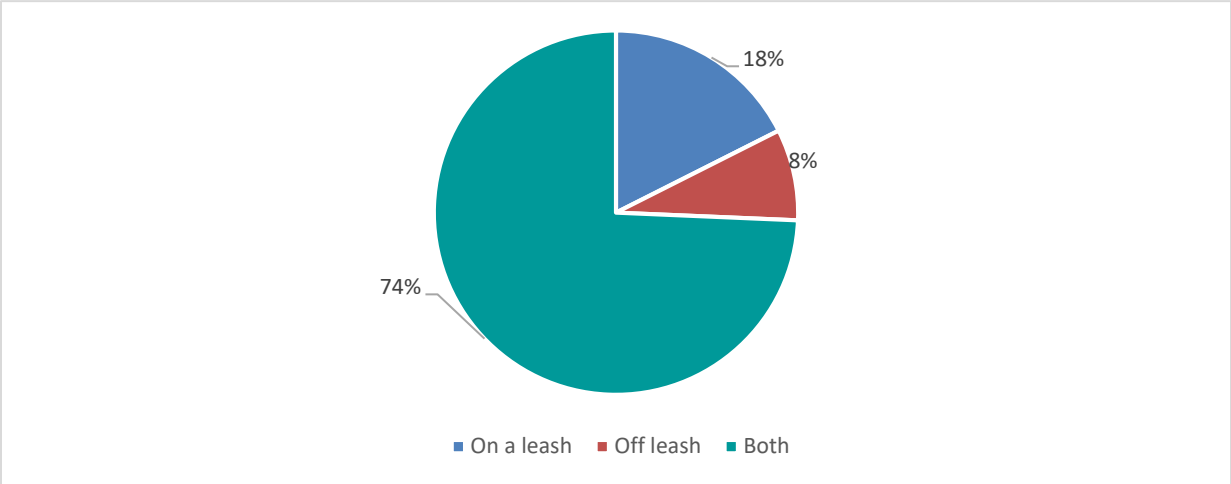



Figure 34: Respondents' methods of walking their dogs in Matheson Lake and Roche Cove regional parks.

## QUESTION 12: WHICH MODE OF TRANSPORTATION DO YOU USUALLY USE TO ARRIVE TO MATHESON LAKE AND ROCHE COVE REGIONAL PARKS?

There were 495 responses. The vast majority use a car, followed by bicycles, to reach these parks.

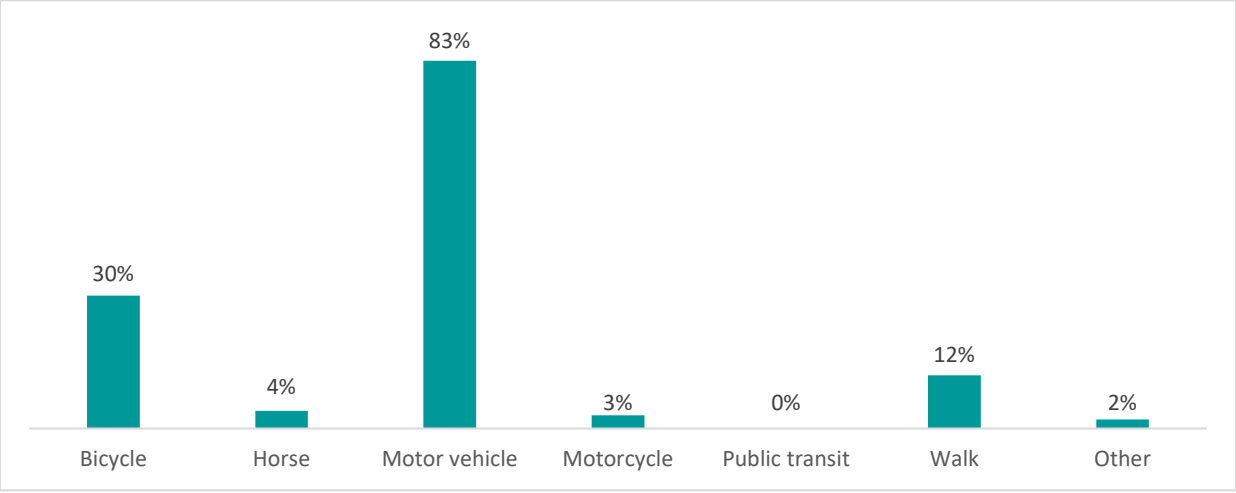



Figure 15: Breakdown of the mode of transportation used by respondents to reach Matheson Lake and Roche Cove regional parks.

## Section 4: Management Implications

### QUESTION 13: PARK MANAGEMENT PLANS TYPICALLY INCLUDE POLICY DIRECTION AND/OR ACTIONS TO ADDRESS KNOWN ISSUES. PLEASE SHARE ANY ISSUES AT MATHESON LAKE AND ROCHE COVE REGIONAL PARKS THAT YOU BELIEVE NEED TO BE ADDRESSED THROUGH THE MANAGEMENT PLAN.

A total of 344 qualitative comments were provided by respondents to the open-ended question about issues at Matheson Lake and Roche Cove regional parks. Each comment entailed multiple themes. The qualitative responses were coded to identify emerging themes and then quantified to evaluate their relevance.

The most mentioned themes were:

- Natural environment: respondents were concerned about environmental degradation, erosion and invasive species (Figure 17).
- Social context: respondents were mostly concerned about the increase in visitor use pressures in both parks and conflict between user groups (i.e., walkers versus cyclists versus dog owners). Respondents also mentioned as an issue some visitors' disruptive and illegal behaviours (i.e., loud music, drinking, smoking). Another social issue emerging from the comments was dog behaviour, where respondents complained about dog waste, and reported the presence of dog out of control harassing people and wildlife (Figure 18).
- Land managements: respondents pointed out that limited parking is available in both locations, and signage is lacking (i.e., wayfinding, visitor etiquette, rules). Several respondents suggested to improve trail maintenance in areas of recurrent flooding (Figure 19).

Below is reported a breakdown of the themes extracted from this qualitative question.

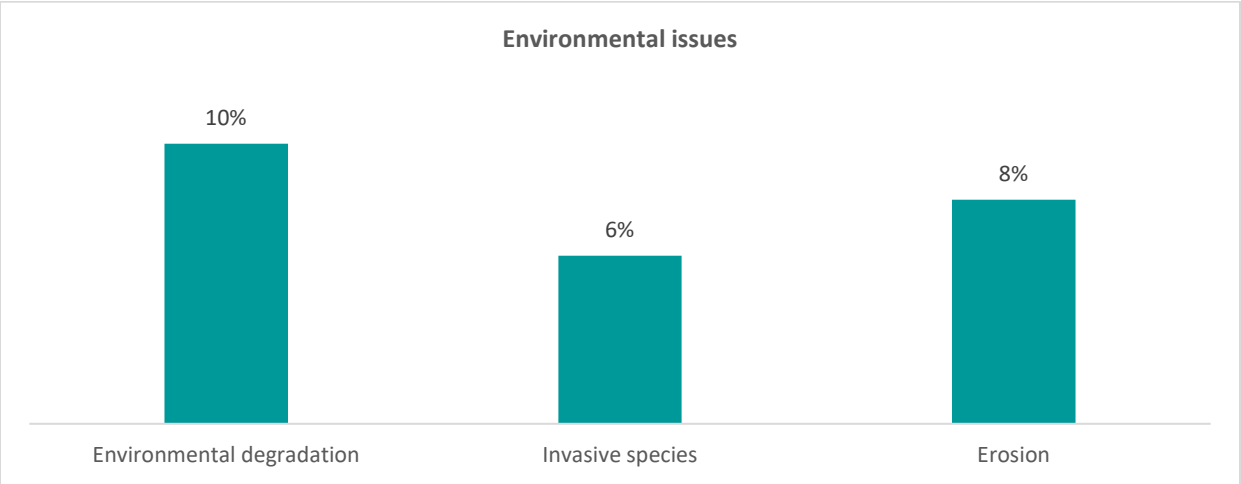



Figure 16: Matheson Lake and Roche Cove regional parks **natural environment issues** noted by respondents.

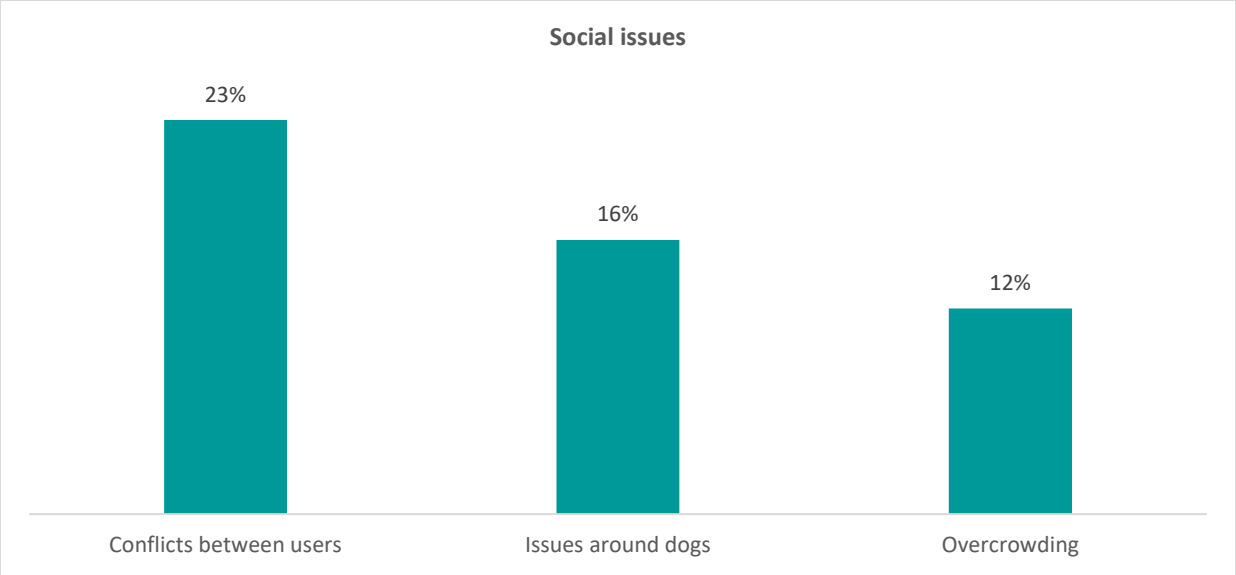



Figure 17: Matheson Lake and Roche Cove regional parks **social context** noted by respondents.




Figure 18: Matheson Lake and Roche Cove regional parks **land management issues** noted by respondents.

## QUESTION 14: DID YOU KNOW THAT SENSITIVE ECOSYSTEMS AND SPECIES AT RISK ARE PRESENT IN MATHESON LAKE AND ROCHE COVE REGIONAL PARKS?

There were 495 responses to this question. The vast majority of respondents were aware of the presence of sensitive ecosystems and species at risk at Matheson Lake and Roche Cove regional parks.

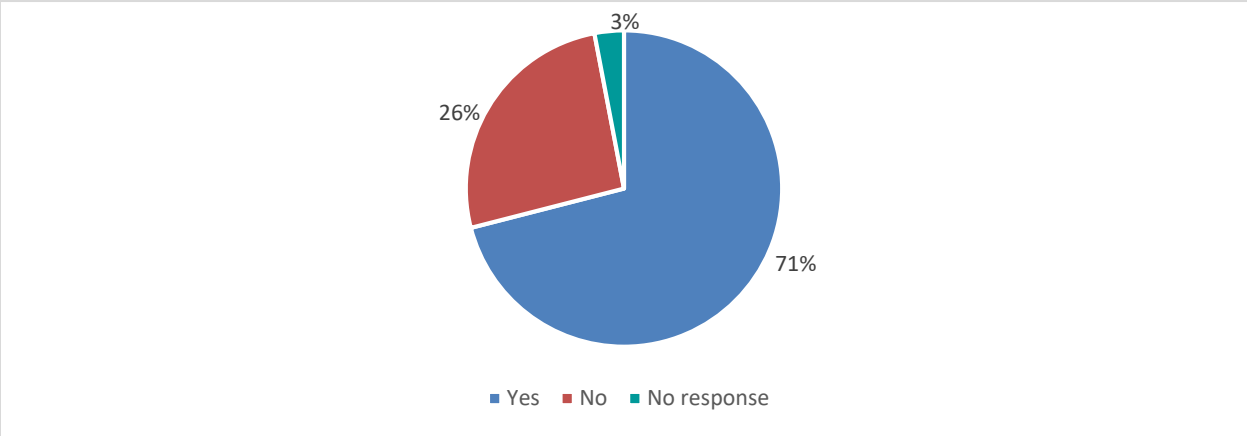



Figure 19: Respondents' knowledge about sensitive ecosystems and species at risk at Matheson Lake and Roche Cove regional parks.

## QUESTION 15: WOULD YOU SUPPORT OR OPPOSE THE FOLLOWING MEASURES TO PROTECT SENSITIVE ECOSYSTEMS AND SPECIES AT RISK IN THESE PARKS?

There were 495 responses. The majority of respondents support all measures listed.

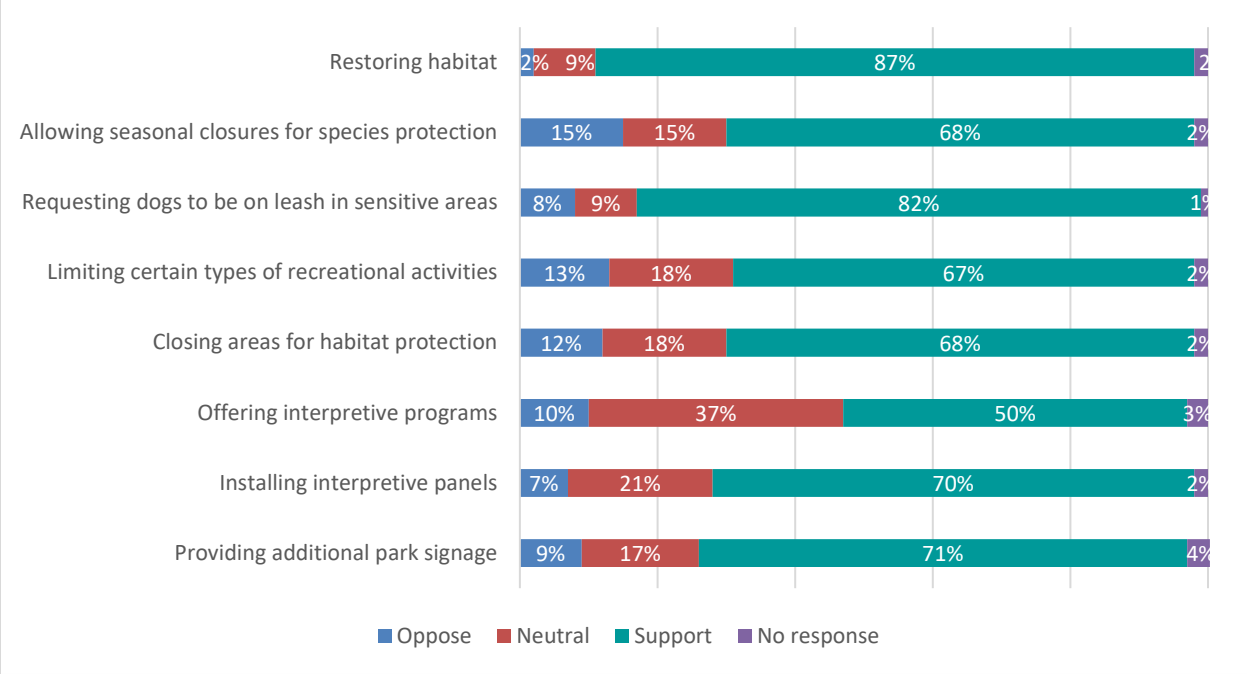



Figure 40: Breakdown of respondents' support or opposition for **measures to protect sensitive ecosystems and species at risk** at Matheson Lake and Roche Cove regional parks.

## QUESTION 16: DID YOU KNOW THAT CULTURAL HERITAGE SITES ARE PRESENT IN MATHESON LAKE AND ROCHE COVE REGIONAL PARKS?

Most of the 495 respondents did not know about cultural heritage sites in these parks.

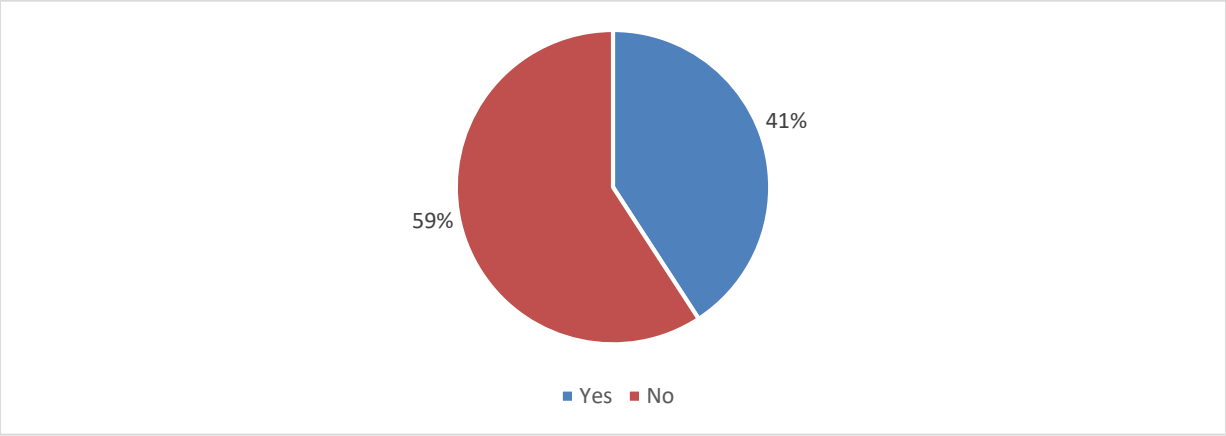



Figure 51: Respondents' knowledge about **cultural heritage** at Matheson Lake and Roche Cove regional parks.

## QUESTION 17: WOULD YOU SUPPORT OR OPPOSE THE FOLLOWING MEASURES TO PROTECT CULTURAL HERITAGE SITES IN THESE PARKS?

The majority of the 495 respondents support all measures listed.

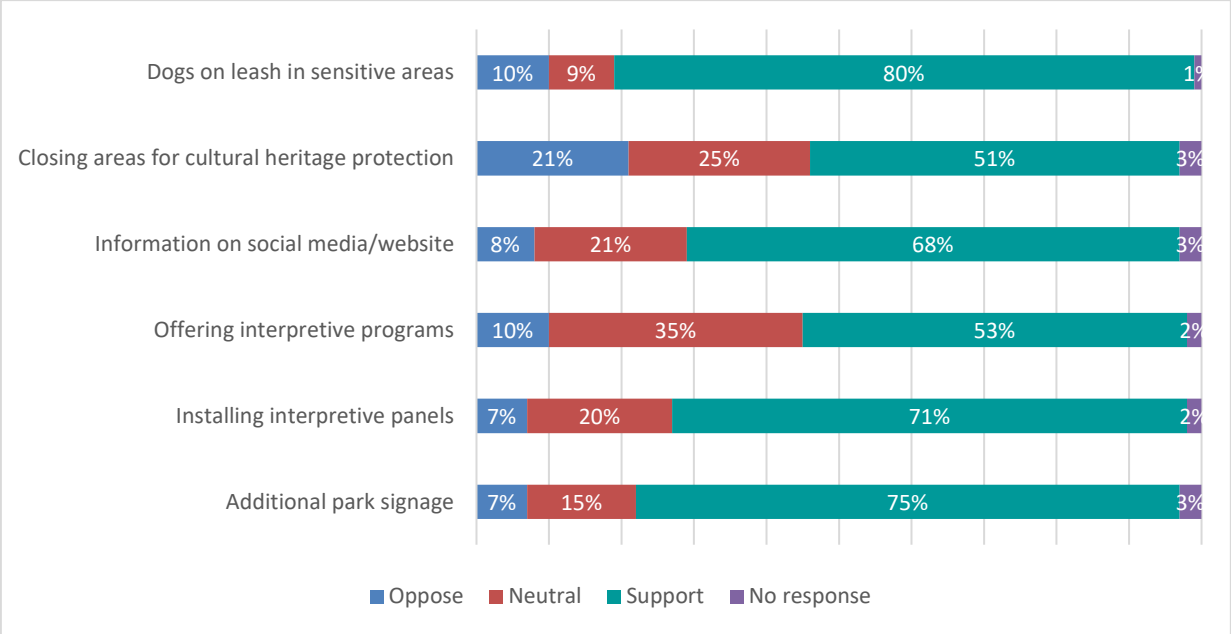



Figure 62: Breakdown of respondents support or opposition for **measures to protect cultural heritage sites** at Matheson Lake and Roche Cove regional parks.

## Section 5: Satisfaction

### QUESTION 18: IN MATHESON LAKE AND ROCHE COVE REGIONAL PARKS, HOW SATISFIED ARE YOU WITH THE FOLLOWING OFFERS?

There were 495 responses. The majority of respondents were satisfied with their experiences, outdoor recreation, trails, and overall cleanliness. Lower satisfaction was expressed for natural environment and species protection, parking, signage and mapping. Respondents were unsure how to comment on education/park nature programs and picnic tables.

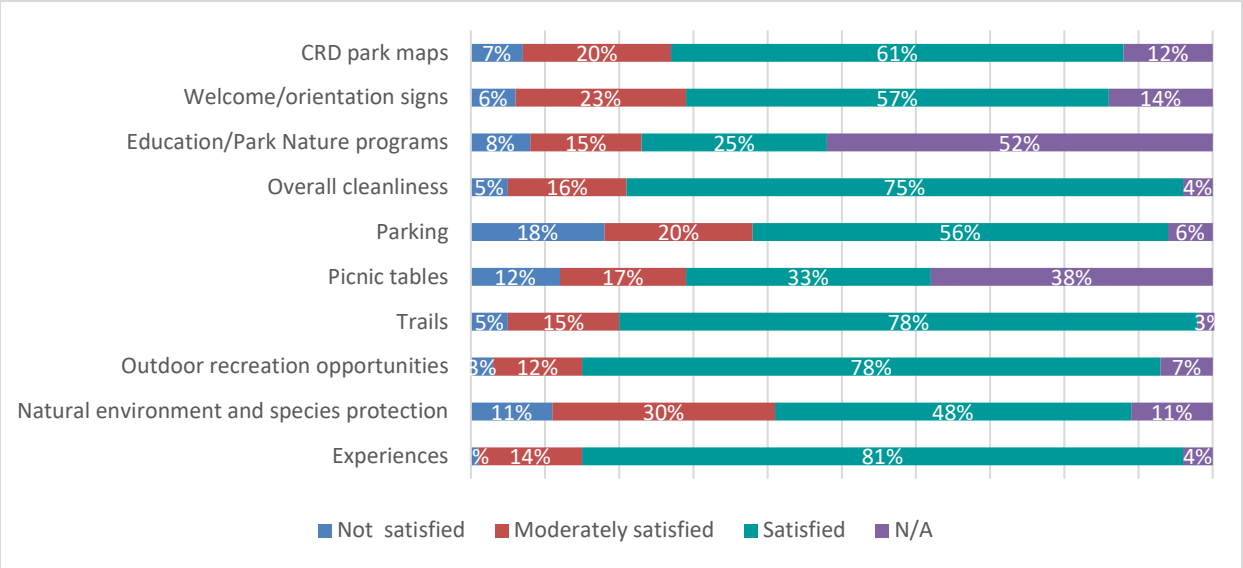



Figure 23: Breakdown of respondents' satisfaction with different offers at Matheson Lake and Roche Cove regional parks.

## Section 6: Carnivores

### QUESTION 19: HAVE YOU EVER SEEN A COUGAR, BEAR AND/OR WOLF IN MATHESON LAKE AND ROCHE COVE REGIONAL PARKS?

There were 495 responses. Most respondents have not seen carnivores in these parks.

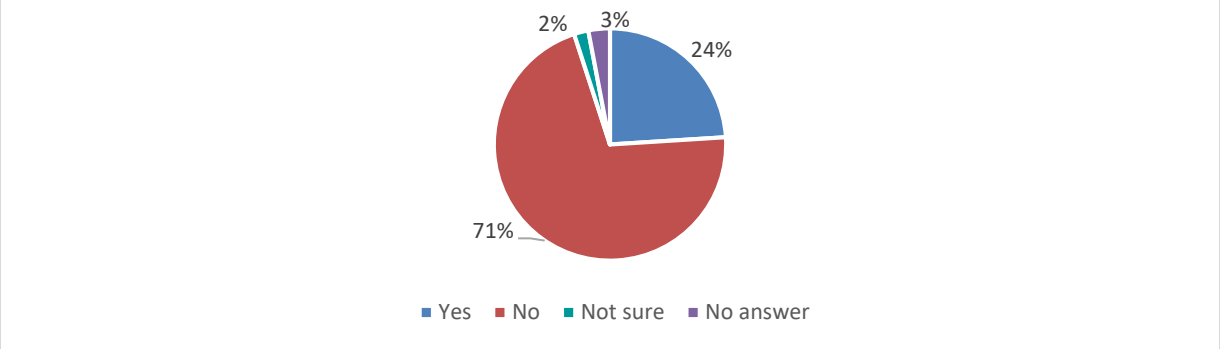



Figure 24: Respondents' sightings of cougars, bears and/or wolves in Matheson Lake and Roche Cove regional parks.

## QUESTION 20: WHAT DID YOU SEE?

Of the 119 respondents who saw carnivores in these parks, the majority encountered bears.

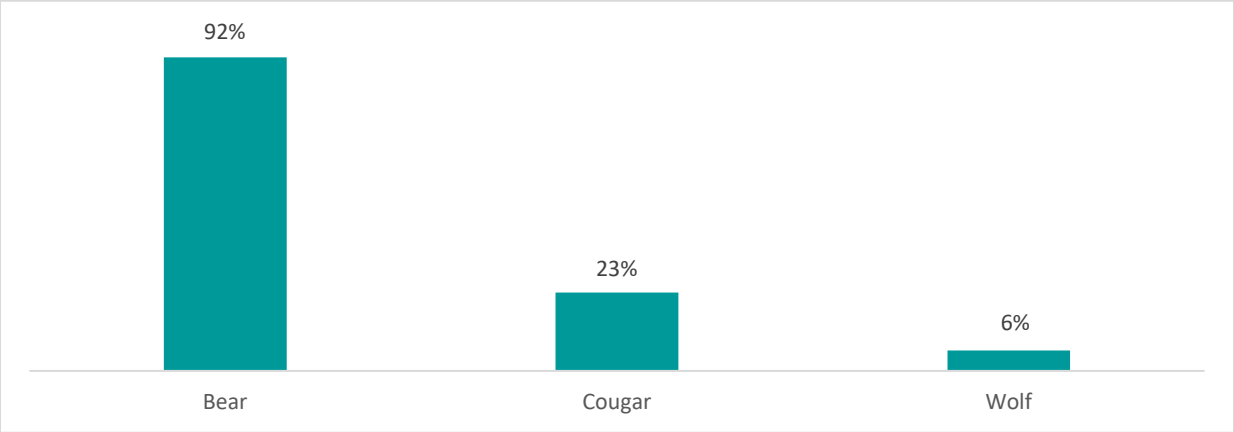



Figure 25: Respondents' sightings of cougars, bears and/or wolves in Matheson Lake and Roche Cove regional parks.

## QUESTION 21: WHAT HAVE YOU DONE TO PREPARE FOR POSSIBLY ENCOUNTERING COUGARS, BEARS AND/OR WOLVES?

There were 495 responses. More than half of the respondents stated they have read signs about carnivores in the park or travel in groups.

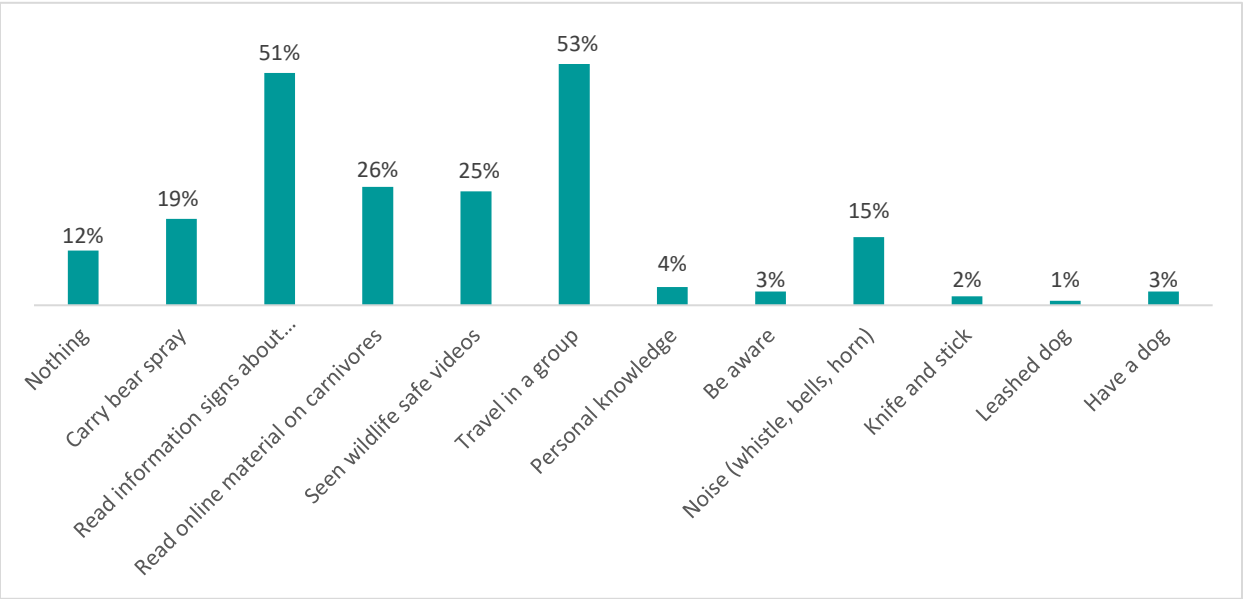



Figure 26: Breakdown of respondents' preparedness for encountering carnivores in Matheson Lake and Roche Cove regional parks.

## Section 7: Other Comments

### QUESTION 22: DO YOU HAVE ANY OTHER COMMENTS ABOUT MATHESON LAKE AND ROCHE COVE REGIONAL PARKS?

A total of 289 qualitative comments were provided by respondents to the open-ended question about final comments on Matheson Lake and Roche Cove regional parks. Each comment entailed multiple themes. The qualitative questions were coded to identify emerging themes and quantified to evaluate such themes relevance.

The most mentioned themes were:

- Natural environment: respondents stressed the importance of maintaining the natural environment of these parks, suggested focusing on environmental protection, invasive species removal and erosion, and advocated for buying more land around these regional parks.
- Social context: once again, respondents mentioned conflicts between user groups and overcrowding as a main concern in both parks. Respondents used this section to express their support and opposition for dogs on-leash and off-leash. Respondents also mentioned the need to focus on cultural heritage through a First Nation lens.
- Land management: respondents were divided between increasing or not increasing parking in these parks, as visitation pressure is already high. Some respondents suggested adding signage about etiquette, the environment or for wayfinding. Other suggested more enforcement. Respondents also mentioned better trail management, where needed, and offering mountain biking opportunities. Some respondents wish a boat launch to facilitate access to the lake with paddle boards, kayaks, and boats. Finally, having more washrooms was also seen as important in these parks.

Some participants (11%) expressed gratitude for the opportunity to engage in the management planning process and toward the CRD for the upkeep of these parks.

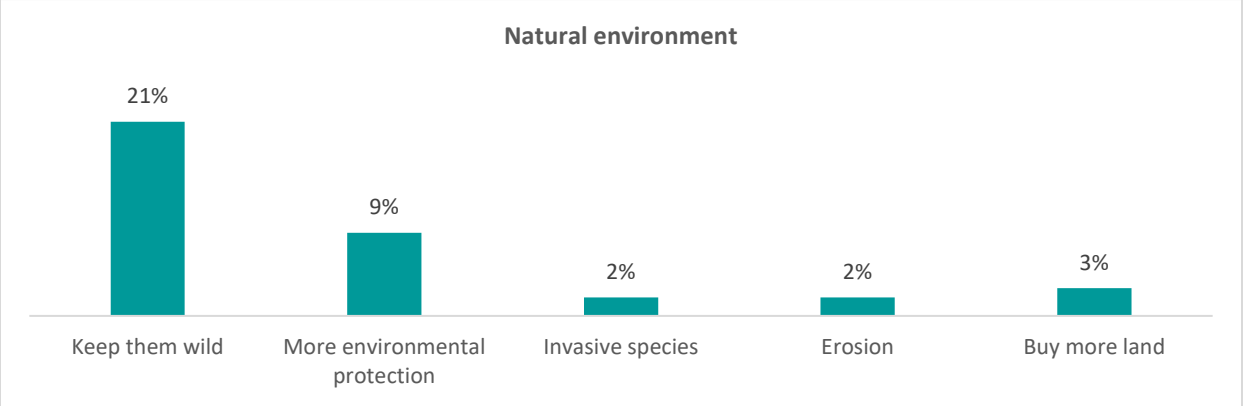


Figure 27: Breakdown of the final comments related to the **natural environment** at Matheson Lake and Roche Cove regional parks.

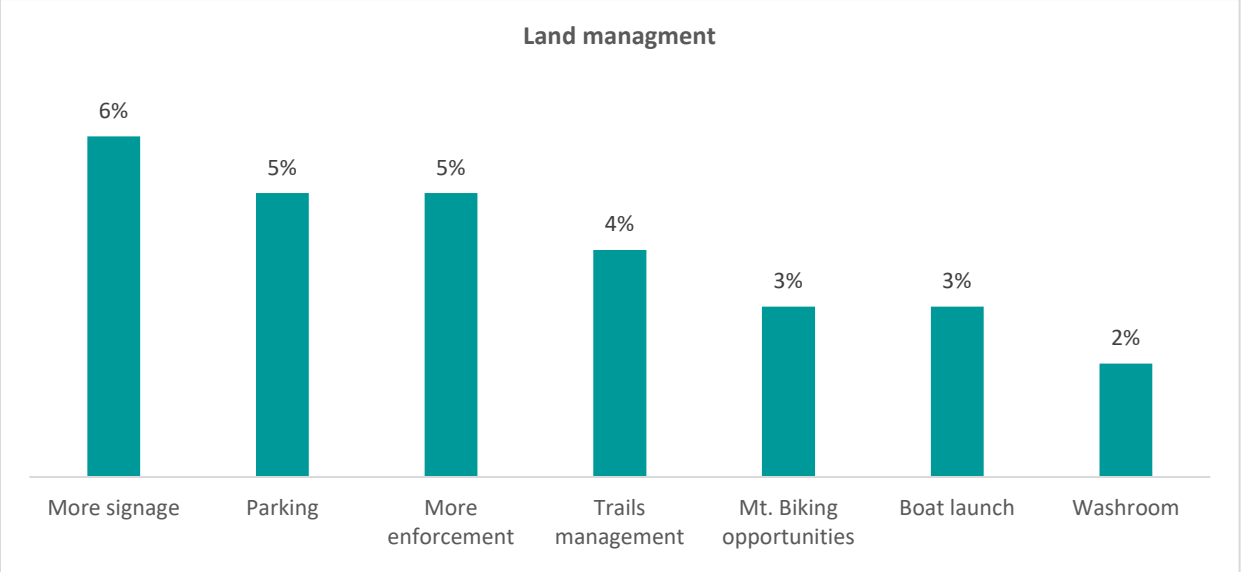



Figure 28: Breakdown of the final comments related to **land management** at Matheson Lake and Roche Cove regional parks.

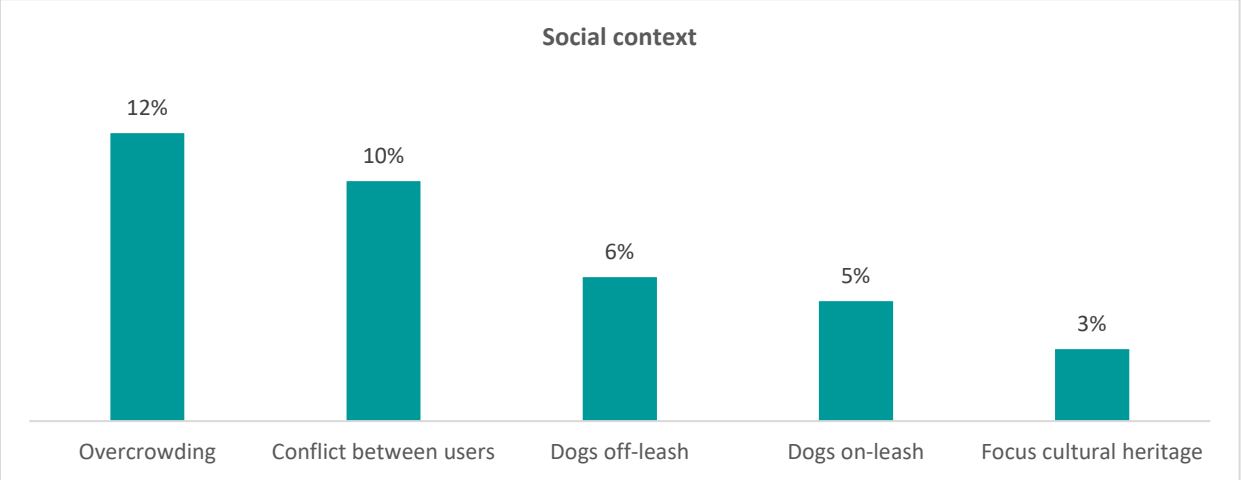



Figure 29: Breakdown of the final comments related to the **social context** at Matheson Lake and Roche Cove regional parks.

## Section 8: Demographics

### QUESTION 23: IN WHICH AGE CATEGORY DO YOU FALL?

There were 495 responses. Respondents to the survey were distributed similarly between the age categories 35-65+. There was low input to the survey from youth and younger adults.

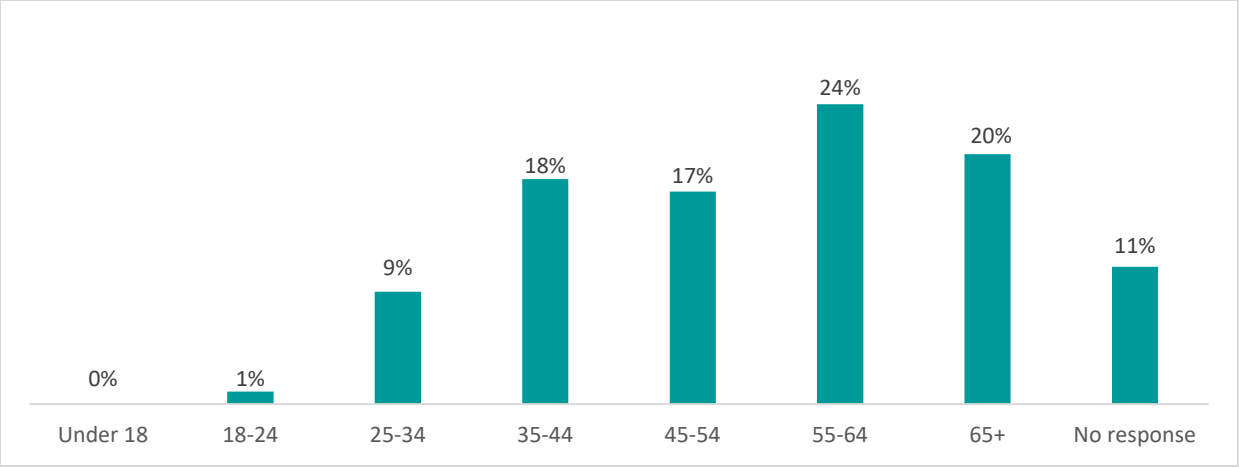



Figure 30: Age distribution of respondents.

### QUESTION 24: WHERE DO YOU LIVE?

There were 495 responses. Most respondents lived in Metchosin and Sooke, the municipalities closest to the parks, and in Victoria.

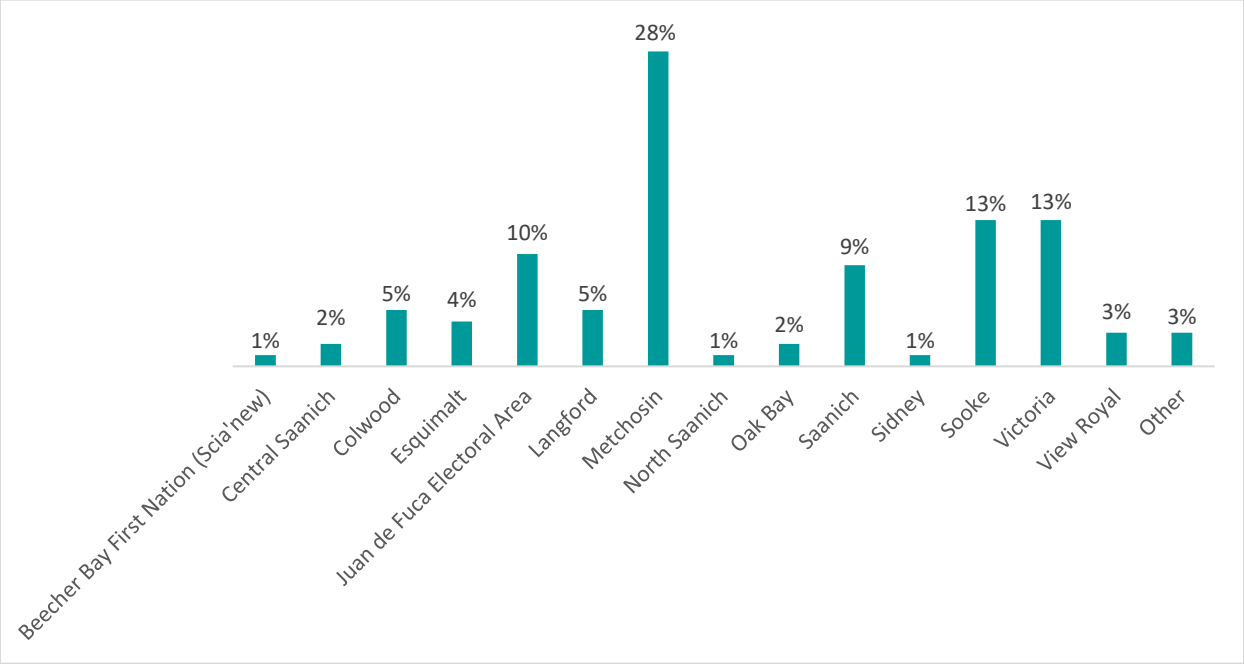



Figure 31: Breakdown of where visitors live.

Making a difference...together

**REPORT TO TRANSPORTATION COMMITTEE**
**MEETING OF WEDNESDAY, FEBRUARY 17, 2021**

---

**SUBJECT** **2021 Transportation 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 December 9, 2020, 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 Transportation Committee to reflect its service mandate. The Transportation Committee will meet every second month, on even 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.

At the January 13, 2021 CRD Board meeting, the TOR for all CRD standing committees were amended to allow for First Nation member participation.

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 Transportation Committee receive the 2021 Terms of Reference attached as 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 Transportation Committee Terms of Reference

# Terms of Reference

## TRANSPORTATION COMMITTEE

### PREAMBLE

The Capital Regional District (CRD) Transportation Committee is a standing committee established by the CRD Board and will oversee and make recommendations to the Board regarding matters related to regional transportation including the establishment of a transportation service for the region.

The Committee's official name is to be:

Transportation 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 transportation matters including regional transportation priorities and regional transportation governance
   ii. Encouraging a strong regional voice on regional transportation matters including ferries, rail, transit and multi-use regional trails

b) The Committee may also make recommendations to the Board to:

   i. Advocate to senior levels of government to support major multi-modal transportation projects which support the region's sustainability measures; and

   ii. Advocate for regional transit priorities to the Victoria Regional Transit Commission.

c) The following committees will report through the Planning, Transportation and Protective Services Committee:

   i. Traffic Safety Commission
   ii. 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) At least one member of the committee should be a liaison member of the Regional Parks Committee, the Environmental Services Committee and the Planning and Protective Services Committee;

c) All Board members are permitted to participate in standing committee meetings, but not vote, in accordance with the CRD Board Procedures Bylaw; and

d) 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 TRANSPORTATION COMMITTEE**
**MEETING OF WEDNESDAY, FEBRUARY 17, 2021**

---

**SUBJECT** **Regional Transportation Plan Report Card**

## ISSUE SUMMARY

Provide the Transportation Committee with an update on the progress made towards the goals and objectives of the Regional Transportation Plan.

## BACKGROUND

The Capital Regional District (CRD) Board approved the Regional Transportation Plan (RTP) in 2014. The RTP established a vision for transportation in the region and outlined outcomes and actions needed for the CRD to achieve this vision. The RTP also established a mode share target of 42% for active transportation and transit combined for the region by 2038.

The RTP was drafted under the premise that the CRD would establish a transportation authority and that the Federal Gas Tax Fund would provide stable funding. Since adoption of the RTP, the CRD lost its source of funding when administration of the Federal Gas Tax Fund was redirected from regional districts and the grant expanded in scope to allow for funds to be spent in areas outside of transportation. In 2018, the CRD Board directed staff to cease work on the establishment of a transportation service when there was no consensus to proceed.

Through collaboration at local government and agency levels many RTP actions have advanced despite the lack of a regional transportation authority or stable funding source. Appendix A reports on how the CRD is advancing the eight core outcome areas of the RTP and evaluates progress toward achieving RTP priority actions.

An analysis of the RTP priority actions and outcomes shows that much progress has been made to build out the Regional Multi-modal Transportation Network. Significant achievements include alignment of municipal and electoral area transportation planning documents with the RTP and the integration of multi-modal facilities in key infrastructure projects around the region. There are notable gaps in progress related to directing growth to key centres and corridors along the regional network as well as to the development of travel demand management policies and programs.

It is important to note that the long term impacts on mode shift resulting from the pandemic are unknown at this stage. What is known is that behaviour change as a result of the pandemic has had a very significant impact on transit ridership and that the shift to working from home and online learning in the tertiary sectors has reduced traffic congestion. These longer term impacts could have a disruptive effect to traditional assumptions related to transportation and the economy, presenting both opportunities and challenges to achieving the region's mode share target.

The region's mode share is currently 26.6%. Additional investment in coordinated policy, programming and infrastructure needs to demonstrate how it will help the region achieve its 42% mode share target. The Committee will consider how to best direct this investment when findings from the regional transportation priority setting process are brought forward.

## ALTERNATIVES

*Alternative 1*
The Transportation Committee recommends to the Capital Regional District Board:
That the Regional Transportation Plan Report Card report be received for information.

*Alternative 2*
That the Regional Transportation Plan Report Card report be referred back to staff for additional information based on Transportation Committee direction.

## IMPLICATIONS

*Environmental & Climate Implications*
Since the approval of the RTP the CRD Board has declared a climate emergency adding additional impetus and urgency to implementing the actions identified in the RTP. Transportation in the region is responsible for 46% of all greenhouse gas emissions. The review of RTP implementation shows that actions that shift mode share toward transit and active transportation contributes to lowering greenhouse gas emissions. Significant changes to travel behavior and technologies, led through a coordinated effort by partners with jurisdiction over different transportation and land use functions, is still needed in order for the region to achieve both its climate change and mode shift targets.

The RTP's emphasis on regional multi-modal travel and its mode share target aligns with policy documents introduced by senior levels of government, such as CleanBC and the Pan-Canadian Framework on Clean Growth and Climate Change. Actions that align to these policy documents may provide scope for the CRD and its partners to access funding and resources in the future.

*Intergovernmental Implications*
Advancement towards meeting the actions, outcomes and vision of the RTP has only been possible through collaboration and relationships amongst local government and electoral area partners, the CRD and transportation agencies. Needs across the region differ substantially, particularly between rural and remote areas and the more densely populated centres. As such a one size fits all approach to mode shift and congestion reduction is unlikely to succeed. The RTP recognizes this context and encourages alignment to outcomes that meet both regional and local needs. Remaining outcomes-focused is a key principle in the priority setting process.

*Regional Growth Strategy Implication*
The concentration of population along key corridors and centres is vital for the success of large scale transit investment. As shown in Appendix A, actions that relate to land use have had limited success in advancing at a regional scale. The 2020 Regional Growth Strategy Indicator Report identified that only 20% of growth is occurring in areas that can be efficiently serviced by transit. Behaviour change and disruption arising from the pandemic may position the region to leverage existing growth patterns and achieve mode shift results through active transportation.

*Service Delivery Implications*
CRD staff work collaboratively with local government and agency staff to advance the actions of the RTP. CRD staff sit on many project specific transportation working and technical groups and supply a range of data and modelling products and analysis to inform decision making. Numerous divisions across the CRD work on transportation initiatives, including Regional Parks (Regional Trails), Regional Housing (access to housing and land development potential at mobility hubs),

Environmental Protection (regional climate action on initiatives such as supporting electric vehicle policy and community education campaigns) and Regional and Strategic Planning (transportation planning and data).

*Financial Implications*
The only addition to the CRD's financial contribution for transportation since the approval of the RTP has been CRD funding for active school travel planning. Regional trail improvements outside of general maintenance are predominately funded through grants which do not offer a secure source of funding. Regional climate action related programming has been funded through existing Climate Action service budgets and grants.

*Alignment with Board & Corporate Priorities*
The 2019-2022 Board Priorities identify two priority transportation initiatives:
a. work with government/community partners to plan for and deliver an effective, long-term regional multi-modal transportation system and to increase use of public transit, walking and cycling; and
b. to protect the E&N Corridor as a transportation corridor.

Both of the above priorities inform staff's continued implementation of the RTP.

*Alignment with Existing Plans & Strategies*
Since the adoption of the RTP numerous partner local governments have developed and adopted localized transportation plans that align with the RTP. BC Transit has also recently developed a RapidBus Strategy that aligns with the RTP while the Ministry of Transportation and Infrastructure relied heavily on the RTP when developing its recently released South Island Transportation Strategy.

## CONCLUSION

Much progress has been made towards implementing the RTP since its adoption in 2014. This progress is a result of collaborative and individual efforts of the CRD, CRD members and agency partners. This work has been achieved despite there being no regional transportation governance authority or dedicated funding source as envisioned at the time the RTP was approved. Additional investment in coordinated policy, programming and infrastructure needs to demonstrate how it will help the region achieve its 42% mode share target. The Committee will consider how to best direct this investment when findings from the regional transportation priority setting process are brought forward.

## RECOMMENDATION

The Transportation Committee recommends to the Capital Regional District Board:
That the Regional Transportation Plan Report Card report be received for information.

| | |
|---|---|
| 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

Appendix A: Regional Transportation Plan Report Card

**APPENDIX A**

# REGIONAL TRANSPORTATION PLAN REPORT CARD

The Regional Transportation Plan (RTP) identifies eight regional outcome statements intended to guide the planning and development of the Regional Multi-modal Transportation Network (RMN). The outcomes were developed in recognition that RTP implementation is the responsibility of all partners with authority on policy, programming and infrastructure. The RTP was not intended to address site or municipal-specific issues, rather to establish outcomes that partners can work towards.

The following is a report on regional progress toward implementing the RTP. The report considers:

- A general assessment of the actions taken by the Capital Regional District (CRD) and regional partners toward achieving the eight regional outcome statements. Each outcome statement is evaluated against the four focus areas for action identified in the RTP:
    1. Planning and Policy
    2. Investment (Infrastructure or Operational)
    3. Land Use
    4. Behaviour Change

    Note that the assessment broadly considers how partners are implementing the RTP and not intended to document every transportation action taken since 2014. To this end, examples of how partners are working to achieve the RTP vision are provided for illustrative purposes.

- A specific evaluation of progress toward priority actions identified in the RTP and a summary of the action taken.

Actions to date have been heavily skewed towards infrastructure investment and policy and planning with less focus on behaviour change and land use.

The RTP was drafted under the assumption that there would be a transportation authority and dedicated funding towards identified actions. The CRD Board chose not to advance a regional transportation service as the federal gas tax that had previously been exclusively dedicated to regional transportation was redirected to local governments under an expanded scope of use. Progress to build out the RMN have advanced regardless.

# INTEGRATING LAND USE AND TRANSPORTATION

## Regional Outcome Statement

1 Movement between communities, mobility hubs and major destinations is facilitated through a Regional Multi-modal Network of Transportation corridors.

**Action Area Focus**

- ✔ Planning and Policy
- ✔ Investment (Infrastructure or Operational)
- ✖ Land Use
- ✖ Behaviour Change

### Examples of Actions that Support Regional Outcome Statement 1

| ROLE & JURISDICTION | TRANSPORTATION ACTIONS TAKEN |
|---|---|
| Regional & Local Roads MOTI | **South Island Transportation Strategy**<br>Adopted in 2020, this strategy outlines priority actions and timelines to support efficient, reliable and safe multi-modal transportation on Southern Vancouver Island. |
| Regional & Multi-Use Trail CRD | **Expansion of E&N Rail Trail**<br>17km when complete; connecting Core Area to Westshore, funded through a variety of government grant programs.<br><br>**Construction set for 2021:**<br>→ Esquimalt Road to the Johnson Street Bridge (Victoria); to begin Spring 2021<br>→ Atkins Avenue to Savory Elementary School (Langford); to be completed early 2021 |

### Priority Action Progress

| | PRIORITY ACTIONS | PROGRESS | ACTION TAKEN |
|---|---|---|---|
| 1.1 | Establish a regional transportation authority.<br><br>Establish a funding service. | ✖<br><br>✖ | A service feasibility study was completed, a service establishment bylaw was drafted and all municipalities and electoral areas were consulted. The Board chose not to establish a service due to insufficient support. The CRD lost its core funding source when the Federal Gas Tax Fund, which had originally been dedicated to regional transportation priorities, was redirected to local governments. No new funding has been allocated to transportation at a regional level. |
| 1.2 | Incorporate regional multi-modal network (RMN) into all relevant future regional and local plans. | ◐ | Municipalities are working to align various local transportation plans to the RMN. |
| 1.3 | Establish an ongoing Technical Advisory Committee. | ◐ | While there is no formal Technical Advisory Committee, transportation planners and engineers from across the region meet annually. Partners establish staff-level project working groups to seek technical inputs and advice on an as-needed basis. |
| 1.9 | Conduct a service review of transportation in the Southern Gulf Islands (SGI) and Salt Spring Island (SSI) including water based passenger service. | ✔ | A water based passenger service review between the islands and Vancouver Island has been completed. Work is underway on an integrated transportation plan for SGI. |

# INTEGRATING LAND USE AND TRANSPORTATION

## Regional Outcome Statement

2 Mobility Hubs align with the Regional Sustainability Strategy* and provide people with access to housing, employment, services, amenities and transportation choices at a local, sub-regional and regional scale. *The Regional Sustainability Strategy became the Regional Growth Strategy per Board direction in 2015.

**Action Area Focus**

- ✔ Planning and Policy
- ✔ Investment (Infrastructure or Operational)
- ✔ Land Use
- ✘ Behaviour Change

### Examples of Actions that Support Regional Outcome Statement 2

| ROLE & JURISDICTION | | TRANSPORTATION ACTIONS TAKEN |
|---|---|---|
|  | Land Use<br>Corridors & Nodes<br>CRD | **Regional Growth Strategy (RGS)**<br>Adopted in 2018, identifies settlement concepts that correspond with the RMN. The RGS identifies policies related to improving multi-modal connectivity and mobility. |
|  | Land Use<br>Corridors & Nodes<br>BC Transit | **BC Transit Exchange Improvements**<br>→ University of Victoria Transit Exchange expansion – 2014<br>→ Westhills Transit Terminal – 2017 |
|  | Land Use<br>Corridors & Nodes<br>BC Transit | **BC Transit Park and Ride**<br>BC Transit is working with Westshore municipalities to designate strategic plots of land as Park and Rides along well-serviced bus routes. |

### Priority Action Progress

| | PRIORITY ACTIONS | PROGRESS | ACTION TAKEN |
|---|---|---|---|
| 2.1 | Incorporate mobility hubs in relevant and future regional and local plans. | ✔ | Partners identify the RTP mobility hubs as places designated for growth in local planning documents. Most recently, South Island Transportation Strategy (SITS) confirmed the significance of the RTP mobility hubs. |

# INTEGRATING LAND USE AND TRANSPORTATION

## Regional Outcome Statement

3 Transportation and land use planning tools are integrated at the local and regional levels.

**Action Area Focus**

- ✔ Planning and Policy
- ✔ Investment (Infrastructure or Operational)
- ✔ Land Use
- ✖ Behaviour Change

### Examples of Actions that Support Regional Outcome Statement 3

| ROLE & JURISDICTION | TRANSPORTATION ACTIONS TAKEN |
|---|---|
| Land Use Corridors & Nodes<br>Municipalities | **Policy and plans integrate land use and transportation planning**<br>→ Local government, Local Area Plans and Official Community Plans advocate for integrated transportation and housing. |
| Regional & Multi-use Trail<br>CRD & Municipalities | **Regional Trails Management Plan and Local Active Transportation Plans**<br>In recent years, the integrated trail network is gaining popularity as a transportation corridor linking major centres and services in addition to recreation. |
| Regional & Local Roads<br>Municipalities | **Master transportation plans and active transportation plans** have been developed by agencies and partner local governments that align with the vision of the RTP. |
| Regional Transit Network<br>BC Transit | **RapidBus Strategy** from BC Transit lays out future of dedicated bus transit on highway shoulders linking major centres. |

### Priority Action Progress

| | PRIORITY ACTIONS | PROGRESS | ACTION TAKEN |
|---|---|---|---|
| 3.1 | Establish land use transportation functions for Growth Centres that support transit. | ✖ | Each local area continues to approve their own policy and land use for the development and expansion of centres. Significant growth continues to occur outside of identified growth areas (mobility hubs). While some centres are on key transit corridors, others are not. |

# CREATING EXCEPTIONAL ENVIRONMENTS FOR WALKING AND CYCLING

## Regional Outcome Statement

4 Cycling is an appealing, safe, convenient and viable transportation option for residents and visitors of all skills and confidence levels.

**Action Area Focus**

- ✔ Planning and Policy
- ✔ Investment (Infrastructure or Operational)
- ✘ Land Use
- ✘ Behaviour Change

### Examples of Actions that Support Regional Outcome Statement 4

| ROLE & JURISDICTION | | TRANSPORTATION ACTIONS TAKEN |
|---|---|---|
|  | Regional & Multi-Use Trail CRD | **Expansion of E&N Rail Trail**<br>17km when complete; connecting Core Area to Westshore<br><br>Construction set for 2021 for:<br>→ Esquimalt Road to the Johnson Street Bridge (Victoria); to begin Spring 2021<br>→ Atkins Avenue to Savory Elementary School (Langford); to be completed early 2021 |
|  | Regional & Local Roads EAs | **Salt Spring Island Pedestrian and Cyclist Infrastructure**<br>North Ganges Sidewalk and Bike Lane Improvement Project completed in 2020. |
|  | Regional & Local Roads Municipalities | **City of Victoria (CoV) AAA Bike Lane Network**<br>32km of AAA bike lanes completed, connecting every CoV neighbourhood by the end of 2022. |
|  | Regional & Multi-use Trail CRD | **CRD Regional Trails Widening Plan** completed and advanced to Parks Committee. |
|  | Regional & Multi-use Trail CRD | **Regional Cycling Count Program**<br>Program expanded to include permanent counters. Key partners hosting their data on CRD website, local partners have installed display counters in a number of key locations. |

### Priority Action Progress

| | PRIORITY ACTIONS | PROGRESS | ACTION TAKEN |
|---|---|---|---|
| 4.1 | Implement Pedestrian and Cycling Master Plan (PCMP), SSI PCMP and draft SGI Active transportation plan. | ✔ | Significant and ongoing cycling improvements have been made in the CRD in line with PCMP and SSI PCMP objectives (e.g., expansion of E&N trail). Work is underway on an integrated transportation plan for SGI. |

# CREATING EXCEPTIONAL ENVIRONMENTS FOR WALKING AND CYCLING

## Regional Outcome Statement

5 Walking is an increasingly popular and desirable mode of transportation that is supported by safe, convenient and accessible pedestrian infrastructure.

**Action Area Focus**

- ✔ Planning and Policy
- ✔ Investment (Infrastructure or Operational)
- ✖ Land Use
- ✖ Behaviour Change

### Examples of Actions that Support Regional Outcome Statement 5

| ROLE & JURISDICTION | TRANSPORTATION ACTIONS TAKEN |
|---|---|
| Regional & Local Roads Municipalities | **Johnson Street Bridge Replacement (2018)**<br>New bridge designed with 50% space for active transportation, including on-road bike lanes, a pedestrian pathway, a multi-use trail and connections to the Regional Trail Network. |
| Regional & Local Roads Municipalities | **Wastewater Treatment Plant (WWTP)/CoV Partnership on Dallas Road**<br>Bike lanes originally part of WWTP scope, was expanded to include two active transportation pathways separately delineated for pedestrians and for cyclists. Doing this work at the same time as the WWTP project saved money and expedited active travel infrastructure for residents. |
| Regional & Local Roads EAs | **Salt Spring Island Pedestrian and Cyclist Infrastructure**<br>North Ganges Sidewalk and Bike Lane Improvement Project completed in 2020. |

### Priority Action Progress

| | PRIORITY ACTIONS | PROGRESS | ACTION TAKEN |
|---|---|---|---|
| 5.1 | Produce a series of walkability maps | ✖ | There is no regional approach to walkability. Some municipalities have clearly outlined their existing pedestrian infrastructure and priorities as part of dedicated active transportation plans. |

# TAKING TRANSIT TO THE NEXT LEVEL

## Regional Outcome Statement

6 Public transit is a preferred choice, attracting new riders through comfortable, safe, accessible and convenient service.

**Action Area Focus**

- ✓ Planning and Policy
- ✓ Investment (Infrastructure or Operational)
- ✗ Land Use
- ✓ Behaviour Change

### Examples of Actions that Support Regional Outcome Statement 6

| ROLE & JURISDICTION | TRANSPORTATION ACTIONS TAKEN |
|---|---|
| Regional Transit Network<br>BC Transit | **Regional Rapid Transit Linkages completed in Core Area**<br>North and South bound priority bike/bus lanes completed on Douglas Street/Hwy 1 from Fisgard Street to Hwy1/McKenzie Overpass.<br><br>*Colwood/View Royal Rapid Transit Study for Island Hwy (Study underway) |
| Regional Transit Network<br>BC Transit | **BC Transit Late Night Bus Service**<br>Since August 2019, reinstatement of late night bus service on high demand routes on Friday and Saturday evenings. |
| Regional Transit Network<br>BC Transit | **NextRide - BC Transit Real Time Bus Location Technology**<br>2019 installation on regional BC Transit buses provides real time location tracking for increased reliability and trust in service. |
| Regional Transit Network<br>Municipalities | **City of Victoria Youth Transit Pass Program**<br>City of Victoria youth aged 18 and under to ride the bus for free. A first in BC, it encourages low-carbon, affordable transportation and creates lifelong transit riders to reduce vehicles and congestion. |

### Priority Action Progress

| | PRIORITY ACTIONS | PROGRESS | ACTION AREA |
|---|---|---|---|
| 6.1 | Embed formal consultation and engagement with the region and Victoria Regional Transit Commission model. | ✓ | BC Transit has dedicated a new position of Senior Manager of Government Relations to the area within the Victoria Regional Transit System. This position has made themselves readily available to CRD Committees and the Board. CRD staff are engaged in all significant regional scale transit projects and plans. |

# GETTING THE MOST OUT OF OUR ROADS AND TRAILS

## Regional Outcome Statement

7 Existing regional transportation infrastructure is optimized and enhanced by new technology where appropriate.

**Action Area Focus**

- ✔ Planning and Policy
- ✔ Investment (Infrastructure or Operational)
- ✖ Land Use
- ✖ Behaviour Change

Examples of Actions that Support Regional Outcome Statement 7

| ROLE & JURISDICTION | TRANSPORTATION ACTIONS TAKEN |
|---|---|
| Regional & Multi-Use Trail<br>CRD | **CRD Transportation Data Review**<br>Installation of bike counters within the region supports data-driven decision making in active transportation planning. Counters currently exist on regional trails and at University of Victoria. |
| Regional & Local Roads<br>Municipalities | **Strategic Installation of Bike Detection Sensors**<br>Many intersections in the region are being improved to enhance cyclist comfort by employing crossing treatments including automatic bike detection sensors, bike signals and enhanced signage/pavement markings. |
| Provincial Highways<br>MOTI | **Provincial Pilot High-Friction Surface Project**<br>Installation of high-friction pavement at four Hwy 17 intersections to improve safety at high collision locations:<br>→ Hwy 17 – Cloverdale Avenue intersection (southbound)<br>→ Hwy 17 – Elk Lake Drive intersection (northbound/southbound)<br>→ Hwy17 – Sayward Road intersection (northbound)<br>→ Hwy 17 – Mt. Newton Cross Road intersection (northbound/southbound) |
| Provincial Highways<br>MOTI | **Provincial Leigh Road/Hwy 1 four-laning**<br>this portion of Hwy 1 was prioritized to improve safety along this corridor. |
| Provincial Highways<br>MOTI | **Provincial Hwy 14 Realignment (Connie Road to Glinz Lake)**<br>Realignment necessary to improve reliability of travel times and safety of corridor. |
| Provincial Highways<br>MOTI | **Provincial Hwy 17 Keating Flyover**<br>Installation of overpass at Hwy 17 will allow for safer and efficient travel, through the elimination of the left turn across Hwy 17 onto Keating Cross Road. |
| Provincial Highways<br>MOTI | **Hwy 1/McKenzie Avenue Provincial Overpass**<br>Design integrates and enhances active transportation and bus service connections, project aims to increase safety and improve reliability of travel time. |

# GETTING THE MOST OUT OF OUR ROADS AND TRAILS

## Priority Action Progress

| | PRIORITY ACTIONS | PROGRESS | ACTION AREA |
|---|---|---|---|
| 7.1 | Identify, prioritize and encourage the Province to implement solutions for highway interchanges. | ✓ (with the exception of "prioritize" as priorities are set by MOTI) | McKenzie Interchange resulted in significant cycling, transit and pedestrian infrastructure improvements as a result of advocacy from the CRD. Staff have been working with MOTI since the inception of the Keating Cross Road flyover process. Interchange improvements have been made at numerous highway intersections to provide for improved transit and active transportation (e.g., Tillicum, Sayward). |
| 7.5 | Apply and improve upon the existing transportation model and data collection program. | ✓ | Significant progress has been made with the introduction of permanent pedestrian and cycling counters across the region and modification of the manual data collection program to include gender and child identification. New technologies are being used in traffic count programs and travel time surveys has been trialed. This data is used as inputs into the model. |
| 7.6 | Establish an ongoing Goods Movement Committee. | ✗ | CRD staff have started baselining freight movement data to inform future discussions. |

# GETTING THE MOST OUT OF OUR ROADS AND TRAILS

## Regional Outcome Statement

8 Regional programs and initiatives provide residents and visitors with the tools, confidence and knowledge to use active transportation, public transit, car share and taxis.

**Action Area Focus**

- ✔ Planning and Policy
- ✔ Investment (Infrastructure or Operational)
- ✖ Land Use
- ✔ Behaviour Change

### Examples of Actions that Support Regional Outcome Statement 8

| ROLE & JURISDICTION | TRANSPORTATION ACTIONS TAKEN |
|---|---|
| Regional & Multi-Use Trail<br>CRD | **CRD Bike Map Revision**<br>2019 Map features up to date information on bike routes, available amenities and pathway comfort levels to support active transportation across the region, from Sidney to Sooke and beyond. |
| Regional & Local Roads<br>Municipalities & CRD | **CRD Ready Step Roll: Active School Travel Planning**<br>Work with up to five schools annually to enable and encourage increased rates of safe and active school travel. As of January 2021, the CRD has worked with 46 schools in all areas of the region. |
| Regional & Local Roads<br>CRD | **CRD Walk and Wheel to School Week**<br>Since 2017, annual October campaign encourages and incentivizes school communities to use active transportation. |
| Regional Transit Network<br>BC Transit | **BC Transit Late Night Bus Service**<br>Since August 2019, reinstatement of late night bus service on high demand routes on Friday and Saturday evenings. |
| Regional Transit Network<br>BC Transit | **NextRide - BC Transit Real Time Bus Location Technology**<br>2019 installation on regional BC Transit buses provides real time location tracking for increased reliability and trust in service. |
| Regional Transit Network<br>BC Transit | **City of Victoria Youth transit pass program**<br>Youth transit pass program allows City of Victoria youth aged 18 and under to travel the bus for free. This municipal program is the first of its kind in the province, with a goal to encourage low-carbon, affordable transportation while creating lifelong transit riders that will lead to fewer vehicles and less traffic congestion. |
| Regional & Local Roads<br>MOTI | **Provincial SCRAP IT E Bike Rebate**<br>Several regional bicycle shops are participating retailers for this $1,050 incentive to trade in old Single Occupancy Vehicles for E-Bikes. |
| Regional & Local Roads<br>CRD | **CRD Traffic Safety Commission**<br>Develops and implements educational safety campaigns on distracted driving. |
| Regional & Local Roads<br>CRD & Municipalities | **EV Charging Stations Roll Out**<br>Supported by the CRD Climate Action Program, the Province and local governments have been introducing more charging stations across the CRD. |

# GETTING THE MOST OUT OF OUR ROADS AND TRAILS

## Priority Action Progress

| | PRIORITY ACTIONS | PROGRESS | ACTION AREA |
|---|---|---|---|
| 8.1 | Establish and Implement a region wide Transportation Demand Management program. |  | Little progress has been made on a regional level. As a result of the pandemic, work from home, compressed work weeks and flexible start and finish times have been introduced or expanded by many large employers. Early observation suggests these measures have reduced congestion at traditional peak periods. |
| 8.5 | Develop and maintain a comprehensive web portal for regional travel information. |  | The CRD has live streamed pedestrian and cycling count data through the permanent counter program. Victoria, University of Victoria and Saanich have all partnered with the CRD to put their live counts on a shared web platform. Note that emerging technology, crowd sourced data and work undertaken by third party organizations may make this action less relevant now than it was at the time the RTP was adopted. |

Making a difference...together

**REPORT TO COMMITTEE OF THE WHOLE**
**MEETING OF WEDNESDAY, DECEMBER 09, 2020**

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**SUBJECT** **Transportation Gap Summary**

## ISSUE SUMMARY

Response to Planning, Transportation and Protective Services Committee motion of October 21, 2020 for staff to provide a summary of gaps in regional transportation functions and options to address them using previously conducted work, for consideration by the Committee of the Whole.

## BACKGROUND

The Capital Regional District (CRD) Board and the general public continue to identify transportation as a top regional priority. Staff have reviewed existing plans and studies, attempts to establish a transportation authority and existing transportation functions across jurisdictions. Based on the information reviewed, staff have identified opportunities and gaps, focus areas for further action and alternatives for the Committee's consideration.

### Existing Plans and Studies

As shown in Appendix A, 15 transportation plans and studies have been undertaken since 2011 to define and identify solutions to two core transportation problems affecting the region:

1. Traffic congestion in the AM and PM peak periods increases travel time and decreases residents' quality of life; and
2. The regional road network is largely built out, constraining infrastructure solutions because of cost and geography; as a result, there is a need to focus on solutions that shift mode share.

The plans provide recommendations centered around four high-level actions that can be taken to address these problems, as follows:

1. Planning and policy to identify solutions to transportation problems;
2. Infrastructure investments to ensure safety and improve mode choice;
3. Land use decision making to achieve densities that can be efficiently served by transit and support active transportation; and
4. Behaviour change to promote mode shift (e.g., travel demand management, disruptive technologies).

The Regional Transportation Plan (RTP) identifies a multi-modal transportation network that is being implemented by multiple jurisdictions within existing authorities. The RTP is provided in Appendix F. Data shows that progress has been made to shift mode share and, more recently, attract provincial funding for infrastructure projects to improve public safety and mode choice. Implementation gaps remain as traffic volumes and travel times continue to increase. These gaps are:

1. No approved list of regional priorities to catalyse action or attract funding;
2. No single agency acts as a champion for regional priorities;
3. No funding mechanism to incentivise regional prioritization of infrastructure projects; and
4. There is no formal mechanism to consider the regional impacts of individual transportation decisions.

### Attempts to Establish a Transportation Authority

Discussions regarding increasing the CRD's role in transportation through a service authority to catalyze action have been ongoing. Since 2011, there have been numerous unsuccessful attempts to increase the CRD's role in regional transportation. These attempts have largely failed due to concerns about loss of municipal control over transportation decisions and concerns about local cost impacts. Governance reviews, along with correspondence from the Premier's Office, indicate that the region needs to reach consensus around its transportation future at the CRD Board before it can take a leading role in regional transportation. Appendix B provides a timeline synopsis.

### Transportation Functions in the Region

Responsibility for transportation functions is shared across a number of authorities in the region, each responsible for taking action on matters within their own jurisdiction. As shown in Appendix C, this creates a complex mode-based decision framework for transportation. The challenging outcome is that impacts of local transportation decisions are felt regionally while the responsibility for action lies within local or provincial authorities. Compounding this outcome is that there is no mechanism to collectively consider the regional impacts of municipal transportation decisions on the region as a whole.

### Focus Areas for Future Action

Based on the above review, staff have identified three areas of focus within the CRD's existing service mandate to take action on transportation.

1. Identify and agree on regional multi-modal priorities.
2. Advocate for funding or action on approved priorities.
3. Formalize coordination across jurisdictions on matters such as infrastructure investments, transportation and land use policy and behaviour change.

## ALTERNATIVES

*Alternative 1*
That the Committee of the Whole recommends to the Capital Regional District Board:
That staff work with jurisdictional partners to develop a list of potential transportation priorities that would be most beneficial to the region as a whole and report back to the Board for prioritization.

*Alternative 2*
That the Committee of the Whole recommends to the Capital Regional District (CRD) Board that:
The CRD continue to implement the Regional Transportation Plan through data and technical contributions to informal, project-based working groups led by partners, focused on their jurisdictional priorities.

*Alternative 3*
That the Transportation Gap Summary report be referred back to staff for additional information.

## IMPLICATIONS

*Environmental & Climate Implications*
The CRD Board has declared a climate emergency. Road based transportation is responsible for 46% of all greenhouse gas (GHG) emissions in the region. Transportation solutions that shift mode share – get more people taking transit, walking and cycling – will help address traffic congestion and reduce GHG emissions.

*Intergovernmental Implications*
Responsibility for implementing the RTP is shared among multiple jurisdictions. In addition to achieving the regional outcomes set out in the RTP, each jurisdiction has its own transportation goals and objectives. This split responsibility for transportation functions has three significant impacts:

1. It has been challenging for the CRD to reach consensus on topics related to transportation as such requires both Board and municipal council support. Feedback from the various governance reviews strongly identifies that the CRD is not being heard as it is not presenting a unified message of priorities and needs.
2. Each partner jurisdiction develops transportation policies and implements projects with the objective to integrate RTP goals with jurisdictional priorities and authorities. At times, this approach means that jurisdictional priorities work at cross purposes. This is exacerbated by the alignment of jurisdictional authorities to functional transportation requirements, creating a systemic barrier to collaborative and integrated regional prioritization.
3. The region has no advocacy leverage with higher levels of government as there is no consensus on regional priorities.

Transportation infrastructure and policy projects continue to advance, led by municipal, provincial and agency partners. CRD staff currently provide data and technical expertise informally through working groups to these projects. In addition, CRD staff ensure that Board priorities related to achieving mode share targets and taking action on climate are integrated into these transportation projects. Appendix D provides a summary of project working groups in which staff participate.

*Regional Growth Strategy Implications*
The vital links between transportation and land use planning are clearly identified in the Regional Growth Strategy (RGS). A key transportation indicator in the RGS measures the percentage of total trips made by cycling, walking and transit in the growth management planning area. The mode share has increased from 22.4% in 2011 to 26.6% in 2017. The RGS target for 2038 is 42%.

The 2020 RGS Indicators Report highlights that recent growth in the region has largely gone to parts of the region that do not have a high active transportation and transit mode share.

*Social Implications*
The social implications of transportation continuing in its current ad hoc project based manner is likely to result in negative implications for residents and visitors through time spent in increased congestion. This is additional time spent away from families and diverted from social activities.

*Financial Implications*
The CRD does not requisition any dedicated funding towards transportation other than for regional trails, regional information services and the Traffic Safety Commission.

Up until 2014, the region received federal gas tax funding through the Regionally Significant Projects Fund on behalf of the municipalities, which the CRD Board dedicated towards transportation. The RTP was created with the understanding that this funding would be available to fund its actions and objectives. These funds are now distributed to municipalities directly and increasingly these funds are used on non-transportation projects such as water and recreation. The loss of these funds means there is no funding mechanism to incentivize regional prioritization of infrastructure projects.

*Alignment with Board & Corporate Priorities*
On October 21, 2020, the Planning, Transportation and Protective Service Committee requested that staff provide additional information about the planned initiatives in the 2021 service plan to deliver on Board priorities related to transportation.

The CRD Board has identified the following two transportation priorities:

1. Work with government/community partners to increase use of public transit, walking and cycling and to plan for and deliver an effective, long-term regional multi-modal transportation system.
2. Protect the E&N Corridor as a transportation corridor and participate in a provincial working group to come to agreement on the future use of the E&N corridor.

Both of the above Board priorities are cornerstones of the RTP. Participation in transportation project working groups delivers on the CRD Board priority initiative to work with government partners at an informal, staff level. Appendix D provides a summary of the working groups, and constitutes the work plan for achieving this priority initiative for 2021. Note that additional working groups may arise through the year, upon invitation by project partners. A technical study on the E&N was released by the Province in March 2020 and findings were incorporated into the South Island Transportation Strategy. With both of these studies completed, there is no formal provincial working group working on the future of the E&N Corridor. CRD staff continue to monitor for opportunities to protect the E&N Corridor for transportation in individual projects. The Board will continue to receive updates on how the CRD is advancing these priorities through the CAO quarterly report.

*Alignment with Existing Plans & Strategies*
As shown in Appendix D, CRD staff work collaboratively with many partners and stakeholders through informal project-based working groups to ensure alignment of the various plans and strategies with goals and objectives identified in CRD plans such as the Regional Transportation Plan, Regional Trails Management Plan and the Pedestrian and Cycling Master Plan. Furthermore staff work to ensure that the significance of the CRD climate emergency declaration is reflected in these plans. These working groups focus inwardly on individual projects and do not have the mandate to consider the broader context of regional priorities as such have not been identified.

*Service Delivery*
The CRD has the service authority to manage regional trails, collect and analyze transportation data and collaborate with partners to plan for the region's transportation needs. The CRD does not have a mandate to operate transit/ferries/rail, build road infrastructure, prioritize regional grant applications or dictate road standards. As a regional government, the CRD Board is in a unique position to advocate for regional priorities that would achieve objectives in its regional plans such as the RGS and the RTP. The CRD can take an effective advocacy position only once priorities have been identified and endorsed by the Board. Priority-setting can be achieved within the CRD's existing service authority.

Much of the CRD Board effort has focused on the development of a governance model that would increase CRD service levels on transportation matters, following a phased approach. The initial focus was to consolidate all existing transportation functions into one service and expand functions to include grant application support and transportation programming. Such focus has resulted in less attention on what outputs (e.g., infrastructure projects, transportation policy) the CRD would like to see prioritized and how these priorities could be achieved. As an outcome, the CRD has not committed to prioritizing and advocating for any specific initiative that would achieve regional objectives.

Regardless of these challenges, the region is progressing on many of the RTP objectives through collaborative partnerships with municipalities, electoral areas, BC Transit and the Ministry of Transportation and Infrastructure. Appendix E highlights recent and planned Ministry of Transportation and Infrastructure transportation projects for the region. Similarly many municipalities have gone on to leverage the RTP and develop their own localized transportation plans that include a regional lens and align with regional objectives.

While modest mode share increases have been made, at this rate of change the region is unlikely to meet its 2038 mode share targets.

*Process*
Should the Committee approve the recommendation, the next steps are as follows:

1. Working at a staff level, CRD staff will engage partner jurisdictions to develop a list of regional transportation priorities as they relate to actions identified in the RTP.
2. CRD staff will collate the priorities into a list, focusing on how to achieve the regional outcome statements in the RTP, and circulate to local area administrators for comments.
3. CRD staff will bring forward the list for Board prioritization.

Staff can undertake this work under its existing service authority. The report will include consideration of different mechanisms that could be used to ensure that local-level decisions do not have negative regional impacts.

## CONCLUSION

Sustainable integrated multi-modal transportation continues to be a major regional priority. This review of previously undertaken work shows that progress is being made toward implementing the regional multi-modal transportation network. There are gaps related to priority setting and advocacy at a regional level as well as formalizing policy and project coordination across the region. There is no singular voice for multi-modal sustainable transportation in the region and as such it is challenging to consider the collective impact of individual transportation projects as well as attract the needed attention and financial support from higher levels of government for major projects.

## RECOMMENDATION

That the Committee of the Whole recommends to the Capital Regional District Board
That staff work with jurisdictional partners to develop a list of potential transportation priorities that would be most beneficial to the region as a whole and report back to the Board for prioritization.

| | |
|---|---|
| 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 |

## ATTACHMENTS

Appendix A: Transportation Related Plans
Appendix B: Transportation Timeline
Appendix C: Transportation Jurisdictional Roles and Responsibilities
Appendix D: CRD involvement in external projects
Appendix E: Recent and Planned MoTI Transportation Projects in the CRD
Appendix F: Regional Transportation Plan

# Appendix A: Existing Transportation Plans & Studies

Responsibility for transportation functions is shared across a number of authorities in the region, each responsible for taking action on matters within their own jurisdiction.

Since 2011, 15 plans and studies have been developed to define and identify solutions to two core transportation problems affecting the region:

1) Traffic congestion in AM and PM peak periods increases travel time and decreases residents' quality of life.
2) Need to shift mode share as the regional road network is largely built out, focusing on actions that improve transportation choice and change behaviour.

**How are we doing?**

- Mode share is improving: 22.4% in 2011, compared to 26.6% in 2017.
- Traffic volumes and travel times continue to increase.

Table 1 lists the existing plans. Table 2 summarizes the four high-level actions that can be taken to address these problems.

**Table 1. List of Transportation Plans & Studies**

| Authority | Plan / Study | Year |
|---|---|---|
| BC Transit | Victoria Transit Future Plan | 2011 |
| CRD | Pedestrian and Cycling Master Plan (PCMP) | 2011 |
| CRD | Regional Transit Local Funding Options | 2012 |
| CRD | Transit Governance Review | 2013 |
| CRD | Regional Transportation Plan (RTP) | 2014 |
| CRD | Transportation Service Feasibility Study | 2014 |
| Province (MAH) | End of Regionally Significant Projects Fund (RSPF) for regional districts | 2014 |
| CRD | Regional Trails Management Plan | 2016 |
| CRD | Transportation Data and Analytics Program Review | 2016 |
| Province (MAH) | Governing Greater Victoria – the Role of Elected Officials and Shared Services (Bish Report) | 2016 |
| Province (MAH) | Capital Integrated Services and Governance Initiative | 2017 |
| Province (MOTI) | Move, Commute, Connect – BC Active Transportation Strategy (CleanBC) | 2019 |
| Province (MOTI) | South Island Transportation Strategy (SITS) | 2020 |
| BC Transit | Victoria Regional Transit 10 Year Vision | 2020 |
| BC Transit | (Draft) Victoria Region Rapid Bus Strategy and Implementation Action Plan | 2020 |
| BC Transit | Local Area Transit Plans | Ongoing |

# Appendix A: Existing Transportation Plans & Studies

**Table 2. Summary of Key Actions by Jurisdiction**

| Jurisdiction | Planning & Policies | Infrastructure | Land Use | Behaviour Change |
|---|---|---|---|---|
| **Purpose** | Identify solutions to transportation problems | Make investments to ensure safety and improve mode choice | Achieve densities that can be efficiently served by transit and support active transportation | Promote behaviours that support using different travel modes |
| **CRD** | RTP, PCMP, trail management plan, transportation data, governance reviews | Regional trail network<br>Lost funding mechanism in 2014 | Development policy and approval in JdF EA<br>RGS growth management concept | Climate action programming, active school travel planning |
| **Municipalities & EAs** | Transportation / active travel master plans | Local roads, including active transportation | Development policy and approval (e.g., nodal development) | Programming |
| **BC Transit** | Transit Future, Rapid Bus Strategy | Regional transit system | N/A | Education / outreach campaigns |
| **Province** | SITS, governance reviews | Provincial highways<br>Fund transit (capital) Grants for local roads | N/A | Grants / incentives for active transportation |

**Opportunities:**

1) The Regional Transportation Plan (RTP) identifies a regional multi-modal transportation network that is being implemented by individual jurisdictions, acting within their existing authorities.

2) Preliminary data show that volumes remain steady through the pandemic but are more distributed through the day, decreasing congestion and travel time.

3) Since 2017, the Province invested $500M in the South Island.

**Gaps:**

1) No approved list of regional priorities to catalyse action or attract funding.

2) No single agency acting as a champion for regional priorities.

3) No funding mechanism to incentivize regional prioritization of infrastructure projects.

4) No formal mechanism to discuss or evaluate the regional impacts of individual transportation decisions.

# Appendix B: Transportation Service Timeline

This table summarizes milestones, outcomes and gaps associated with CRD attempts to address governance issues through a transportation service. The key gap is insufficient municipal support to proceed with a regional service due to concerns about loss of control over transportation decisions and local cost impacts.

| Timeline | Milestone | Outcome / Gap |
|---|---|---|
| 2011 | **Transit Governance:** CRD Board requests that it replace Victoria Transit Commission as the regional authority for transit. | **Gap:** Insufficient municipal support at municipal councils. |
| 2013 - 2014 | **Regional Transportation Plan (RTP):** Staff prepare and CRD Board approves the RTP. RTP contains input from all municipalities, BC Transit and the Province. | **Outcome:** Multi-Modal Regional Transportation Network and ambitious mode share targets. |
| | **Transportation Service Feasibility Study:** CRD Board receives a recommendation to implement the RTP using a three-step approach to transportation service and governance. | **Outcome:** Proposed three-step service and governance approach<br>1) Consolidate existing CRD transportation functions in a new service<br>2) Expand service to include policy and program development<br>3) Bring transit under the established transportation service |
| 2015 – 2016 | **Draft Transportation Service Establishment Bylaw:** Staff prepare and CRD Board considers a draft bylaw based on the Transportation Service Feasibility Study and funding policy.<br>• **Recommended services:** funding and partnering on infrastructure projects and grant applications, transportation programming and enhanced transportation support to EAs. Transit was not included in the service scope.<br>• **Recommended Funding Policy:** tie requisition increases to expansion of functions and identify triggers for increased requisitions; up to $10M was initially contemplated. | **Gap:** Insufficient municipal support at municipal councils because of concerns related requisition impacts, CRD governance and loss of local control over community priorities. |
| | | **Outcome:** Bylaw held in abeyance until release of the Province's Capital Integrated Services and Governance Initiative report. |
| 2017 | **Capital Integrated Services and Governance Initiative Report:** Province releases long-awaited report. | **Outcome:** No concrete recommendations for transportation. Suggests that funding could incentivize regional prioritization. |
| | **Update Transportation Service Establishment Bylaw:** CRD staff prepare and CRD Board considers updates to the bylaw based on municipal input.<br>• **Updated Services:** Reduce service requisition upper limit (capped at $2.5M) for regional trails and transportation planning, with spending triggered through the annual service planning process and approved by the Board. | **Outcome:** The proposed requisition amount would not be sufficient to fund infrastructure, leaving that function to the Province / municipalities. |
| 2018 | **Transportation Service Not Supported:** CRD Board directs staff to stop working on service as there was no pathway to successful bylaw adoption. | **Gap 1:** Insufficient municipal support at municipal councils.<br>**Gap 2:** Premier advises that the region needs a shared vision for its transportation goals and to articulate how a service would achieve this end. |
| 2018 - Present | **Project Collaboration:** CRD staff provide technical expertise and data to project working groups led by jurisdictional partners around the region under existing service authorities. | **Gap:** Working groups informally consider how to advance RTP goals and CRD priorities, only focusing on infrastructure projects and policy. |

# Appendix C: Jurisdictional Transportation Roles & Responsibilities

| | Capital Regional District | Municipalities | BC Transit | MOTI |
|---|---|---|---|---|
|  **Regional and Multi-Use Trails** | **Primary Service Provider**<br>Planning, design, operation, maintenance, regulation and funding of regional trail system that acts as active transportation spine. | **Level of Involvement**<br>Integrate local trails and cycling routes into the regional system. | **Level of Involvement**<br>Supports integration of active modes of transportation with transit. | **Level of Involvement**<br>Leases Galloping Goose right of way to CRD. |
|  **Regional and Local Roads** | **Level of Involvement**<br>Identify multi-modal road network and policy support for all modes of transportation through RGS and RTP. Contribute data. | **Primary Service Provider**<br>Planning, priority-setting, design, operation, maintenance, regulation and funding of roads that provide for local circulation. | **Level of Involvement**<br>Operate transit on local roads. | **Level of Involvement**<br>Integrate highway network for inter-regional travel into local roads. |
|  **Land Use – Corridors & Nodes** | **Level of Impact**<br>Set regional vision and high-level policies for growth management through the RGS. Contribute data. | **Primary Service Provider**<br>Use planning, land use regulation and taxation tools to shape the location and rate of development. | **Level of Involvement**<br>Need population and/or employment density to provide efficient and reliable transit service. | **Level of Involvement**<br>Policy guidelines and approvals of development applications adjacent to highway corridors. |
|  **Regional Transit Network** | **Level of Involvement**<br>Policy support for transit system through RGS and RTP. Contribute data. | **Level of Involvement**<br>Maintain roads and bus shelters, contribute to transit route planning initiatives and contribute property taxes to transit operations. | **Primary Service Provider**<br>Planning, priority-setting, design, operation, maintenance, regulation and funding of transit routes and service. | **Level of Involvement**<br>Enable transit operations on provincial highways. Contribute capital and operating funds. |
|  **Provincial Highways** | **Level of Involvement**<br>Policy support for inter-regional through RGS and RTP. Contribute data. | **Level of Involvement**<br>Integrate local roads and intersections with provincial highways. | **Level of Involvement**<br>Operate transit on provincial highways. | **Primary Service Provider**<br>Planning, priority-setting, design, operation, maintenance, regulation and funding of provincial highways. |
| **Outcomes** | Impacts of transportation decisions are felt regionally through congestion pinch-points and intra-regional travel. | No mechanisms to collectively consider the impact of municipal transportation decisions. | CRD has no advocacy leverage on transit matters as there is no consensus on regional priorities. | CRD has no advocacy leverage on provincial investment as there is no consensus on regional priorities. |

## Appendix D: CRD Involvement in External Projects

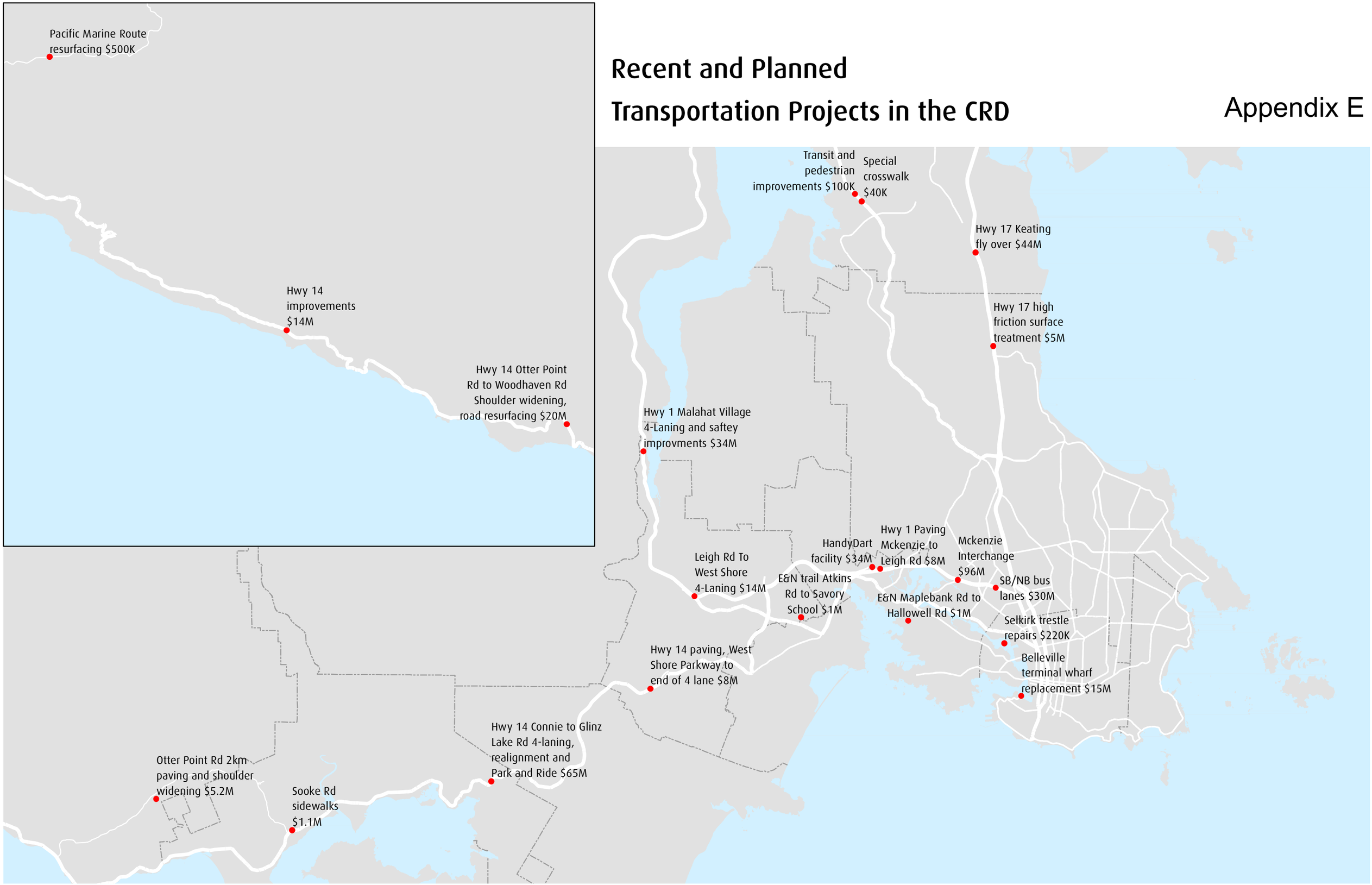
The table below outlines CRD involvement in external, informal jurisdiction-led transportation projects around the region. Staff provide technical expertise and data to the working groups and ensure that CRD Board priorities for implementing the RTP and taking action on climate change are integrated into the projects. As noted in the staff report, there is no other mechanism to consider the collective impacts of each individual project at the regional scale.

| Infrastructure Projects | Start | Lead | CRD Role | CRD Needs and Position | Notes |
|---|---|---|---|---|---|
| McKenzie Interchange | 2016 | MOTI | Advisory, technical, data, modelling, CRD departmental liaison | Seeking improvements to the Galloping Goose Regional Trail and transit infrastructure. | Nearing completion |
| Uptown Exchange | 2019 | MOTI | Advisory, technical, data, modelling, CRD departmental liaison | Seeking opportunities to integrate housing, transit and active transportation in the project. | Early design |
| Ganges Road SSI | 2019 | SSI | Advisory, technical, data, CRD departmental liaison | Seeking improvements to safety, transit and active transportation. | Ongoing |
| Highway 14 projects | 2019 | MOTI | Data, technical | Seeking improvements to safety and active transportation. | Ongoing |
| Island Highway Transit Priorities | 2019 | BC Transit | Advisory, technical, data, modelling, CRD departmental liaison | Seeking improvements to the Galloping Goose Regional Trail and transit. | Finishing design |
| Infrastructure Project | Start | Lead | CRD Role | CRD Needs and Position | Notes |
| Highway 17<br>1. Mt. Newton transit priorities<br>2. Keating flyover | 2020 | MOTI | Advisory, technical, data, modelling, CRD departmental liaison | Seeking improvements to safety and transit. | Early design |

| Planning Projects | Start | Lead | CRD Role | CRD Needs and Position | Notes |
|---|---|---|---|---|---|
| South Island Transportation Strategy (SITS) | 2018 | MOTI | Advisory, technical, data, modelling, CRD departmental liaison | Requesting strong climate lens as foundation and seeking alignment with RTP outcomes. | Released Fall 2020 |
| Westshore Transit Plan | 2019 | BC Transit | Advisory, technical, data, modelling, CRD departmental liaison. | Supporting and strengthening partnerships to meet regional mode share targets. | Ongoing |
| Victoria Regional Transit System: 5 – 10 year plan | 2019 | BC Transit | Advisory, data. | Supporting and strengthening partnerships to meet regional mode share targets. | Ongoing |
| Discussion group: inter-municipal business license for ride hailing | 2020 | Province | Advisory | Supporting and strengthening partnerships on non-traditional means of transportation. | Exploratory discussions only. |
| Central Saanich Active Transportation Plan | 2019 | Central Saanich | Advisory, data., modelling. | Supporting and strengthening partnerships and seeking alignment with regional transportation priorities per RTP. | Nearing Completion |
| Sooke Transportation Master Plan | 2019 | Sooke | Advisory, data, modelling. | Supporting and strengthening partnerships and seeking alignment with regional transportation priorities per RTP. | Nearing Completion |

# Recent and Planned Transportation Projects in the CRD

Appendix E



Making a difference...together




Capital Regional District

# Regional Transportation Plan

July 2014

Prepared for the Capital Regional District (CRD) by IBI Group

IBI GROUP

Making a difference...together

# Capital Regional District
# Regional Transportation Plan

**Prepared for the Capital Regional District**
**by IBI Group**

IBI GROUP

July 2014

# Executive Summary

The Capital Regional District (CRD) developed a Regional Transportation Plan (RTP) in response to Planning, Transportation and Protective Services Committee and CRD Board direction to investigate the establishment of a Regional Transportation Service. Regional transportation was given priority status in the CRD Corporate Strategic Plan 2012-2014.

The RTP will guide transportation planning and development in the Capital Region over the next 25 years. The RTP identifies a desired Regional Multi-modal Network (RMN), outlines actions that will facilitate its ongoing development and details the required governance and funding mechanisms. Once implemented, the plan will help to create a transportation network that provides travel choices and supports smart growth and livable communities.

The RTP was created through a cooperative process with local government staff and representatives, Ministry of Transportation and Infrastructure (MoTI), and BC Transit. Key stakeholders were also involved, including major employers, major educational institutions, advocacy groups and private transportation service providers.

Planning and integrating transportation on a regional level creates efficiency. Infrastructure development is coordinated among all Capital Region local governments, MoTI, BC Transit and other key stakeholders. Collaborative transportation planning across organizations helps to fulfill our sustainability commitments and serve the needs of a growing population.

## Process

Vision → Principals → Themes → Outcomes → Actions

Stakeholders and partners envision a regional transportation system based on a Regional Multi-modal Network (RMN), where walking, cycling and using transit are viable alternatives to driving alone in and between our population and service centres. The RMN identifies regionally significant transportation corridors including major roads and trails that provide connectivity with local and provincial networks and centres. Regional investment will be targeted towards infrastructure that supports multi-modal travel along these corridors. The RTP recognizes the diverse geography and settlement patterns in the Capital Region and provides actions that cater to both urban environments and the comparatively remote areas of the region.

The plan will come to fruition through the delivery of actions and outcomes which have been organized under the following five overarching themes, all of which require revised governance and funding arrangements.

1. Integration of land use and transportation
2. Creating exceptional environments for walking and cycling
3. Taking transit to the next level
4. Getting the most out of our roads and trails
5. Influencing travel behaviour

The plan includes concrete actions to make the RTP vision a reality. The list of actions, developed through an extensive stakeholder engagement process, includes planning initiatives and a major focus on a partnership model to implement tangible projects and infrastructure. Implementing the actions will require significant regional cooperation and strong partnerships. This cooperation and partnership is fundamental to the success of achieving the outcomes.

## Governance

Embedded within the partnership model is a requirement for a transportation service authority. The service authority respects local and provincial autonomy and ownership of infrastructure. Under this model, partners come together through an ongoing Technical Advisory Committee (TAC) with membership from the CRD, all local municipalities and electoral areas, MoTI and BC Transit. Through its mandate, the TAC would set priorities, guide, facilitate and in some cases undertake recommended actions on the Regional Multi-modal Network based off predetermined performance metrics. Sub-regional working groups representing the West Shore, Peninsula, the Core and electoral areas would also be established to work on localized priorities and initiatives. The TAC and Sub-regional working groups would report to a new Transportation Standing Committee of the CRD Board.

With respect to BC Transit, formal consultation and engagement processes with the region would be embedded in the existing Victoria Regional Transit Commission model, in line with recommendations from the 2012 BC Transit Independent Review. Transit would not fall under the service mandate except as it relates to the consideration of multi-modal transportation issues.

Existing and proposed CRD transportation assets, facilities and services, such as Regional Trails, Electoral Area Transit Service agreements and local docks, would be consolidated into one service area under the service authority.

# Implementation

The transportation service authority model would draw from existing and re-purposed funding sources to provide funding to capital projects and transportation programs on the established regional multi-modal network. A revised gas tax allocation agreement would be sought, allowing for 100% of the Strategic Priorities Fund (SPF) gas tax to be allocated to regionally significant projects. In addition, it is expected that by coordinating funding requests which have consensus backing, the success rate of attracting senior government funding will be greater.

Without the establishment of a regional transportation authority it can be assumed that MoTI, BC Transit, and local governments will continue to own, operate, and maintain the majority of infrastructure comprising the Regional Multi-modal Network. Under this status quo, the CRD work with these partners to advance the actions in the RTP would be limited to a planning and policy support role as per its existing Regional Information Service mandate as well as a management role for regional trails under the CRD Parks and Environmental Services mandate. Without a secure funding source and service authority, the ability to achieve the RTP actions would be limited and it is unlikely that the full vision for regional transportation would be achieved.

# Summary

The Capital Region has an opportunity to make significant improvements to transportation over the next 25 years which will greatly assist in maintaining the high quality of life that residents currently experience. Technical data and transportation projections show that we need to effectively address transportation issues as our region grows in the coming years. Not doing so will result in increased congestion, reduced economic activity, increased greenhouse gas emissions and a reduced quality of life. The RTP focuses on improving transportation for residents and visitors by offering real choices about how they travel and providing them the information and skills to take advantage of these choices.

The RTP requires strong partnerships, the sharing of a common vision and implementation of common goals.

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# Acknowledgements

We would like to acknowledge the extensive time and effort given by agencies and stakeholders to the process of developing the CRD Regional Transportation Plan (RTP) over the last two years. In particular we would like to thank and acknowledge the involvement of those individuals identified below:

**RTP – Steering Committee**

Bob Lapham, Capital Regional District
Marg Misek-Evans, Capital Regional District
Derek Drummond, BC Ministry of Transportation and Infrastructure
Renee Mounteney, BC Ministry of Transportation and Infrastructure

**RTP – Technical Advisory Committee (RTP-TAC)**

John Hicks, Capital Regional District
Malcolm MacPhail, Capital Regional District
Sue Hallatt, Capital Regional District
Dave Edgar, BC Ministry of Transportation and Infrastructure
Mike Pearson, BC Ministry of Transportation and Infrastructure
James Wadsworth, BC Transit
Kris Nichols, Islands Trust
Patrick O'Reilly, District of North Saanich
Rob Hall, Town of Sidney
David McAllister, District of Central Saanich
Jim Hemstock, District of Saanich
Mike Lai, District of Saanich
Richard Ding, District of Oak Bay
Brad Delllebuur, City of Victoria
Dwayne Kalynchuk, City of Victoria
Jeff Miller, Township of Esquimalt
John Rosenberg, Town of View Royal
Emmett McCusker, City of Colwood
Michael Baxter, City of Colwood
Michelle Mahovlich, City of Langford
Sherry Hurst, District of Metchosin
Laura Beckett, District of Highlands
Elizabeth Nelson, District of Sooke
June Klassen, Juan de Fuca Electoral Area

**Other Committees and Commission**

CRD Planning, Transportation and Protective Services Committee

CRD Transportation Select Committee

CRD Development Planning Advisory Committee

BC Transit Accessible Transportation Advisory Committee

Salt Spring Island Transportation Commission

Southern Gulf Islands Economic Development Commission

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   1. Movement between communities, mobility hubs and major destinations is facilitated through a Regional Multi-modal network of transportation corridors. 25
   2. Mobility Hubs align with the Regional Sustainability Strategy and provide people with access to housing, employment, services, amenities and transportation choices at a local, sub-regional and regional scale. 36
   3. Transportation and land use planning tools are integrated at the local and regional levels. 40
   4. Cycling is an appealing, safe, convenient and viable transportation option for residents and visitors. 45
   5. Walking is an increasingly popular and desirable mode of transportation that is supported by safe, convenient and accessible pedestrian infrastructure. 48
   6. Public transit is a preferred choice, attracting new riders through comfortable, safe, accessible and convenient service. 51
   7. Existing regional transportation infrastructure is optimised and enhanced by new technology where appropriate. 56
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# Acronyms

| | |
|---|---|
| CRHC | Capital Regional Housing Corporation |
| DND | Department of National Defence |
| DPAC | CRD Development and Planning Advisory Committee |
| EA | Electoral Area |
| EV | Electric Vehicles |
| FTN | Frequent Transit Network |
| HOV | High-Occupancy Vehicle |
| KPI | Key Performance Indicators |
| LRT | Light Rail Transit |
| MMLOS | Multi-modal level of service |
| MoTI | Ministry of Transportation and Infrastructure (BC) |
| MOU | Memorandum of Understanding |
| OCP | Official Community Plans |
| PCMP | Pedestrian and Cycling Master Plan |
| PTPSC | Planning, Tranportation and Protective Services Committee |
| SGI | Southern Gulf Islands |
| SGI-CPT | Southern Gulf Islands Cycling and Pedestrian Draft Trail Plan |
| SOV | Single Occupancy Vehicle |
| SSI | Salt Spring Island |
| PCMP-SSI Edition | Pedestrian and Cycling Master Plan-Salt Spring Island Edition |
| RCS | Regional Context Statement |
| RMN | Regional Multi-modal Network |
| RIS | Regional Information Services |
| RSS | Regional Sustainability Strategy |
| RTN | Rapid Transit Network |
| RTP | Regional Transportation Plan |
| RTP-TAC | Regional Transportation Plan Technical Advisory Committee |
| RUCSPA | Regional Urban Containment and Servicing Policy Area |
| SOV | Single-Occupancy Vehicle |
| TAC | Technical Advisory Committee |
| TCP | Transportation Corridor Plan |
| TSC | Transportation Standing Committee |
| TDM | Transportation Demand Management |
| VRTC | Victoria Regional Transit Commission |
| VRTS | Victoria Regional Transit System |
| VRRTP | Victoria Regional Rapid Transit Project |

# 1. Introduction

By many accounts, the Capital Region leads the way in Canada with regard to sustainable transportation and sustainable development. The region enjoys a healthy urban core, walking and cycling per capita have traditionally been higher than in any other major city in Canada, and transit use is higher than in comparable urban areas. There are promising recent examples of transformational policy and relatively compact suburban developments. With population growth projected to steadily increase over the next 20-30 years, a do-nothing approach, however, is not an option. The region's sustainability trajectory hinges on where and how this growth occurs, and how the transportation system is developed in relation to this growth.

Transportation continues to be identified as a high priority across all levels of government in the region. It is commonly acknowledged across all jurisdictions that continued growth in single occupancy vehicle (SOV) travel is not a sustainable option if the region is to maintain its enviable appeal to residents and visitors alike. This Regional Transportation Plan (RTP) has been built upon this common ground and recognizes the regional interdependency of transportation. The plan recognizes that building a strong regional transportation system cannot be done in silos but requires close collaboration between all municipalities, electoral areas (EAs) and key partners such as Ministry of Transportation and Infrastructure (MoTI) and BC Transit. Speaking with one united voice on matters pertaining to regionally significant transportation will provide clarity to the regional vision and greatly assist in bringing this vision to life through the implementation of actions outlined in the RTP.

Trends in land use patterns and travel behaviour as well as population growth projections suggest that the region is at a critical point in its evolution. There is a significant risk that, without strong policy and bold actions, the pattern of growth could continue to gravitate toward the dispersed auto-dependent built form and high congestion traffic patterns common in growth areas of many other North American cities. Extensive research and the experience of many North American cities demonstrate the substantial economic and environmental costs associated with this type of urban form, as well as the tremendous challenge and cost of reversing course.

Further, the reliance and use of SOVs directly relates to trends of increased fuel use and greenhouse gas emissions in the region, which directly impacts the health and well being of residents. All levels of government have set ambitious targets to address climate change and reduce emissions. Shifting transportation patterns is fundamental to achieving these targets.

Fortunately, leaders have acknowledged the need to bring a holistic perspective to regional transportation issues and continue to push the envelope on sustainable development and transportation services and infrastructure. Indeed, decisions made today will have signficant implications and benefits for future generations.

**The purpose of the Regional Transportation Plan (RTP) is to identify immediate priorities and long-term strategies to guide planning and development of a regional multi-modal transportation system that meets future growth demands and is focused on sustainability.**

The RTP sets out a strategic vision for transportation over the next 25 years and is closely linked with emerging initiatives in the Regional Sustainability Strategy (RSS). Considering transportation planning at a regional level ensures all modes of travel and coordinated planning efforts among the Capital Regional District's (CRD's) local governments are integrated to effectively meet future travel needs and sustainability commitments at the local and provincial levels.

The RTP is an action-oriented planning document. It is not intended to address site, corridor or municipal-specific issues, but rather establish a set of actions that, when implemented over time, will help the CRD and local governments achieve their goals of more sustainable development, healthier communities, accessible and affordable transportation choices, and efficient mobility throughout the region.

## 1.1 Study Area

The study area of this RTP includes the 13 incorporated municipalities and three EAs, as well as Ministry roads that pass through the 10 First Nations within the CRD boundaries (Exhibit 1.1).

**EXHIBIT 1.1** Regional Transportation Plan Study Area

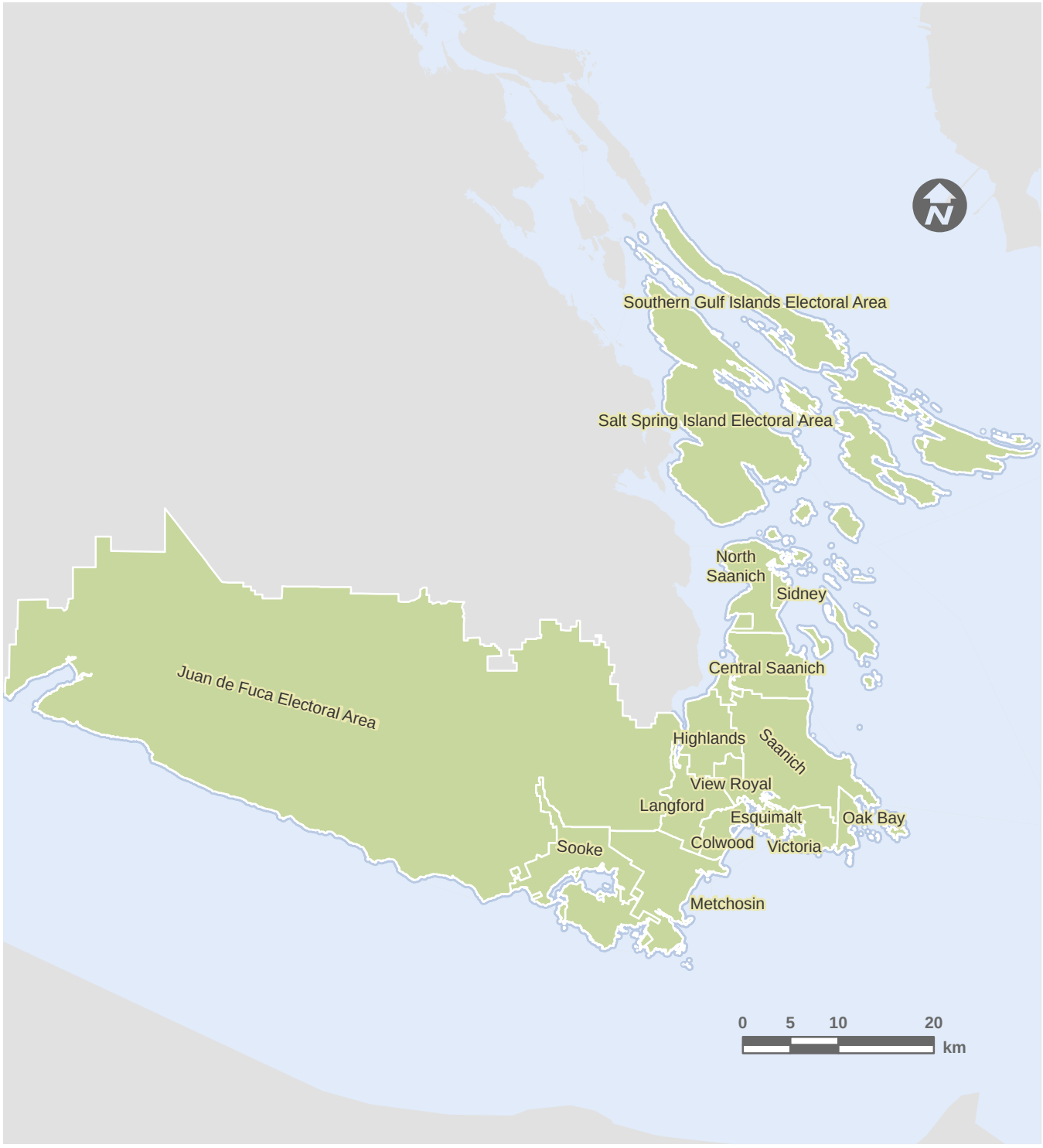


EXHIBIT 1.2

Transportation Studies

- Regional Growth Strategy (2003)
- TravelChoices (2008)
- Draft Transportation Corridor Plan (2011)
- Pedestrian and Cycling Master Plan (2011)
- Pedestrian and Cycling Master Plan - Salt Spring Island Edition (2013)
- Provincial Transit Plan (2008)
- Transit Future (2011)
- MoTI Provincial Highway Studies: Highway 1, Highway 14, and Highway 17 corridors (2007)

## 1.2 Development of the Plan

**The RTP was co-funded by the CRD and MoTI**. It was developed primarily by IBI Group and the CRD in association with Boulevard Transportation. Substantial input was generated from the RTP Steering Committee and RTP Technical Advisory Committee (RTP-TAC), as well as the CRD Development and Planning Advisory Committee (DPAC).

The RTP was designed to include governance options that could best achieve the vision for regional transportation and most effectively implement actions in the coming decades. Development was also coordinated in conjunction with the creation of the RSS.

## 1.3 Regional Planning Context

Many recent transportation studies carried out by the CRD, the Ministry of Transportation and Infrastructure (MoTI) and BC Transit (Exhibit 1.2) identify a need for integrated land use and transportation planning and enhanced mobility throughout the region. Many of these studies set future targets for land use densities and mode shares as referenced in subsequent sections of this RTP (see Appendix A for further details); most of these studies are modal or corridor specific. The RTP builds off the strong work of these previous studies; it provides an action-oriented and **integrated approach** to regional transportation networks and services.

The intent of the RTP is to present a suite of actions that serve as a road map for regional transportation priorities over the short, medium and long term. The RTP lays out a set of specific actions that can be carried out under a cooperative transportation authority. It also outlines what can be done under the existing CRD Regional Information Service (RIS) authority.

A regional transportation authority would facilitate a **cooperative and integrated multi-modal approach** where the CRD, MoTI, local governments and BC Transit all work together to guide the RTP through to implementation. A new authority would provide the conduit for the diverse transportation modes to be integrated within the context of the region's land use.

# 1.4 Engagement and Consultation

## Oversight

Throughout the process, work was guided by a RTP Steering Committee and the RTP-TAC as well as occasional joint meetings with DPAC. The RTP Steering Committee consisted of staff from the CRD and MoTI; its role was to manage the RTP study and review deliverables. The RTP-TAC was responsible for reviewing the RTP development at regular intervals and milestones, providing information regarding municipal and regional transportation needs and expectations, and advising on regional transportation priorities. To ensure this technical feedback came from a broad audience, RTP-TAC included staff and representatives from the CRD, MoTI, all incorporated municipalities in the CRD, the Juan de Fuca EA and BC Transit. Overall, the RTP-TAC provided a forum for the exchange of ideas and sharing of experiences and lessons learned regarding key regional transportation issues. Additional EA engagement was undertaken with the Salt Spring Island Transportation Commission and the Southern Gulf Islands Economic Development Commission.

## Forum of Councils

The RTP was also discussed at a CRD's Forum of Councils, which was held in May of 2013. The half-day session was attended by 49 participants including locally-elected representatives and four municipal and Islands Trust Chief Administrative Officers. Participants discussed their thoughts on regional transportation priorities and in turn what they felt should be the CRD's regional role in implementing these priorities.

## Partner Referrals

The draft RTP was referred to the councils of all 13 municipalities and 3 EAs, BC Transit Board, Victoria Regional Transit Commissions (VRTC) and MoTI for final comment. Much of the feedback received has been incorporated into the final RTP.

## Stakeholders

A range of consultation activities provided the opportunity for community stakeholders to help shape the RTP by providing insights and input into regional and local transportation issues and priorities. Major activities included:

- Meetings with planning and engineering staff from local municipalities.
- One-on-one meetings with stakeholder groups such as business associations, post-secondary institutions, private transportation service providers and non-profit organizations (Exhibit 1.3).
- A workshop event with RTP-TAC, DPAC and invited representatives of stakeholder organizations on September 19, 2012 in the City of Victoria.

**EXHIBIT 1.3 Stakeholder Groups Involved in Consultation Activities**

- BC Cycling Coalition
- BC Ferries*
- BC Transit
- BC Transit – Accessible Transportation Advisory Committee
- Bike to Work Victoria
- Camosun College*
- Camosun College Student Society
- Capital Bike and Walk Society
- Downtown Victoria Business Association
- Greater Victoria Cycling Coalition
- Greater Victoria Harbour Authority*
- Island Pathways
- Royal Roads University*
- Saanich Peninsula Chamber of Commerce
- Salt Spring Island Transportation Commission
- Southern Gulf Islands Economic Development Commission
- Tourism Victoria
- University of Victoria*
- University of Victoria Student Society
- Vancouver Island Health Authority
- Victoria Airport Authority*
- Victoria Car-share
- Victoria Chamber of Commerce
- Victoria Transport Policy Institute
- West Shore Chamber of Commerce

NOTE: Due to the particular regional transportation needs of these stakeholder organizations and agencies, these key informants were invited to select RTP-TAC meetings, coinciding with RTP development.

# 1.5 Governance Context

The CRD is the regional government for 13 municipalities. In addition, the CRD is the local government of 3 electoral areas (Exhibit 1.4). The urban centre of the CRD is the City of Victoria, and the regional district also includes many of the Gulf Islands, a number of rural municipalities, and a vast tract of wilderness that lies along the south-western coast of Vancouver Island. The CRD is generally recognized by its policy making role in relation to regional authorities and services that it provides.

These include:

- Regional governance and services for the entire Capital Region, including regional parks, regional planning, solid waste management (including recycling) and emergency 9-1-1 services. These services are provided either directly or by way of corporations such as Capital Region Emergency Services Telecommunications (CREST) and the Capital Regional Housing Corporation (CRHC).
- Partnerships between any combination of municipalities and EAs for municipal/ inter-municipal services or projects that are specific to only part of the region.
- Local (individual) services for EAs.

The CRD derives authority from Letters Patent and from provincial legislation, primarily the Local Government Act. It is run by a 24 member Board of Directors, who also sit as members of the Regional Hospital Board.

Separate studies were undertaken on CRD governance related to transit and transportation. Findings from these studies have been incorporated within this report. The recommendations developed in this report are based on regional needs under a framework of a regional transportation authority. The underlying governance structure will influence roles, responsibilities and funding approaches. A more detailed discussion of the governance structure as it relates to implementation is discussed in Chapter 5.

EXHIBIT 1.4

Capital Regional District

**Municipalities**

- Central Saanich
- Colwood
- Esquimalt
- Highlands
- Langford
- Metchosin
- North Saanich
- Oak Bay
- Saanich
- Sidney
- Sooke
- Victoria
- View Royal

**Electoral Areas**

- Juan de Fuca
- Southern Gulf Islands
- Salt Spring Island

## 1.6 Organization of Report

This RTP is structured into five chapters as follows:

**Chapter 1: Introduction** provides the introduction and context to both the region and the RTP.

**Chapter 2**: **Key Regional Transportation Issues** summarizes the key regional transportation planning challenges and opportunities facing the CRD, deriving from the background research material presented in Appendix A.

**Chapter 3: Vision and Principles** outlines the vision and principles for the RTP that guide the strategic and priority actions towards achieving a balanced and sustainable integrated transportation system in the region.

**Chapter 4: Regional Outcome Statements** discusses the proposed outcome statements and actions for each of the RTP themes, including an integrated approach to land use and transportation planning outlining regionally significant multi-modal corridors and mobility hubs, creating exceptional environments for walking and cycling, getting the most out of our roads and trails, taking transit to the next level and influencing travel behavior.

**Chapter 5: Implementation** outlines the strategies to implement the actions of the RTP. It includes a discussion of governance and partnerships and assessment of timing, as well as broad cost implications, funding needs and next steps.

**Appendix A** summarizes the regional planning context and relevant policy documents with regards to sustainable growth and development and existing transportation networks in the CRD. This appendix also discusses past and emerging trends in demographics, land use development and travel patterns across the region.

# 2. Key Regional Transportation Issues

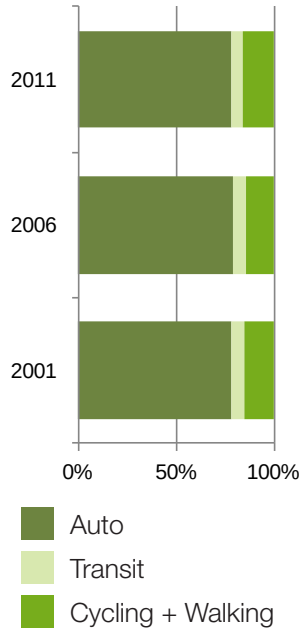
## Plans are in Place - It is Time to Take Action

To a large extent, the building blocks for the Regional Transportation Plan (RTP) are already in place. The 2003 Regional Growth Strategy (RGS) and 2005 Travel Choices plans lay the foundation for a vision of more sustainable development patterns and a regional transportation system that enhances mobility and transportation choices while setting high mode share targets for transit, walking and cycling by 2026. Expanding on these strategy documents, other regional plans have identified mode-specific transportation priorities: the Pedestrian and Cycling Master Plan (PCMP), the Pedestrian and Cycling Master Plan-Salt Spring Island Edition (SSI-PCMP), the emerging Southern Gulf Cycling and Pedestrian Draft Trail Plan (SGI-CPT), the Phase 1 Transportation Corridor Plan (TCP) and BC Transit's Transit Future Plan.

Combined, these plans form a long term vision for the Capital Regional District (CRD), but that "long term" horizon is fast approaching and despite these planning efforts, the region's mode shares have changed little since 2001 (Exhibit 2.1). In recognition of the vital role that transportation has and will continue to have on the future of the region, the CRD Board Strategic Plan 2012-2014 identified regional transportation and planning as a strategic priority. The RTP provides an opportunity to integrate the various plans and accelerate progress on key actions that will kick start real progress towards a more sustainable future and meet the region's strategic goals.

EXHIBIT 2.1

Daily Mode Shares




Source: 2011 CRD Household Travel Survey

## Capitalizing on the Opportunities of Growth

The population of the CRD is expected to grow to approximately 475,000 by 2038, an increase of 27% from the 2011 population of 375,000. This projected growth represents both a challenge and an opportunity. Under a business-as-usual scenario, much of this growth is projected to occur outside of the Core area, particularly in the West Shore where 87% of peak-hour trips are currently made by car.[1] Although this distribution of growth represents the region's greatest challenge, the magnitude of this growth is moderate and manageable. There is an excellent opportunity to

The West Shore in 25 years...

***57,000***
new residents

***88%***
growth

Source: A Context for Change in the Capital Regional District, 2009

1 Source: CRD 2011 Origin-Destination Household Travel Survey

coordinate urban growth and use it to deliver sustainable transportation solutions such as by targeting mixed-use development around future rapid transit corridors and mobility hubs to help reduce commuting times and promote shorter trips. This can be difficult to do once growth slows down. If dispersed low density growth patterns continue, they can be extremely difficult and expensive to reverse. It is important that governments in the CRD seize this window of opportunity.

## Substantial Investments Require Substantial Cooperation and Collaboration

As significant transportation needs emerge, so do significant investment requirements. For example, even without considering operating and maintenance costs, the Primary Inter-Community (PIC) bikeway network identified in the PCMP has a price tag of $100M for the priority projects[2]. These significant costs cannot be borne by any one municipality nor addressed piecemeal. Regional investments must be pursued through a unified voice, which also applies to exploring new revenue streams.

**58%**
of travel
in the CRD is
***Inter-Municipal***

## Inter-community Connectivity Challenges

Of all travel within the CRD, 58% crosses municipal boundaries[3], yet regional connectivity continues to present many challenges. Travel by transit between many communities is impractical and only 24% of the PIC bikeway network is in place and meets what is considered an adequate level of separation from motorized traffic. Furthermore, it is clear that several segments of roadways in the region are not being used as they were intended, such as is shown by the large volumes of regional traffic on Wilkinson Road. It is crucial that regional considerations be brought to transportation planning processes across the CRD.

Business
As Usual
Scenario...

***100,000***
new auto
trips in peak
periods

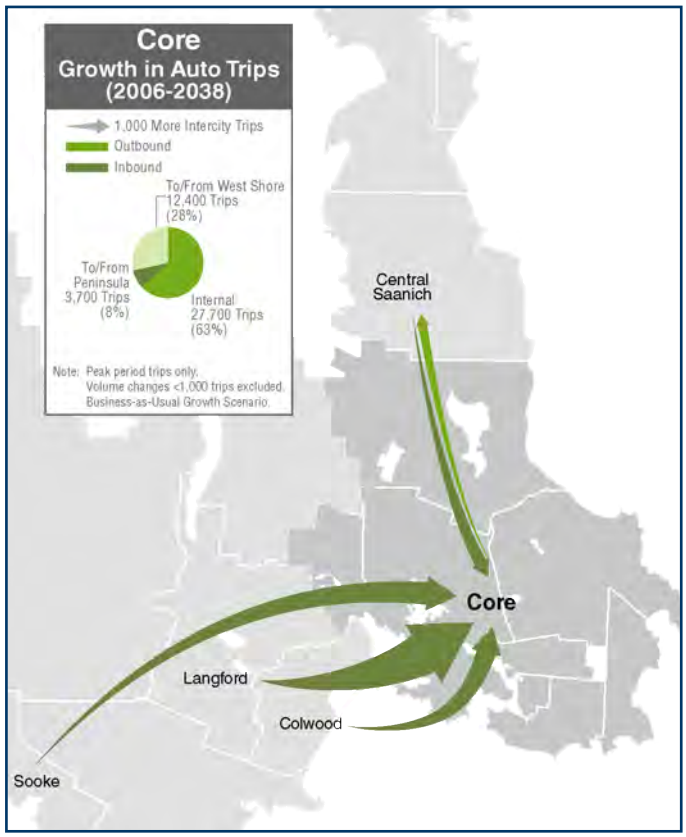
## Addressing Growth in Auto Trips

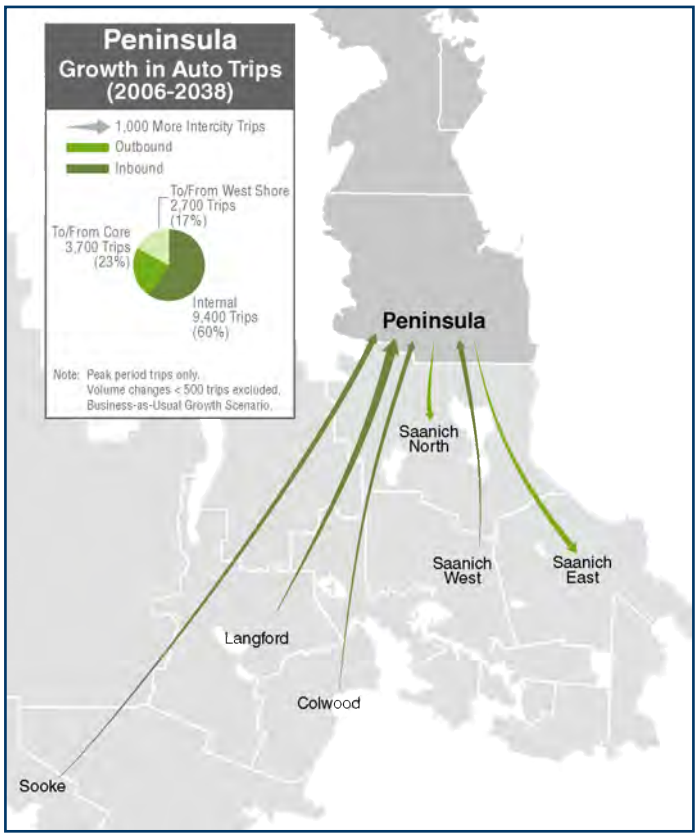
Despite a favourable culture toward sustainable transportation, it would be easy for the region to gravitate toward more auto-oriented patterns. The CRD travel demand model estimates that between 2006 and 2038 there will be over 145,000 additional peak-period trips in the region if current travel patterns continue. Assuming current travel behaviour, over 70% of these additional trips are projected to be by car. In other words, there will be over 100,000 more automobile trips in the peak periods, further straining capacity on roadway infrastructure throughout the region (see Exhibit 2.2).

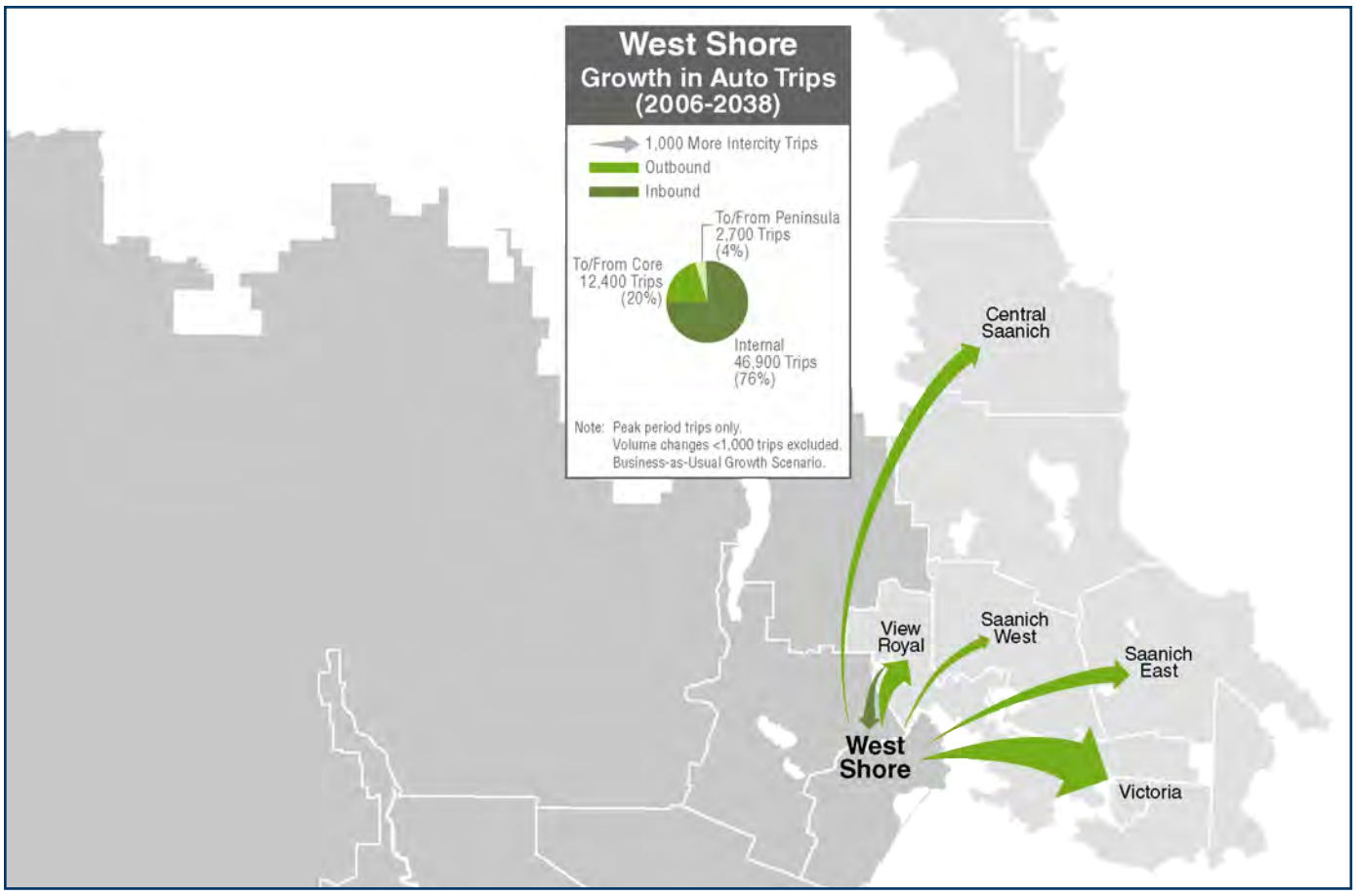
2 Source: CRD Pedestrian and Cycling Master Plan, 2011

3 Source: CRD 2011 Origin-Destination Household Travel Survey

EXHIBIT 2.2 Growth in Auto Trips Under Business-as-Usual Growth by Sub-Region Origin, 2006 to 2038



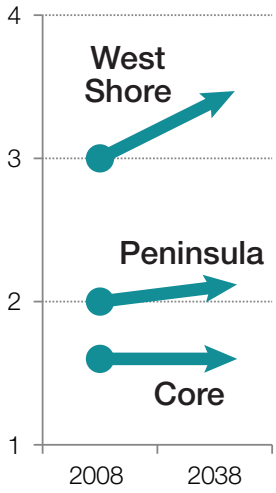



Despite "green" initiatives, for many households in the CRD, particularly families, there are few incentives to choose modes of travel other than driving. This steady growth of an auto-oriented built form could outweigh potential gains in encouraging sustainable travel behaviour.

## Needs and Opportunities Differ across the CRD

EXHIBIT 2.3

Projected Residents per Job




Source: A Context for Change Management in the Capital Regional District (2009)

Interviews with staff from individual municipalities as well as organizations representing various interests highlight that the Core, West Shore, Peninsula and Gulf Islands each have unique needs and present unique opportunities.

Examples of priorities in the Core include advancing a modal hierarchy that puts pedestrians first, addressing traffic pressures from other communities, and continuing to fill in the bike network.

On the Peninsula, some of the most significant issues relate to connecting local communities by effective transit, managing truck and tour bus traffic, and advocating for additional highway interchanges to improve access and safety. In the West Shore, the rapid pace of growth means a heightened need to ensure new communities are designed to strengthen walking, cycling and transit (consistent with local policies). Ensuring that population growth is balanced with suitable job opportunities to minimize out-commuting is also a key challenge for West Shore communities (Exhibit 2.3).

Transportation needs on the Gulf Islands are perhaps the most unique, many of which cannot be addressed through "big city" solutions. To the extent possible, regional strategies developed in this plan attempt to capture the diverse range of needs and opportunities by sub-region.

## A Sustainable Future is within Grasp

Initiatives in the CRD arising from all levels of government continue to provide inspiration to many other Canadian municipalities and regional governments. However, current travel patterns are not sustainable and current trends are not encouraging. Cycling in the CRD, for example, exhibits relatively high mode share compared to other Canadian municipalities, but it remains far from a mainstream travel option as it is in many European cities with similar weather and geography. If the region is to reach its sustainability goals, cycling must become more comfortable for a broader spectrum of the population, transit must become relevant to more commuters and be used more frequently for non-commuting trips, and walking must be viable to more households. This will take hard work, but this RTP stands on the shoulders of a commendable history of leadership throughout the CRD. It is critical to acknowledge the challenges facing the region, but continue to push forward with compelling and concrete actions that bring everyone living in the CRD to a more sustainable future.

# 3. Vision and Principles

Guiding the development of the Regional Transportation Plan (RTP) for the Capital Regional District (CRD) requires a strong and coherent vision for transportation.

## Vision: A future where transportation is sustainable, offers choice, enables smart growth and makes livable communities possible.

The vision and underlying principles set the stage for a region that is economically strong, socially inclusive, culturally vibrant and environmentally sustainable.

The following principles are intended to guide the development of the policies and actions of the RTP and to reflect the call for a multi-modal and integrated approach to transportation across the region.

## Principle 1: Take a coordinated and engaged approach to planning

Transportation is directly linked to various aspects of local and regional planning, and is not a localized system. It is important that the RTP not belong only to the CRD, but that it also be considered the plan of all CRD municipalities and electoral areas – it is everyone's plan. Long-term and strategic transportation planning requires a coordinated effort between governments, service-delivery agents and stakeholders to implement and achieve common transportation goals and objectives. The direct involvement of municipalities, electoral areas (EAs) and local agencies is critical to the implementation of this plan.

A coordinated approach can be achieved with the formation of a Technical Advisory Committee (TAC) which will consist of representatives from the CRD, all local governments, Ministry of Transportation and Infrastructure (MoTI) and BC Transit. The TAC will collaboratively establish Key Performance Indicators (KPIs) for the region, identify and recommend regional transportation priorities and make recommendations regarding where regional funding for transportation will be directed.



## Principle 2: Prioritize strategic investments that serve regional mobility needs

The region will continue to face increasing financial pressures to address transportation infrastructure needs that meet future demand.

The TAC will work as a united voice to leverage funding from senior levels of government for regionally significant transportation projects.

In 2012, a Local Funding Options Task Force was organized to investigate, evaluate, and recommend feasible local sources of funding in anticipation of the Victoria Regional Rapid Transit Project (VRRTP) implementation and operations being shared between local and senior governments. This was a first step in developing a comprehensive list and evaluation framework of potential funding options to address future transportation capital investment needs. Building on this work, a strategic and balanced approach needs to be developed in order to guide the long-term outlook of key transportation investments, adequately fund future growth, and support the Regional Multi-modal Network (RMN). As a priority, investments in the regional transportation system need to be made based on long-term needs and life cycle costing.

# Principle 3: Reduce greenhouse gas emissions and prepare for changes

In 2010, on-road transportation accounted for 55% of greenhouse gas (GHG) emissions in the region. On-road transportation GHG emissions have increased by 16% from 2007 to 2010 (approximately 2.2 CO e tonnes per capita in 2010, an increase from 1.9 in 2007[1]). Given the relationship between fuel use, GHG emissions and climate change, all levels of government have made commitments to take action towards improving non-SOV transportation choices.

Aggressive GHG reduction targets have been set by the Province, the CRD and local governments. Emerging climate change adaptation strategies and policies have also recognized the economic, environmental and social impacts that a changing climate will have on transportation services and sectors in the capital region.

**Long-term transportation planning efforts and investments are therefore needed to help reduce GHG emissions and adapt to a changing climate – both requirements are fundamental principles to all of the themes elaborated in this RTP. This means focusing on integrating land use and transportation planning to support sustainable transportation choices and reduce trip distances.** Improved transportation efficiency and mobility will reduce congestion and increase occupancy levels. Promoting cycling, walking and other forms of active transportation will support an increased use of low-carbon emitting travel modes and reduced energy consumption. Trip reduction measures and programs will decrease the need for travel.




1 Capital Regional District Draft 2010 Community Energy and Emissions Inventory, BC Ministry of Environment, January 23, 2013.

## Principle 4: Integrate transportation and land use planning

By 2038, the CRD population is forecast to grow by approximately 100,000. Much of this growth is forecast to occur outside of the Core area, particularly in the West Shore communities. Existing patterns of low-density development in this area are a challenge to providing efficient transit service and to encouraging transportation choices beyond the private automobile. In 2011, travel to and from the West Shore accounted for 9.8% of all daily trips in the region. A large share of these were taken by private automobile[2]. As a result of the constrained roadway network serving the West Shore, these growth patterns exert significant pressure on key east-west corridors such as the TransCanada Highway and Island Highway and surrounding areas. Under a business-as-usual scenario of land use and transportation patterns, these corridors will be further strained with dramatically increased travel times.

As a region, however, the moderate growth rate forecast presents an opportunity to capitalize on the symbiotic relationship between land use and transportation planning. By directing growth towards existing urban areas, these areas will realize sufficient trip densities to warrant more efficient transit service. Higher density and mixed-use developments also reduce trip lengths and, in turn, promote walking and cycling. Integrated planning also helps introduce pedestrian, cycling and transit design elements into these communities (e.g. direct routes/connections), which encourages more travel by these modes. This can even work at a small scale or in a rural setting.

## Principle 5: Capitalize on the potential for alternatives to driving alone

While the CRD currently has comparatively high active transportation mode shares of journey-to-work trips, there remains significant potential to shift behaviour away from auto trips to more walking and cycling, particularly for short-distance trips. For example, in 2011, 61% of weekday trips in the CRD which were shorter than 5 km were taken by private automobile[3].

A greater emphasis on providing the right kind of services and infrastructure for non-captive markets is needed to encourage this shift and to make transit and active transportation more attractive and more competitive to driving. Particularly, there is a need to enhance multi-modal connections to help “extend the reach” of trips by these modes which are more effective at serving shorter distances.

2 CRD Origin-Destination Household Travel Survey 2011
3 CRD Origin-Destination Household Travel Survey 2011

The PCMP set mode share targets of 25% for both cycling and walking in high density urban areas of the region by 2038, while the Provincial Transit Plan set a transit mode share target of 12% for service within the Victoria Regional Transit System by 2030. It is acknowledged that rural communities within the region have different priorities and needs, and therefore different targets, than those of urban population centres.

A further shift from driving to walking and cycling for work, shopping and recreational trips can help provide community and individual health benefits by reducing GHG emissions and congestion, improving air quality, and promoting an active lifestyle and personal physical activity. This shift can also help promote sustainable development by maximizing the use of existing infrastructure and reducing on-site vehicle parking needs.

## Principle 6: Enhance role for public transit

Transit is crucial to realizing a significant mode shift in the region. It can be a key catalyst to support denser development patterns and it helps to expand the reach of cycling and walking trips. Currently, transit trips account for a little over 6% of the total travel market in the CRD[4], with the highest transit mode shares for travel to, from and within the Core area.

Recognizing the importance of transit, a target of 12% transit mode share by 2030 was established by the Provincial Transit Plan and later adopted by the CRD and BC Transit. Under this scenario, the region's transit system would carry over 55 million passengers annually by 2030, giving public transit a pivotal structural role in the region's transportation future. Achieving the targets will require significant investments and transit-supportive land use policies which are not currently budgeted.

If funded and implemented over the next 25 years, the proposed rapid and frequent transit networks will make transit more efficient and provide the future transportation capacity to meet forecast mobility demands. It is important to capitalize on opportunities for higher density mixed-use development not only to help shape efficient land use patterns, but also to support rapid transit investments and make transit an attractive alternative to the private automobile.

4 CRD Origin-Destination Household Travel Survey 2011

## Principle 7: Maximize efficiency of existing transportation corridors for multiple modes

Population and employment growth throughout the region will exert additional pressures to effectively and efficiently transport people and goods. However, with this growth, competing demands will largely have to make do with existing roadway capacity due to the increasingly built out urban fabric and geographical constraints of much of the region.

Various corridors in the region play key roles for different types of travel. Some serve mostly inter-municipal travel, while others serve more inter-regional or local needs. Some provide good access for commercial vehicles while others are being considered for their viability to serve rapid transit. Accommodating bicycles, pedestrians, transit, commercial vehicles and automobiles will require carefully examining and prioritizing the trade-offs of adequately accommodating these modes and maintaining their efficiency as part of the multi-modal networks identified in this RTP.

Strategic investments in capacity improvements and travel demand management will be fundamental to accommodating future demand and maintaining the integrity of multi-modal transportation corridors. Road network planning will focus on optimizing existing capacity to minimize the need for widening and expansion, and reducing infrastructure costs while managing congestion.

# 4. Regional Outcome Statements

The Regional Transportation Plan (RTP) is articulated through eight outcome statements. Each statement paints a picture of the type of regional transportation system that stakeholders and partners have said that they would like to see. The outcome statements can be categorized into five overarching themes – with governance and funding being fundamental to each theme. Together the outcome statements break down the collective vision for transportation and align with principles articulated in Chapter 3. These outcome statements are not mutually exclusive, but aim to capture eight broad courses of action for realizing the RTP vision. The RTP's outcome statements and themes are as follows:

| THEME | | REGIONAL OUTCOME STATEMENTS |
|---|---|---|
| **Integrating Land Use and Transportation** | 1 | Movement between communities, mobility hubs and major destinations is facilitated through a Regional Multi-modal Network of transportation corridors. |
| | 2 | Mobility Hubs align with the Regional Sustainability Strategy and provide people with access to housing, employment, services, amenities and transportation choices at a local, sub-regional and regional scale. |
| | 3 | Transportation and land use planning tools are integrated at the local and regional levels. |
| **Creating Exceptional Environments for Walking and Cycling** | 4 | Cycling is an appealing, safe, convenient and viable transportation option for residents and visitors of all skill and confidence levels. |
| | 5 | Walking is an increasingly popular and desirable mode of transportation that is supported by safe, convenient and accessible pedestrian infrastructure. |
| **Taking Transit to the Next Level** | 6 | Public transit is a preferred choice, attracting new riders through comfortable, safe, accessible and convenient service. |
| **Getting the Most out of Our Roads and Trails** | 7 | Existing regional transportation infrastructure is optimised and enhanced by new technology where appropriate. |
| **Influencing Travel Behaviour** | 8 | Regional programs and initiatives provide residents and visitors with the tools, confidence and knowledge to use active transportation, public transit, car share, taxis, high occupancy vehicles and trip reduction measures. |

Each regional outcome statement includes a series of actions to be carried out over the coming years that have been specifically identified by stakeholders and partners. The actions are concrete steps to make the vision of the RTP become a reality. The list of actions includes planning initiatives and a major focus on implementing tangible projects and infrastructure based on a partnership model. Implementing the actions will require significant regional cooperation and strong partnerships. This cooperation and partnership is fundamental to the success of achieving the outcomes.

Each action has been broken down into three categories: implementation timeline, service structure and resources. A sample action item is shown below in Exhibit 4.1 and a complete table is provided in Exhibit 5.5.

**EXHIBIT 4.1** Sample: RTP Outcome Statements and Actions Table (See Complete Table in Exhibit 5.5)

| THEME | OUTCOME STATEMENT | | ACTIONS | Implementation Timeline | | | Service Structure | | Resources to Implement | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | 1 to 5 Years | 5 to 10 Years | Over 10 Years | Existing CRD Function | Trans-portation Service | Mechanism | Staff | Operating and/or Capital costs |
| **CREATING EXCEPTIONAL ENVIRON-MENTS FOR WALKING AND CYCLING** | **4** | Cycling is an appealing, safe, convenint and viable travel option for residents and visitors | 4.3 Expand and harmonize regional cycling data collection programs | **X** | **>** | **>** | **X** | **X** | New Project | **X** | Operation Costs |

**Implementation Timeline** refers to the time frame in which the action will be undertaken. Some actions require a one-off implementation whereas others continue over longer periods or indefinitely. An **X** indicates the period that the action will start while a **>** indicates that the action will continue over a longer period.

**Service Structure** distinguishes between whether the action can be done under the existing structure of the CRD or whether it would require a new transportation service authority to be implemented. It is recognized that some actions could be implemented under both the existing or new transportation service structure. When this is the case both have been marked with a **X**.

**Existing CRD Function:** Within the Capital Regional District (CRD) Regional and Strategic Planning Division, the Regional Information Service (RIS) function includes a limited transportation mandate with an emphasis on regional transportation data, information and policy. In addition to tracking census information, it also maintains the regional transportation model, coordinates the Origin-Destination surveys and transportation data collection programs and undertakes limited planning activities, such as the Pedestrian and Cycling Master Plan (PCMP) and the Pedestrian and Cycling Master Plan-Salt Spring Island Edition (PCMP-SSI Edition).

Other transportation-related services provided through CRD Planning and Protective Services include:

- Project management of transportation related projects in the electoral areas (EAs), such as the recent completion of Phase I of the North Ganges Transportation Master Plan
- Acting as the local partner for local transit initiatives, such as Salt Spring Island (SSI) Transit.

In addition, CRD Parks constructs, operates and maintains the regional trails (Galloping Goose, Lochside and E&N Humpback Connector) while Integrated Water Services is responsible for CRD Docks.

Within Outcome Statement 6, the **Victoria Regional Transit Commission (VRTC)** has been identified as an existing authority alongside the **existing CRD Authority**. This has been done in recognition that the VRTC, through its current decision-making powers, has the authority to bring the actions identified in the RTP through to implementation.

The RTP reflects the intent of the **CRD Board Strategic Plan** regional transportation and planning goals as indicated in Exhibit 4.2.

**EXHIBIT 4.2 CRD Board Strategic Plan Regional Transportation and Planning Goals**

| CRD Board Regional Transportation and Planning Goals |
|---|
| 1. Improved regional transit governance |
| 2. Increased regional transportation authority |
| 3. Increased integration of regional transportation and land use planning |
| 4. Improved pedestrian and cycling facilities |



Photo: r.a.paterson (flickr)

## Implementation Model for the RTP Outcomes

Implementation of the RTP is expected to occur through partnerships with existing, local and provincial partners embedded within a **transportation service authority**. The service model respects existing and local and provincial autonomy and ownership of infrastructure. Partners would come together through an ongoing Technical Advisory Committee (TAC) with membership from all local governments, the Province and BC Transit. The TAC would set priorities, guide, facilitate and in some cases, undertake the actions summarized in the table in Exhibit 5.5 with CRD staff, and report to a new Transportation Standing Committee (TSC) as described in the preferred service authority model in Chapter 5.

This model would enable the consolidation of existing and proposed CRD assets, facilities and services, such as Regional Trails, EA transit systems and Local Docks into one service area. A new establishment bylaw would be required based on the outcome of a service feasibility study. The model would rely on implementation of regional transportation priorities through performance-based metrics and agreed targets established cooperatively by the TAC. In this way, it would not be imposing upon but rather be complementary to local and provincial plans and initiatives.

## Resources to Implement the RTP Outcomes

The model isn't a system funded by "new money" as much as it is repurposing existing local dollars and attracting more senior government funding from the following sources:

- Existing operating budgets within the CRD Planning and Protective Services and Parks departments for operational costs.
- A pooling of the region's share of the Significant Project Fund (SPF) to create a regional pool from which to co-fund local government and regional projects

through contributions to capital and program costs using performance-based metrics.

- Existing operating budgets of project partners through in-kind contributions of staff time on the TAC.
- Existing capital budgets and Community Works Fund Gas Tax of project partners allocated to regionally significant projects through contribution to capital and program costs based on performance based metrics.
- A leveraging of regional and local partner funds through the new regional transportation governance (TSC and Board); advocating with one common voice to increase senior government capital contributions to regionally significant projects.

This partnership model proposes a shift to a performance-based system of investment in regional transportation priorities based fundamentally on the cooperation of partners.

Transit would **not** fall under the service mandate. However, as a result of the new provincial directive stemming from the 2012 BC Transit Independent Review, formal consultation and engagement with the region will be embedded in the existing VRTC model. However, Victoria Regional Transit System projects and initiatives would not be eligible for regional funds under the transportation service authority.

**Resources to Implement** refers to the mechanism for implementation and the requirement for staffing and funding. The funding component is further distinguished between operating, capital and program funding. **Capital and program funding are predicated on the availability of pooled gas tax funds**.

| | |
|---|---|
| Operating | Costs incurred by staff implementing actions |
| Capital | Costs associated with co-funding municipalities and electoral area infrastructure |
| Program | Costs associated with co-funding municipalities, electoral areas or community based programs |

The RTP builds on the many previous plans by the CRD, the Province and local governments, and focuses on the necessary steps to bring these plans to fruition. The plan is just as much about the process of building a collaborative and integrated regional approach to transportation as it is about the specific actions. It is intended that the RTP remain a living document to be revisited and updated on a regular basis.




# Priority Actions

In some cases, actions are flagged as being a "Priority Action". Based on stakeholder feedback and professional judgment, these actions are considered critical to implement immediately as they are likely to have the greatest impact in laying the groundwork for a sustainable transportation system and helping the region achieve its transportation goals. The following table summarizes these Priority Actions, which are discussed in more detail throughout this chapter.

| DESCRIPTION | PRIORITY ACTION |
|---|---|
| Establish a regional transportation authority and funding service to facilitate improvements to the Regional Multi-modal Network, implement demand management programs, influence land use adjacent to regionally significant transportation corridors and mobility hubs, and advocate for and source federal and provincial funding. | **1.1** |
| Incorporate the Regional Multi-modal Network into all relevant future regional plans, official community plans, local area plans and local transportation plans. | **1.2** |
| Establish an ongoing Technical Advisory Committee to identify Regional Multi-modal Network priorities, coordinate complementary local planning activities and implement priority projects through the new regional funding framework. | **1.3** |
| Conduct a service review of transportation in the Southern Gulf Islands and Salt Spring Island, including the identification of alternate water-based links and associated infrastructure requirements. | **1.9** |
| Incorporate Mobility Hubs into all relevant future regional plans, Official Community Plans, local area plans and local municipal transportation master plans. | **2.1** |
| Establish land use and transportation functions for Growth Centres in the Regional Sustainability Strategy that support frequent and rapid transit corridors. | **3.1** |
| Implement Pedestrian and Cycling Master Plan, Pedestrian and Cycling Master Plan-Salt Spring Island Edition and Southern Gulf Island Cycling and Pedestrian Draft Trail Plan recommended cycling facilities and amenities. | **4.1** |
| Produce a series of walkability maps to be used as a tool to encourage walking as an everyday mode of transportation. Maps will showcase sidewalks, separated trails and pathways and emphasize connectivity between key land uses and multiple modes. | **5.1** |
| Embed formal consultation and engagement with the region in Victoria Regional Transit Commission model. | **6.1** |
| Identify, prioritize and encourage the Province to implement solutions for highway interchanges in need of safety, efficiency, and transit access reconfiguring to improve cyclist and pedestrian accommodation. | **7.1** |
| Apply and improve upon the existing transportation model and data collection program in line with changing regional priorities. | **7.5** |
| Establish an ongoing Goods Movement Committee to collectively address regional goods movement challenges. | **7.6** |
| Establish and implement a region-wide Transportation Demand Management program, including a marketing and branding strategy to support businesses, institutions, local governments and government agencies in implementing policies and initiatives. | **8.1** |
| Develop and maintain a comprehensive web portal for regional travel information, including a multi-modal journey planner and news on regionally significant transportation projects. | **8.5** |

# Regional Outcome Statement 1

## Movement between communities, mobility hubs and major destinations is facilitated through a Regional Multi-modal Network of transportation corridors.

With 58% of travel in the region crossing municipal boundaries, it is critical that the RTP identify an integrated approach to travel throughout the region. This involves planning for travel across municipal boundaries and access to regional destinations, as well as ensuring due consideration for all modes of travel to address greenhouse gas emissions, public health costs and traffic congestion levels.

Through extensive consultation with stakeholders, the RTP identifies a **Regional Multi-modal Network.**

The Regional Multi-modal Network (RMN), depicted in Exhibit 4.3, is designed to:

- Identify regional transportation corridors and trails
- Provide connectivity with local and provincial networks
- Coordinate transportation and land use planning with other regional matters, such as housing, the economy and greenhouse gas (GHG) emissions.

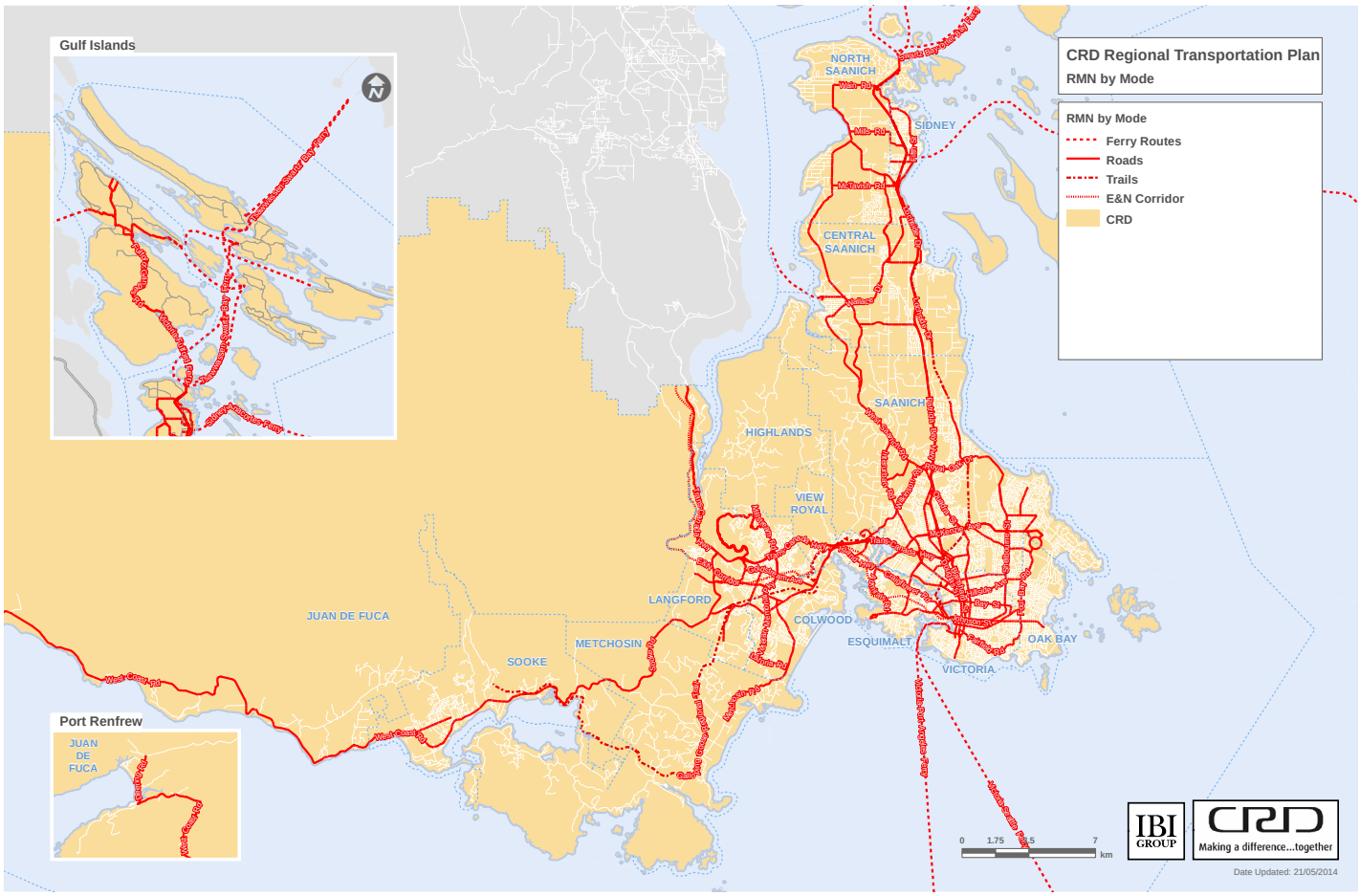
In other words, the RMN identifies the physical transportation corridors and trails that are deemed regionally significant and that will require investments and efforts to support safe, connected and efficient travel.

## Defining a Regional Multi-modal Network

In developing an RMN, CRD staff and stakeholders first had to define what it meant for a corridor to be considered regionally significant. The following four criteria were used as guiding principles in identifying the corridors that are recommended for inclusion in a RMN:

1. It serves a majority of inter-municipal and inter-regional travel;
2. It provides access to regionally-significant destinations that serve region-wide demand (e.g. hospitals, dense residential or mixed-use neighbourhoods, downtown cores, or employment nodes);
3. It is planned to receive a major infrastructure project; or
4. It provides a common regional identity and purpose.

EXHIBIT 4.3 Regional Multi-Modal Network (RMN). (Larger map on page 104)



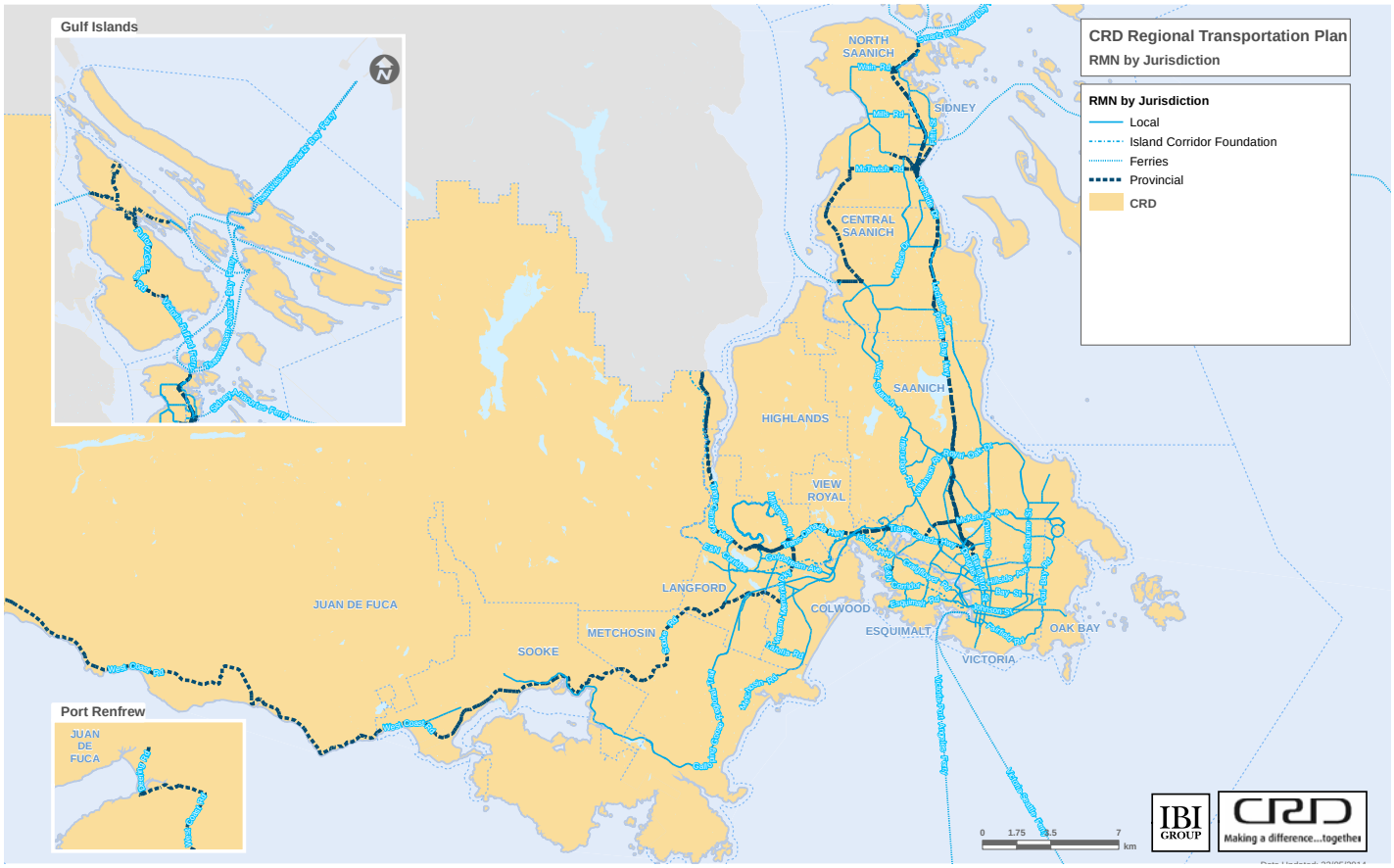

The RMN was also developed by reviewing other local, regional or provincial plans, including:

- Transit Future Plan (2011)
- Phase 1 Transportation Corridor Plan (2010)
- Pedestrian and Cycling Master Plan (2011)
- Pedestrian and Cycling Master Plan - Salt Spring Island Edition (2013)
- Highway Corridor Studies (2009, 2007 x 3)

Finally, the RMN took into consideration future travel demand forecasts from the CRD's Regional Transportation Model and future land use forecasts from local government Official Community Plans (OCPs) in order to connect future residential and employment areas.

The RMN also distinguishes between corridors under local government jurisdiction and those under Ministry of Transportation and Infrastructure (MoTI) jurisdiction. Each has different funding approaches and decision making structures. MoTI generally has jurisdictional control over major inter-regional connectors including Highway 1, 14 and 17 and roads within unincorporated EAs. The jurisdictional layers are identified in Exhibit 4.4.

**EXHIBIT 4.4** Regional Multi-Modal Network (RMN) by Jurisdiction (Larger Map on page 88)




Every corridor on the RMN has been assessed in terms of the role of multi-modality and regional significance. It is recognized, however, that some corridors will move substantially larger volumes of people than others. Since regional pedestrian significance is more an issue of access to regional destinations than of longer-distance regional travel, pedestrian issues are more directly accommodated in actions under Outcome Statement 2 (mobility hubs) and Outcome Statement 5 (pedestrian infrastructure).

EXHIBIT 4.5 From top left (clockwise): Galloping Goose Trail, Trans-Canada Highway, Patricia Bay Highway, Douglas St.




## Regional Outcome Statement 1 Actions

Priority Action

**ACTION 1.1** **Establish a regional transportation authority and funding service to facilitate improvements to the Regional Multi-modal Network, implement demand management programs, influence land use adjacent to regionally significant transportation corridors and mobility hubs, and advocate for and source federal and provincial funding.**

**Rationale**

Many regional transportation projects within the region are based on mode-specific deliverables such as cycling, pedestrian, transit or automobile as opposed to examining the multi-modal requirements to best meet the needs of residents and visitors. Similarly, transportation projects undertaken at a local level are developed within the context of local improvements and often do not result in neighbouring jurisdictions making improvements along the same corridor. This method of planning has resulted in varied levels of improvements along corridors and around hubs. There is an identified need for a coordinated and consistent approach to multi-modal transportation planning on the RMN.

**Approach** A regional transportation service authority would be established to facilitate arterial roads and the inter-community cycling network, implement demand management programs and influence land use. As indicated earlier a regional transportation service, as described in more detail in Chapter 5, would be able to accomplish more and better outcomes than the current fragmented model. The model is predicated on the full involvement of local governments, MoTI and BC Transit staff through a TAC. A new establishment bylaw would be required based on the outcome of a service feasibility study.

**ACTION 1.2** **Incorporate the Regional Multi-modal Network into all relevant future regional plans, Official Community Plans, local area plans and local transportation plans.**




**Rationale** Reinforcement across planning documents helps to realize RMN initiatives and establish a common language.

**Approach** At present, the RMN is being incorporated into the Regional Sustainability Strategy (RSS) and should form part of the framework for Regional Context Statements in municipal and EA OCPs and local planning policies. Ensuring that the RMN is incorporated into the plans of all levels of government will require, in particular, significant coordination with municipalities.

**ACTION 1.3** **Establish an ongoing Technical Advisory Committee to identify Regional Muti-modal Network priorities, coordinate complementary local planning activities and implement priority projects through the new regional funding framework.**




**Rationale** This action will provide for the establishment of an ongoing TAC that would be responsible for establishing and monitoring Multi-modal Levels of Service (MMLOS) and Key Performance Indicators (KPIs) based on mutually agreed upon principles. The TAC would consist of municipal, MoTI and BC Transit staff, and EA representatives who would work together to implement a united vision for transportation in the RMN. The TAC would prioritize funding decisions, leverage funding from higher levels of government and make direct recommendations to a TSC.

**Approach** This committee would be established under CRD Board-approved Terms of Reference.

**ACTION 1.4** **Develop and implement a Multi-modal Level of Service model and determine targets for all Regional Multi-modal Network corridors to balance trade-offs between modes.**

**Rationale**

Procedures for evaluating the level of service for auto travel based on travel delay are well established, but how does this affect other transportation modes? For example, synchronizing traffic signals may increase auto and bus speeds (thus increasing auto and bus level of service); however, higher auto and bus speeds adversely affect cyclist and pedestrian conditions. In quantifying the level of service for all modes, a MMLOS model offers a more equitable and integrated approach to balancing modal trade-offs by placing all modes on an equal playing field.

**Approach**

MMLOS approaches tend to deal with non-auto modes as follows:

- **Pedestrian LOS:** Tends to be based around pedestrian comfort, which typically includes intersection spacing and crossing distances.
- **Cycling LOS:** Based on cyclist comfort, which is typically a function of the degree of separation relative to the speed and volume of adjacent traffic.
- **Transit LOS:** Usually transit travel times relative to auto travel times.

The TAC would develop a mutually agreed upon standard MMLOS model drawing heavily from the experience of other North American cities in their adoption of MMLOS, such as the City of Ottawa's efforts as a part of their Transportation Master Plan update. As well, this action would involve due consideration to the extensive research conducted by the National Cooperative Highway Research Program in 2008 that recommends a MMLOS framework for application to urban streets.



**ACTION 1.5** **Establish, monitor and report on Key Performance Indicators.**

**Rationale**

Performance targets help to promote the integrity of the RMN, maximizing the use of sustainable modes, improving goods movement, addressing person capacity issues and reducing emissions. Specific areas, such as the following list, would be addressed on key predetermined RMN corridors (see Exhibit 4.6) in conjunction with broader key performance indicators (KPIs) relating to density ranges, complete streets and connectivity:

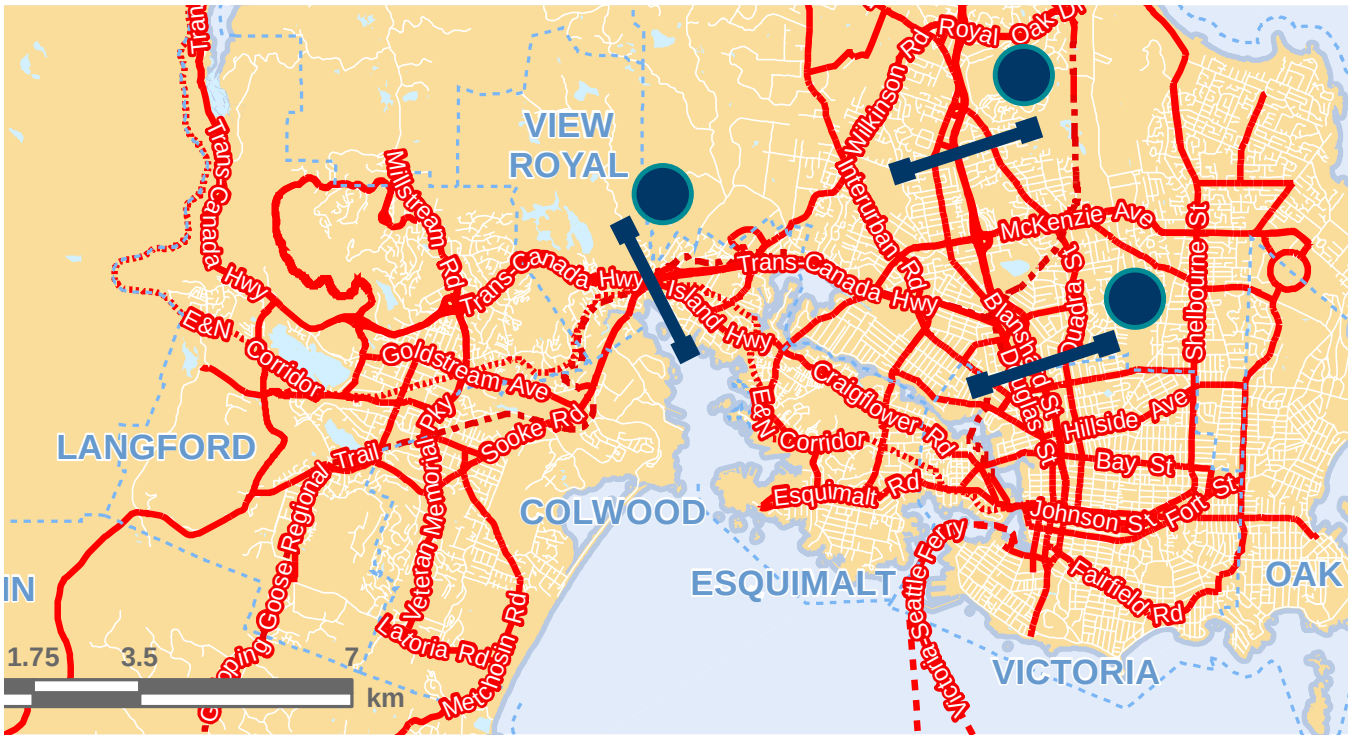
- Proportion of short local auto trips
- Modal split of trips
- Total trips by mode
- Travel time reliability index
- Average emissions per vehicle

**Approach**

Proposed performance targets that would monitor KPIs are:

- The proportion of short local auto trips on the Provincial highway network helps to illustrate how much capacity on these facilities is being taken up for local trips.
- The mode shares and counts at the screenlines help to monitor changes in the use of sustainable travel modes.
- A travel time reliability index highlighting both changing conditions for goods movement and person capacity.
- Average emissions per vehicle can be estimated with the help of the region's travel demand model to monitor changes in air pollutants and GHG emissions.

EXHIBIT 4.6 Recommended RMN Performance Target Screenlines




| ACTION 1.6 | **Base the new regional funding framework for improvements on the Regional Multi-modal Network off approved Multi-Modal Level of Service and Key Performance Indicators.** |
|---|---|
| Rationale | A fundamental component of the RTP is to ensure the transparency of regional transportation funding allocation across the region based on measurable targets. By approaching upper levels of government on regional projects with a cohesive argument and business case, the chances of receiving funding are strengthened. |
| Approach | **The MMLOS and KPIs will provide measurable criteria from which proposed transportation projects on the RMN can be evaluated. The criteria will be established within the framework of the TAC.** The proposed approach is for the TAC to lead the effort. There have been some excellent recent examples of cooperation, such as the Town of View Royal and District of Saanich collaborating on planning and applying for funding to replace the Craigflower Bridge, and the CRD agreeing to allocate funds from the RSPF (Exhibit 4.7). |

EXHIBIT 4.7 The Craigflower Bridge Replacement and Admirals Road Upgrade project, led by the District of Saanich and the Town of View Royal and funded by a grant from the Federal Gas Tax Regionally Significant Priorities Fund, includes three vehicle lanes, 1.8-2.0m bike lanes, and 2.0m sidewalks.



**ACTION 1.7** **Through the Technical Advisory Committee, take an active role in regional public consultation strategies around transportation projects affecting Regional Multi-modal Network corridors.**

**Rationale**

The CRD taking an active role on these consultation efforts helps to ensure that all regionally-affected stakeholders are engaged and regional priorities are considered. The CRD will work with local governments to offer assistance, where needed, and to support consultation and engagement activities.

**Approach**

Through the TAC, local and provincial partners will create up-to-date consultation calendars and identify where regional assistance is required. Some recent examples of multi-jurisdictional and multi-stakeholder projects include the Saanich Shelbourne Valley Action Plan, the CRD Regional Trails Management Plan, BC Transit's Victoria Regional Rapid Transit Project, MoTI's engagement as part of the Highway 17 Corridor update, and the outreach program which is part of PCMP.

| ACTION 1.8 | **Undertake a risk assessment of critical transportation services and infrastructure in the Regional Multi-modal Network related to potential impacts of a changing climate.** |
|---|---|
| **Rationale** | A changing climate (increased precipitation, more intense and frequent windstorms and extreme heat events) presents risks to existing transportation infrastructure and services on the RMN (i.e. road flooding); influence behaviour (i.e. demand for transit); or delays in the delivery of goods and services (i.e. ferry cancellations). |
| **Approach** | Numerous cities across North America have undertaken risk assessments to understand vulnerabilities associated with a changing climate and their associated economic, social and environmental risks. There are a variety of protocols to help governments measure the level of risk facing critical transportation services and infrastructure. The CRD would work in partnership with municipalities, MoTI, service agents such as Harbour Air and BC Ferries and other emergency personnel to understand the level of risk facing the region and identify potential mitigation measures to reduce potential damage or disruptions to services. |

Priority Action

| ACTION 1.9 | **Conduct a service review of transportation in the Southern Gulf Islands and Salt Spring Island, including the identification of alternate water-based links and associated infrastructure requirements.** |
|---|---|
| **Rationale** | An integrated transportation plan is required for SGI and SSI to provide residents and visitors with a transportation service that meets their needs. BC Ferries' focus is largely on moving vehicles while many residents feel that smaller passenger-based services that link with public transit, ride shares or similar alternatives would provide more flexibility. Inter-island connections have also been raised as a priority area for investigation. |

**Approach**

This would require a transportation study to be done for both the SGI and SSI to examine the needs of the market and identify, cost and recommend options that balance financial, transportation and environmental objectives. It would look at all forms of transportation and support existing documents such as the PCMP - SSI Edition, North Ganges Transportation Master Plan and SGI Cycling and Pedestrian Trail Plan Draft (SGI-CPT). Pending funding implications and community support, recommendations from the integrated transportation service reviews on SSI and SGI could be implemented through the transportation service. Implementation would require new funding agreements.

## ACTION 1.10 Expand the Car Stop rideshare program for rural sections of the Regional Multi-modal Network.

**Rationale**

This program helps to encourage higher-occupancy auto travel to reduce drive-alone trips and greenhouse gas emissions in rural areas.

**Approach**

A Car Stop provides a physically safe location for people and vehicles to arrange on-the-spot rideshare arrangements. Arrangements are voluntary and fees are generally not exchanged. This provides passengers with a way to get around without driving, while giving drivers an opportunity to carpool and reduce overall GHG emissions. Two successful examples for rural communities are The Pender Island System, launched in 2008, and the recent SSI Car Stop Pilot Projects, launched in 2012. Each of these programs encourages sustainable transportation alternatives to driving alone. Flexible carpool programs across North America (i.e. Sluglines in Metro Washington, DC) have also been successful where there are toll roads or higher-occupancy lanes.



Complete Hub:
Downtown Sidney



Destination Hub:
University of Victoria



Gateway Hub:
McTavish Interchange / Airport




Rural Hub:
Sooke Park & Ride

# Regional Outcome Statement 2

## Mobility Hubs align with the Regional Sustainability Strategy and provide people with access to housing, employment, services, amenities and transportation choices on a local, sub-regional and regional scale.

The RTP builds on the need to plan for communities that are supportive of sustainable modes of transport and make major destinations in the region accessible by multiple modes of travel. Many existing destinations and emerging growth centres throughout the CRD stand to benefit from improved transportation connectivity, travel choice options and amenities. In turn, these enhancements help focus growth.

A regional approach to growth management and connectivity is taken by identifying a set of regional transportation nodes, or mobility hubs. These hubs will be key locations of regional activity and regional destinations where transportation modes will integrate seamlessly and efficiently, and where both the traveler environment and urban form will encourage transit, active transportation and other alternatives to driving alone.

## Purpose of Mobility Hubs

The purpose of defining these Mobility Hubs in the CRD is to:

- Give high priority to walking, cycling and public transit to, from and within Mobility Hubs.
- Provide for attractive and convenient transitions between modes by better connecting regionally significant roads, transit and cycling networks,
- Create attractive, convenient and pedestrian-friendly environments around key transit stops and major origins and destinations.
- Build greater opportunities to live, work, learn, shop, and play within these hubs, thus reducing external trips and the amount of time spent travelling.
- Support tourism activities by providing alternative means of transport to services and attractions.
- Showcase and promote new regional transportation initiatives towards sustainable travel.

## Defining Mobility Hubs

The concept of bringing together the mutually supportive roles of planning for sustainable transportation and sustainable land use patterns in the region has been identified by previous plans in recent years. The Regional Growth Strategy (RGS) identified regional centres as “walkable transit-focused and complete communities

with a dense mix of businesses, housing, services and open spaces. Subsequently, the Travel Choices strategy envisioned more direct and frequent connections, as well as providing for alternatives to driving.

The RTP builds on these previous plans in defining the region's Mobility Hubs in its approach to identify key areas of transportation activity and focused growth. Defining these Mobility Hubs also takes into account existing trip densities and locations of high transit usage (bus stop activity), feedback from CRD and municipal staff and stakeholders, and feedback from municipal councils through the RSS and RTP process. The result of this approach is the definition of four Mobility Hub typologies, defined in Exhibit 4.8.

**EXHIBIT 4.8 Mobility Hub Typology, as defined in the Regional Sustainablity Strategy.**

**Complete**

Complete Hubs are areas with high levels of multi-modal transportation activity. They are locations of major trip origins or destinations both in the peak and off-peak periods, are served by multiple or frequent transit routes, and include convenient access to bikeways, arterials and major collector roads. These hubs have an attractive urban design that encourages high pedestrian volumes.

**Activity**

Activity Hubs are unique locations that serve as key regional destinations with larger catchment areas and high trip volumes due to large employers and/or institutional centres. Hubs that meet this criteria include hospitals, universities/ colleges, large shopping centres and major regional employers.

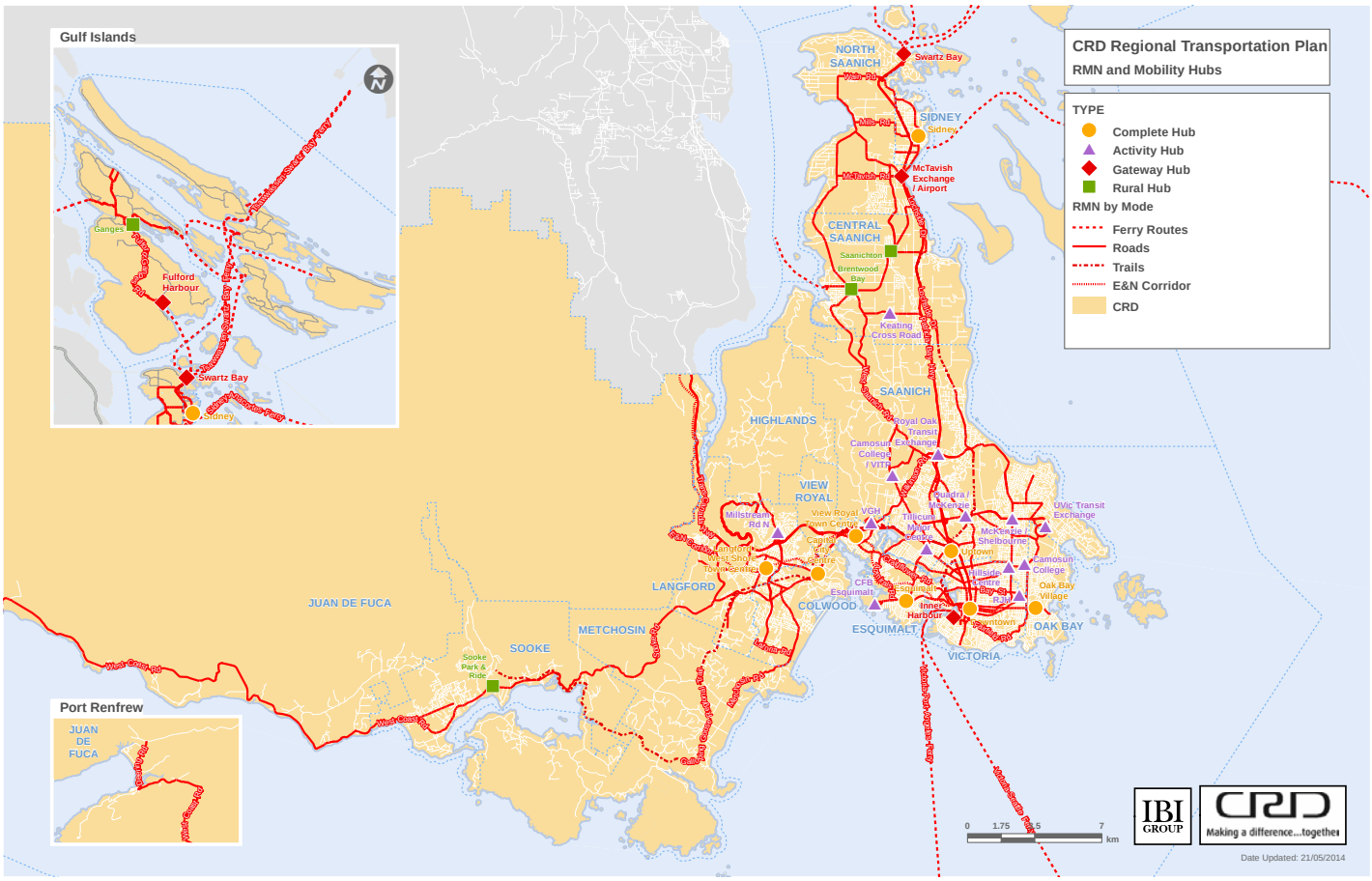
**Gateway**

Gateway Hubs are major interchanges between two or more different modes or terminal nodes in the RMN, often serving as access points into and out of the region and sometimes involving connections between multiple transportation operators.

**Rural**

Rural Hubs do not necessarily exhibit high levels of transportation activity as do other Mobility Hubs and they are outside the rapid and frequent transit networks. However, these locations serve as significant mobility access points for those living in rural areas of the region, particularly in providing convenient transfer from auto to transit.

EXHIBIT 4.9 Regional Mobility Hubs (larger map on page 108)




The existing regional centres defined in the RGS are included as Mobility Hubs (Exhibit 4.9); however, additional growth centres may be identified in the final RSS and they are also to be considered Mobility Hubs. It is noted that the exact boundaries of each hub will be determined later, and in some cases a single hub may capture many origins and/or destinations nearby. As such, the area captured by one mobility hub may be larger than others.

# Regional Outcome Statement 2 Actions

## ACTION 2.1

**Incorporate Mobility Hubs into all relevant future regional plans, Official Community Plans, local area plans and local municipal transportation master plans.**

Priority Action

**Rationale**

Reinforcement across planning documents helps to realize mobility hub initiatives and establish a common language.

**Approach**

Mobility Hubs are being incorporated into the RSS and should form part of the framework for municipal regional context statements in municipal OCPs. Ensuring that Mobility Hubs are incorporated into the planning efforts of all levels of government will require, in particular, significant coordination with municipalities. To mandate that the RTP be included in local transportation plans would require legislative changes similar to those used to incorporate the RSS into OCPs and the Islands Trust.

## ACTION 2.2

**Prepare Mobility Hub guidelines to inform planning and development, ensuring integration of new technology such as electric vehicle infrastructure.**

**Rationale**

Guidelines will help set out a consistent approach to Mobility Hub policies and targets, while also furthering engagement between local governments and the CRD on integrating transportation and land use (Exhibit 4.10).

**Approach**

The concept behind the Mobility Hub guidelines is to provide planning partners (i.e. CRD, Islands Trust, municipalities, BC Transit and developers) with detailed strategies, best practices, and approaches about how mobility hubs would ideally be built-up. The Mobility Hub guidelines will be comprehensive and context-sensitive relative to the type of mobility hub in question. This will be particularly important for those municipalities without existing policies in their plans. Some municipalities define policies/guidelines for growth centres as part of their OCPs. At a minimum the guidelines will:

- Define the objectives and characteristics of Mobility Hub typologies in the region.
- Describe various approaches and strategies to meet Mobility Hub objectives.
- Provide case studies or best practices from local municipalities and other Canadian or international cities.

EXHIBIT 4.10

Page from Metrolinx' award-winning Mobility Hub Guidelines



| ACTION 2.3 | **Fund municipalities to develop detailed master plans for each Mobility Hub.** |
|---|---|

**Rationale**

To further Action 2.2, incentive funding may trigger early adoption of Mobility Hub master plans.

**Approach**

Mobility Hub master plans will set out detailed strategies, capital improvements and time lines to develop the long-term vision for each Mobility Hub.

Drawing from the excellent work present in many of the existing municipal OCPs, these master plans will include initiatives to meet the urban typology and intensification objectives of the RSS and to implement the actions in Exhibit 5.5 that apply to each given Mobility Hub.

In addition, the process of detailing each Mobility Hub master plan should include neighbourhood-based consultation and public charettes. While some municipalities in the region have adopted related land use strategies and growth-centre guidelines as part of their OCPs and have staff available to develop a Mobility Hub master plan, the lead for developing these Mobility Hub master plans will vary since some smaller municipalities may lack sufficient resources to assume such a project.

# Regional Outcome Statement 3

## Transportation and land use planning tools are integrated at the local and regional levels.

There are many well-established strategies for shaping land use and urban structure to achieve more sustainable transportation patterns. These revolve around the following:

- Leveraging transit infrastructure investments and walkable design to stimulate higher development densities.
- Directing development to built-up areas already well served by transit and where people have a reasonable alternative to driving.
- Building higher density and mixed-use developments that are located along primary transit networks.
- Building walkable communities by both retrofitting existing communities and designing new communities for pedestrians.
- Locating employment to minimize travel effort.

Clearly, density is central to the land use aspect of the RTP. Density plays a major role in many aspects of region building. Density maximizes the efficiency of existing infrastructure and, when well-designed, it creates vibrant communities and streets, and supports public transit.

The latter relationship between density and its ability to support public transit will be a key strategy to maximizing investments in the long-term transit network. Exhibit 4.11 presents suggested density ranges for various levels of transit service based on a compilation of several studies. While these are not minimum requirements to provide the suggested level of service, they are density ranges that would minimize the cost of operating transit service while maximizing ridership potential. At present, with the exception of Downtown Victoria, most areas of the CRD would fall well below 80 persons+jobs per hectare (Exhibit 4.12).

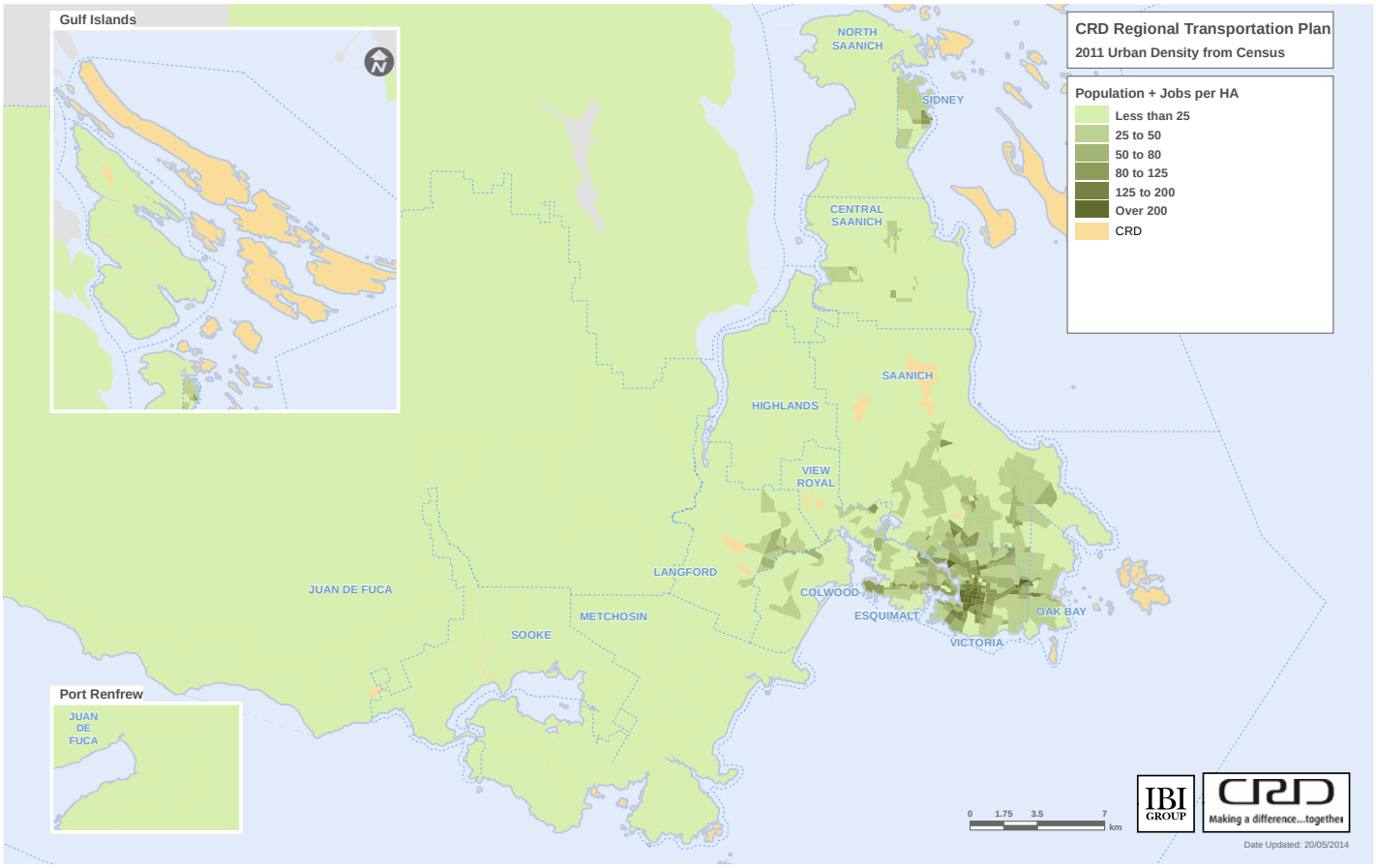
It is generally easier to build new communities to meet targeted density thresholds since most developers are seeking to maximize their land investments. Increasing densities in existing communities is often more challenging. However, there are many opportunities to increase densities by developing smaller vacant lots and intensifying the use of older buildings. Density does not necessarily mean tall towers.

**EXHIBIT 4.11 Viable Levels of Transit Service by Density[1]**

| DENSITY: PEOPLE + JOBS / HECTARE | TRANSIT LEVEL OF SERVICE |
|---|---|
| **Under 50** | Unable to support minimum level of bus service (Greater than 4-6 trips per day) |
| **50 - 80** | Minimal bus service, operating at 20 to 30 minute headways |
| **80 - 125** | Intermediate bus service (10-20 minute headways) |
| **125 - 200** | Very Frequent Bus Service (less than 5 minute headways). At the upper end of the range, may support higher-order dedicated rapid transit (BRT/LRT) if linking high density centres. |
| **Over 200** | Supports higher-order dedicated rapid transit such as BRT /LRT, ideally in high density nodes connected by medium/ high density corridors. High capacity rapid transit modes such as subways can be supported when densities approach 300 people+jobs per hectare. |

1 Source: Based on Ontario Ministry of Transportation (2012) Transit Supportive Guidelines

EXHIBIT 4.12 2011 CRD Urban Densities




**ACTION 3.1** **Establish land use and transportation functions for Growth Centres in the Regional Sustainability Strategy that support frequent and rapid transit corridors.**

**Rationale**

Focus growth in Growth Centres, Complete Mobility Hubs, and in areas along higher-order transit corridors to support transit and active transportation.

**Approach**

Targets for the metric of people and jobs per hectare will be investigated through the development of the RSS. Growth Centres, Complete Mobility Hubs and rapid transit corridors have the higher targets. According to the typology in Exhibit 4.11, Growth Centres intended to be served by future rapid transit should establish density range targets of a minimum of 125 persons plus jobs per hectare.

**ACTION 3.2** **Promote land use policies that more evenly distribute the jobs to workers ratio within the CRD four sub-regions (Core, West Shore, Saanich Peninsula and Gulf Islands) in accordance with the settlement patterns identified in the Regional Sustainability Strategy.**

**Rationale**

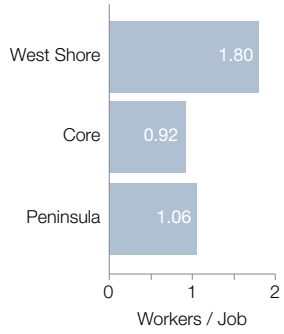
By more closely matching population with job opportunities and vice versa, we reduce inter-municipal transportation demand by supporting shorter trips and complementing urban density targets.

**Approach**

As much as possible, this approach aims to more closely match population demographics with job opportunities and vice versa (Exhibit 4.13). Generally, this could be achieved by creating more jobs in the West Shore and by encouraging a sufficient pool of working age residents in the Peninsula to match the area's numerous employment opportunities, thereby reducing transportation demand. The actual ratio will be sensitive to and reflect local municipal OCPs and the RSS settlement patterns.

EXHIBIT 4.13

Current (2011) workers to jobs ratio by sub-region[1]




1 Source: 2011 CRD Origin-Destination Survey

**ACTION 3.3** **Through the Technical Advisory Committee, identify, protect and manage existing and future transport sites and corridors such as E&N, rights of way along Regional Multi-modal Network corridors, and water access points.**

**Rationale**

Securing and protecting land areas and rights-of-way on the RMN associated with mobility hubs and corridor development is vital. Rights-of-way on RMN corridors are required to ensure that land is available to provide for an integrated multi-modal system. Existing development and rights-of-way along the RMN vary significantly.

**Approach**

Identify the required land parcels and rights-of-way and work with local governments to enshrine the requirement for this land in to their local planning. This may require detailed corridor planning on each of the RMN corridors. Recent examples of this approach include work done on Shelbourne Street in Saanich and along the Victoria end of Douglas Street.

# Regional Outcome Statement 4

## Cycling is an appealing, safe, convenient and viable travel option for residents and visitors.

Municipalities throughout the CRD have made considerable progress towards supporting active transportation through the installation of infrastructure such as bike lanes and shared markings and signage. Advocacy organizations also play a key role in supporting municipal efforts through education and encouragement campaigns. Cycling provides numerous benefits for the region including environmental stewardship, economic development and improved community health.

There is a strong planning foundation to improve the cycling environment in the region. The CRD completed the PCMP in 2011 and initial projects are now underway in partnership with municipalities/EAs through a pilot program funded by the Federal Gas Tax Program. The PCMP-SSI Edition was completed in 2013 and offers a tailored approach for increasing cycling in a unique rural context. The SGI-CPT and CRD Parks Regional Trails Management Plan to guide operations over the next decade are currently underway.

The PCMP sets an aggressive 2038 regional mode share target for cycling of 15%, up from the current 3%. There is significant variability in terms of cycling rates across the region; therefore, the TAC is taking a pragmatic approach to focus immediate efforts on more densely developed areas when making implementation decisions. Achieving this high mode share target will require considerable effort to make cycling an attractive option for users of all ages and abilities. A network of adequately separated bikeways is echoed in the RTP as the critical initiative to making cycling a comfortable option for the vast majority of the population who are interested in cycling but concerned about safety.

While some parts of the RMN will be challenging to upgrade, there are many opportunities to improve the cycling environment both on and off road. It will be important for the TAC to continue to leverage support from stakeholders and comprehensively track progress. Cycling is viewed as an excellent means of extending the reach of transit in areas that cannot be efficiently served by transit operations.

# Regional Outcome Statement 4 Actions

**ACTION 4.1** **Implement Pedestrian and Cycling Master Plan, Pedestrian and Cycling Master Plan-Salt Spring Island Edition and Southern Gulf Island-Cycling and Pedestrian Draft Trail Plan recommended cycling facilities and amenities.**

**Priority Action**

**Rationale**

This action is intended to accelerate implementation of the PCMP, PCMP-SSI Edition and SGI-CPT focusing first on corridors considered to be high priorities for active transportation on the RMN.

**Approach**

Gas tax funding has been allocated to the E&N Rail Trail/Humpback Connector, a portion of Admirals Road in Esquimalt and a section of West Saanich Rd. in North Saanich. The PCMP identified a number of initiatives within the RMN. It is recommended that continued co-funding of cycling infrastructure would be done through a regional funding program under the guidance of the TAC.

The PCMP-SSI Edition recommends a series of priority measures which can be undertaken through partnerships in the short-term, to significant effect. By working primarily within the existing road right-of-way, the recommendations focus on widening the shoulder so as to meet current best practices in cycling facilities, and reducing traffic speeds so as to create a calmer, safer travel environment for all modes. Providing complimentary cycling infrastructure encourages increased ridership.



**ACTION 4.2** **Enhance existing regional trails and continue to fund the expansion of new trails, in line with the Pedestrian and Cycling Master Plan design guidelines, with a focus on connectivity.**

**Rationale**

The existing regional trails system is an important "spine" in the cycling network. Both the Galloping Goose and Lochside Trails boast record use, creating new types of tensions and requests from users such as trail widening, lane delineation, improved lighting, etiquette campaigns and enforcement measures. This action focuses on the importance of enhancing existing trails, while at the same time, funding the expansion of new regional and local government trails.

**Approach**

It is recommended that continued co-funding of trails expansion and management would be done through a regional funding program under the guidance of the TAC.

**ACTION 4.3** **Expand and harmonize the regional cycling data collection program.**

**Rationale**

In order to gain insight on past successes and future priorities, this action involves closely monitoring the impacts of on-going infrastructure changes relative to control corridors, identifying under-served areas, and gaining insight on key motivations and possible mode shifts of users. Counts are currently done by CRD Regional Planning, CRD Parks and by some municipalities. This action is intended to ensure that counts are done in a consistent manner and that data is available on an ongoing basis to support decision making on cycling infrastructure improvements.

**Approach**

The specific recommended additions to the current cyclist data collection efforts are:

- Expand the trail counters to on-street locations;
- Install public display automated counter;
- Collect data on control corridors;
- Continue with manual counts;
- Monitor bicycle parking occupancy;
- Conduct intercept and/or preference surveys, and consider the inclusion of pedestrian activity in these data collection efforts where practical; and
- Integrate municipal data collection efforts.




**ACTION 4.4** **Identify and market cycle tourism in the region.**

**Rationale**

As the CRD has jurisdiction over the regional trails, it is imperative that the CRD lead by example while also accelerating completion of the PCMP and PCMP-SSI Edition cycling network.

**Approach**

In order to capture this market, the TAC will need to work collaboratively with a variety of private sector agencies, such as Tourism Victoria, to identify, develop and market circle routes. Advocacy and partnership with Tourism BC may also be an avenue to explore. Capital investments, such as way-finding signage will be required, along with supportive activities such as advertising, website development and digital applications. The existing regional trails provide an important spine for such routes with the Primary Inter-community bicycle network (PIC), as identified in the PCMP, helping cyclists reach community services and amenities.

# Regional Outcome Statement 5

## Walking is an increasingly popular and desirable mode of transportation that is supported by safe, convenient and accessible pedestrian infrastructure.

Walking is elemental to travel and is a practical travel option for entire trips that are within a reasonable walking distance; these trips account for a high proportion of trips (13% in 2011) in the region. Walking is nearly always a required component of any other mode of transportation such as walking to and from transit stops, bicycle storage areas, car parks and so on. Therefore, it is the one common mode of transportation that is universally used.

Many municipalities in the region, within their OCPs, have adopted a modal hierarchy to guide transportation planning decisions where pedestrians and walking are the top priority. However, pedestrian safety and connectivity continue to be taken for granted in the planning context of transportation projects, new communities/developments and the overall public realm.

The results are gaps and barriers in the pedestrian network that reduce the level of convenience, comfort and accessibility for people to walk to their destination or as part of their trip.The TAC will have an opportunity to improve the walking environment by implementing a variety of actions that are identified within other desired outcomes listed in this plan.

# Regional Outcome Statement 5 Actions

Priority Action

**ACTION 5.1** **Produce a series of walkability maps, in partnership with the local governments, to be used as a tool to encourage walking as an everyday mode of transportation. Maps will showcase sidewalks, separated trails and pathways, and emphasize connectivity between key land uses and multiple modes of transportation.**

**Rationale** A number of jurisdictions have local maps identifying pedestrian walkways within their jurisdiction. However, there is no consistent approach across the region. Often these maps do not readily identify cut-throughs introduced via development or park trails that cut a significant amount of time from a given walking trip.

**Approach**

The region will provide staff resources to work in partnership with local governments to create comprehensive walking maps that show the full spectrum of walking options available to residents and visitors. Priorities may be established for program areas such as safe walking routes to schools, direct neighbourhood access to transit stops or car stops.

**ACTION 5.2** **Fund pedestrian realm audits at mobility hubs and other key locations on the Regional Multi-modal Network or as identified in the local government transportation studies.**

**Rationale**

Help improve walkability by identifying problems with the quality of walking environments in priority areas.

**Approach**

There is a wide range of models for collecting walkability information, some more qualitative than others. Pedestrian experience is influenced by many factors, from the vibrancy of street activity to perceptions of safety to the design of building façades.

It is recommended that the following issues be given precedence in structuring these walkability audits for their relevance to local interests:

- Pedestrian realm connectivity, including crossing conditions and sidewalk provision
- Access to transit stations and stops
- Compliance with standards of universal access
- Perceived traffic levels and interactions with motorized traffic

Consideration should also be given to using such a tool to improve community engagement around the issue of walkability. This approach is often referred to as Community-based Walkability Audits (CWAs), which enable community groups to conduct the audits themselves. With a little coaching, but no formal training, these groups are able to produce results that are useful for planning purposes. To this end, tools should, at minimum, include template worksheets based on best practices.

| ACTION 5.3 | **Through the Technical Advisory Committee, work with advocacy groups and existing accessibility advisory committees within the region to identify areas on the Regional Multi-modal Network in need of improvements for people with mobility challenges. This information will inform the pedestrian realm audits.** |
|---|---|
| Rationale | Help improve universal access to the pedestrian realm by identifying problems with the quality of pedestrian environments in priority areas, moving forward with PCMP implementation. Help ensure progress and regional coherence in addressing pedestrian accessibility. |
| Approach | The TAC would solicit feedback from existing advocacy groups and accessibility advisory committees across the region regarding accessibility issues on the RMN.<br><br>All feedback would be incorporated within local pedestrian realm audits. The TAC would identify accessibility-specific funding sources and apply on behalf of the region, where appropriate. |

# Regional Outcome Statement 6

## Public transit is a preferred choice, attracting new riders through comfortable, safe, accessible, attractive and convenient service.

In the CRD, transit is the dominant mode of non car-based transportation and offers the potential to significantly reduce single occupancy vehicle (SOV) trips. However, big steps are required to achieve further progress towards the provincial transit mode split target of 12%. Rapid and frequent transit service holds particular promise given the concentration of travel demand in a few key corridors.

Rapid transit uses high capacity transit vehicle technology such as light rail or high capacity buses on exclusive or semi exclusive corridors. This approach results in improved travel time and reliability. The CRD's Travel Choices Transit Strategy identified a number of possible corridors, prioritizing the Langford/Downtown Victoria corridor. This priority was later echoed by BC Transit's Rapid Transit Network Development for the Victoria Region as well as the long-term vision of the Transit Future Plan, each of

which also reiterated the importance of the Saanich Peninsula and UVic corridors.

Rapid transit and enhanced transit service are the best means to address current and forecasted congestion due to increases in daily trips throughout the region. High-capacity transit service will also help influence land use and provide the basis for focusing growth around nodes/growth centres where sustainable modes are more attractive than the private automobile.

## Regional Outcome Statement 6 Actions

Priority Action

**ACTION 6.1** **Embed formal consultation and engagement processes with the region in the Victoria Regional Transit Commission model.**

**Rationale**

Building upon Action 1.1 (Establish a regional transportation authority and funding service), specifically with regard to transit, there is a desire to see a more representative decision making process within the Victoria Regional Transit System. In the present format there are only 7 elected representatives on the Victoria Regional Transit Commission (VRTC). BC Transit staff create, implement and oversee all transit plans and budgets without broad regional oversight; there is no separation between the planning, administrative and operational functions. There is also no requirement for transit to consider the impact of its decisions on other modes of transportation or to complement regional and local land use strategies.

**Approach**

The 2012 BC Transit Independent Review suggested BC Transit could consult and engage more fully with its partners. This provides the framework for embedding consultation and engagement with the region in the VRTC model. The region would request a formal commitment from BC Transit to engage and consult with the region regularly.

A formal process would be established to identify when consultation, engagement and endorsement are required at the regional level.

**ACTION 6.2** **Implement transit priority measures for all Regional Multi-modal Network priority transit corridors.**

**Rationale**

Further support goals of increasing transit mode share through relatively inexpensive short-term adjustments to both the frequent and rapid RMN transit priority corridors, thus also advancing BC Transit's efforts to improve bus service and ridership.

**Approach**

Consistent with the on-going Transit Priority Project by VRTC & BC Transit (in partnership with MoTI, View Royal, Colwood, Saanich, Langford, Victoria and the CRD), the Island Highway, Highway 1, Highway 17, Douglas Street and McKenzie Avenue should be given priority for transit priority measures.

**ACTION 6.3** **Implement the Transit Future Plan, prioritising the Rapid and Frequent Transit Networks.**

**Rationale**

Rapid transit uses high capacity transit vehicle technology such as light rail or high capacity buses on exclusive or semi exclusive corridors to significantly reduce the impact of general traffic on transit vehicles resulting in improved travel time and reliability. There is currently momentum behind support for investing in rapid transit in the CRD, which represents a long crescendo of studies and lobbying from stakeholders. In order to realize the goal of significantly raising transit mode shares in the region, it is crucial to prioritize the implementation of rapid and frequent transit corridors.

**Approach**

Considerable planning efforts are well underway related to rapid transit. This RTP echoes the importance of the rapid transit corridors, consistent with the plans laid out in the Transit Future plan, including:

- Implement rapid transit between the West Shore and Downtown Victoria in order to build ridership.
- Initiate studies for the other rapid transit corridors identified on the RMN, with a phased implementation.

## ACTION 6.4

**Prioritize and expand deployment of improved customer information systems including real-time transit information technologies.**

**Rationale**

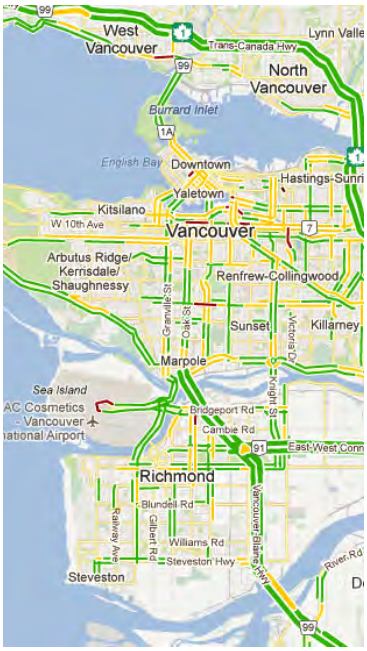
Providing riders and potential riders access to accurate and timely information about transit from which to make transportation decisions is imperative to maintaining and increasing ridership levels (Exhibit 4.14). Technology is advancing rapidly and there is an increasing demand from users to have access to real-time information that will inform them of current changes to schedules and routes, particularly on routes with long headways.

**Approach**

Work with BC Transit to identify the needs of current and future riders. Use this information as the foundation for future customer information systems. Utilise technological advancements as they become available and more cost efficient.

EXHIBIT 4.14

Google Maps real-time traffic conditions in Metro Vancouver




## ACTION 6.5

**Implement and report on Service Standards and Performance Guidelines that complement priorities outlined in the Transit Future Plan.**

**Rationale**

In order to determine where transit funding is allocated, existing Service Standards and Performance Guidelines need to be regulary reviewed and reported on. This will provide details on transit specific targets, and establish criteria as to where resources will be allocated to support transparent decision making.

**Approach**

Work with VRTC to fully implement Service Standards and Performance Guidelines. Monitor and report the Service Standards and Performance Guidelines on a regular basis.

| ACTION 6.6 | **Update the cost benefit analysis and overall economic benefits case for Light Rail Transit. Pending the outcome of cost-benefit analyses, advance the Light Rail Transit designs and funding strategies or pursue alternatives.** |
|---|---|
| Rationale | Consider Light Rail Transit (LRT) as a possible means to significantly curb pressure on auto infrastructure in high growth areas; transit visibility would be significantly improved and more compact development would be encouraged near stations. |
| Approach | The Victoria Regional Rapid Transit Project Business Plan was submitted to the Provincial Government in early 2011 and no decision has yet been made. Since then, the CRD and BC Transit Joint Task Force on Funding Options was completed in Fall 2012. The TAC should continue to advance these funding options as much as possible. If cost-benefit analysis is not favourable or no progress has been made by 2015, Bus Rapid Transit options should be investigated, aligning with the chosen LRT corridors and stations. |

| ACTION 6.7 | **Expand and enhance Salt Spring Island transit service. Refer to Priority Action 1.9** |
|---|---|
| Rationale | SSI has a popular transit system that provides access to alternative means of transportation for visitors and residents. Ridership has grown significantly over the past two years. |
| Approach | Expand the transit service in line with recommendations of the local transit service review. |

| ACTION 6.8 | **Establish local transportation service on the Southern Gulf Islands pending recommendations of feasibility studies. Refer to Priority Action 1.9.** |
|---|---|
| Rationale | SGI has no public local transportation service to provide alternative transportation options to visitors and residents. |
| Approach | BC Transit's initial pre-feasibility study to identify the viability of introducing public transit to SGI will be expanded upon to include all modes of transportation and to identify all existing transportation options. The study would move forward and identify gaps and recommend actions to be implemented based on financial considerations. |

| ACTION 6.9 | **Establish a working group with inter-regional and tourism-based transport service providers to coordinate and align convenient travel to and from major tourist destinations and gateways with transit and active transportation.** |
|---|---|
| **Rationale** | Improve the convenience of and reduce disincentives to multi-modal inter-regional travel by tourists. Provide multi-modal transportation options to and from major tourist destinations in the region to decrease tourist use of automobiles. |
| **Approach** | This task will involve considerable coordination with VRTC and Tourism Victoria's Transportation Committee, such that transit services are planned around arrival and departure/opening and closing times. Of particular importance is improving direct transit service to/from the airport, which includes meeting the needs of employees as well as travelers. Identification and discussion of the role private enterprise will have in regional transportation is a priority. |

# Regional Outcome Statement 7

## Existing regional transportation infrastructure is optimised and enhanced by new technology where appropriate.

One of the largest problems facing the CRD is increases in automobile travel and traffic congestion, particularly in the face of population growth that is shifting to outlying communities. This trend is putting significant pressure on the major east-west and north-south roadways and impacts the safety and efficiency of the network to move people and goods throughout the region.

Automobiles will continue to be a primary mode of travel and commercial vehicles are critical to the region's economy. However, adding road capacity through new infrastructure and roadway expansion is expensive and does not help to encourage sustainable travel choices. The costs of implementing a sidewalk, multi-use trail or cycle track ranges from $160,000 to $400,000 per kilometre compared to the costs of over $1 million per kilometre to widen a 2 lane arterial to 4 lanes.

The RTP focuses on managing congestion and travel demand by maximizing the existing road network through operations management, capacity enhancements, technology and new opportunities.

# Regional Outcome Statement 7 Actions

Priority Action

**ACTION 7.1** **Identify, prioritise and encourage the Province to implement solutions for highway interchanges in need of safety, efficiency and transit access reconfiguring to improve cyclist and pedestrian accommodation.**

**Rationale**

Support MoTI in addressing problematic interchanges and help raise regional multi-modal concerns with respect to interchange solutions that support the redistribution of mode share to active transportation and transit. There is particular concern around requirements for goods movement around the airport, primarily due to multiple large-scale distribution centres. A detailed analysis of the trade-offs required for the various interchange improvement scenarios has not yet been initiated.

**Approach**

The TAC will play a consultative role and help to advance the interests of regional and municipal interests, working closely with MoTI to develop solutions. For example, a Sayward Road working group was established (comprising representatives from MoTI, the District of Saanich, CRD, BC Transit and community associations) to recommend recent safety improvements at Highway 17 and Sayward Road. Many of the recommendations have subsequently been implemented. Subsequent interchanges that should be prioritized include:

- Patricia Bay Highway at Keating Cross Road: Full-movement interchange to improve goods movement.
- Patricia Bay Highway at Beacon Avenue: Goods movement demands expected to increase.
- Patricia Bay Highway at Haliburton Road: To manage congestion.
- Trans-Canada Highway at Admirals Road & McKenzie Avenue: Relieve demand on Wilkinson Road and traffic backups on the Island Highway to manage congestion.

**ACTION 7.2** **Through the Technical Advisory Committee, develop Key Performance Indicators for the Regional Multi-modal Network, agreed to through the exchange of Memorandum of Understanding.**

**Rationale**

The RMN division of jurisdiction between local and MoTI road networks requires that the local governments and MoTI work together to ensure the best multi-modal outcomes possible for the entire length of joint corridors. To ensure that the impact of projects on the RMN do not have negative consequences on other jurisdictional roads or discriminate against one or more transportation modes, a collaborative decision-making approach needs to be a priority.

MoTI roads link with municipal roads at key junctions, often resulting in increased congestion as large volumes of local traffic enter onto already busy roads. In order for the RTP to succeed, it is vital that MoTI and the various local jurisdictions work together to ensure that improvements along corridors are consistent. For example, in order for transit improvements along Douglas Street to be most effective, priority measures should extend through Victoria and MoTI jurisdictions. A target-based approach to corridors will identify where the pinch points are on corridors, regardless of which jurisdiction the piece of the corridor falls under.

**Approach**

The development of a transportation authority would provide the mechanism from which to allocate regional funds based on criteria and priorities established by the TAC. Targets would be set in-line with the delivery of funds and monitored. Target setting ensures that regional transportation investments are being allocated in a transparent manner and remain focused on key regional priorities.

MoTI roads have separate funding sources, so the regional funding would be used on the local networks only. However, it is expected that whenever MoTI funding and infrastructure improvements are made, consideration will be given to how local improvements can complement them. With MoTI taking an active role in the TAC, the region will be involved from the early stages in any plans and implementation projects. For example, a KPI could be established to limit road widening on the RMN for general purposes with expansion activities prioritized for transit, high-occupancy vehicles (HOVs), active modes and/or safety reasons.

| ACTION 7.3 | **Develop and implement a consistent way-finding strategy to enhance connectivity on roads and trails and to support clear navigation for all modes.** |
|---|---|
| **Rationale** | Developing a regional way-finding strategy encourages a regional approach to thinking about transportation and can help market more sustainable means of travel while also improving usability for visitors unfamiliar with the area. |
| **Approach** | Tourism should play a key role in defining this way-finding strategy This will require close collaboration with Tourism Victoria, who already signaled a strong interest in such an initiative. The strategy, however, should not be limited to tourist destinations but should also address goods movement, transit, the pedestrian realm and the bicycle network. The way-finding strategy should be well-integrated into the navigation and mapping functionality of the "one stop shop" website proposed in Action 8.5, and include defining region wide way-finding signage standards. |

| ACTION 7.4 | **Undertake a region-specific feasibility study on user pay strategies, such as road pricing, and how they will help influence travel choices.** |
|---|---|
| **Rationale** | The central goal of this action is to help minimize traffic congestion and encourage higher occupancy modes of travel, but it could also help raise much-needed revenue for improving access to SOV alternatives. |
| **Approach** | As the central goal of this action is to encourage higher occupancy travel, it is recommended that the user-pay strategies investigated include mileage-based usage fees or congestion pricing for high occupancy toll lanes. Under the latter scheme, vehicles meeting high occupancy requirements would either be charged a reduced toll or none at all. Due consideration should also be given to the revenue generation potential of different models, as discussed recently by work prepared by the Victoria Transportation Policy Institute for the CRD and BC Transit on Regional Transit Local Funding Options. |

**ACTION 7.5** **Apply and improve upon the existing transportation model and data collection program in line with changing regional priorities.**

Priority Action

**Rationale**

Since 1993 the CRD has maintained a Regional Transportation Model with updates every five years supported by relevant data acquisition programs. Over the last twenty years the Model has proven to be a valuable tool to forecast and assess the impacts of significant transportation and development proposals. The Model has been an important part of highway, rapid transit and corridor studies as well as regional growth and development strategies.

Active transportation and climate action strategies are now major components of regional transportation and development plans. This means developing model capabilities beyond measuring anticipated vehicle flows, travel times, congestion levels and transit ridership to include estimations of bike usage on proposed new facilities and outputs which can be directly used by GHG emission models. The model needs to continue to adjust to changing requirements for monitoring and reporting data.

**Approach**

In addition to the annual traffic count programs carried out every year and Origin-Destination Household Travel Surveys carried out every five years, CRD Regional Planning started a regular bike count program in 2011 as part of the PCMP implementation. To coordinate existing municipal and regional programs, Regional Planning is updating its transportation data protocol, identifying the types of data to be collected and arrangements for data sharing with municipal partners. Also, CRD Regional Planning will be working with municipalities and provincial agencies to develop sub-area and corridor models which will provide a greater level of local detail for area-specific operational plans.

Priority Action

**ACTION 7.6** **Establish an ongoing Goods Movement Committee to collectively address regional goods movement challenges.**

**Rationale**

By its nature, goods movement is a regional issue (Exhibit 4.15). As such, this action aims at taking a collaborative approach to tackling persistent regional goods movement issues.

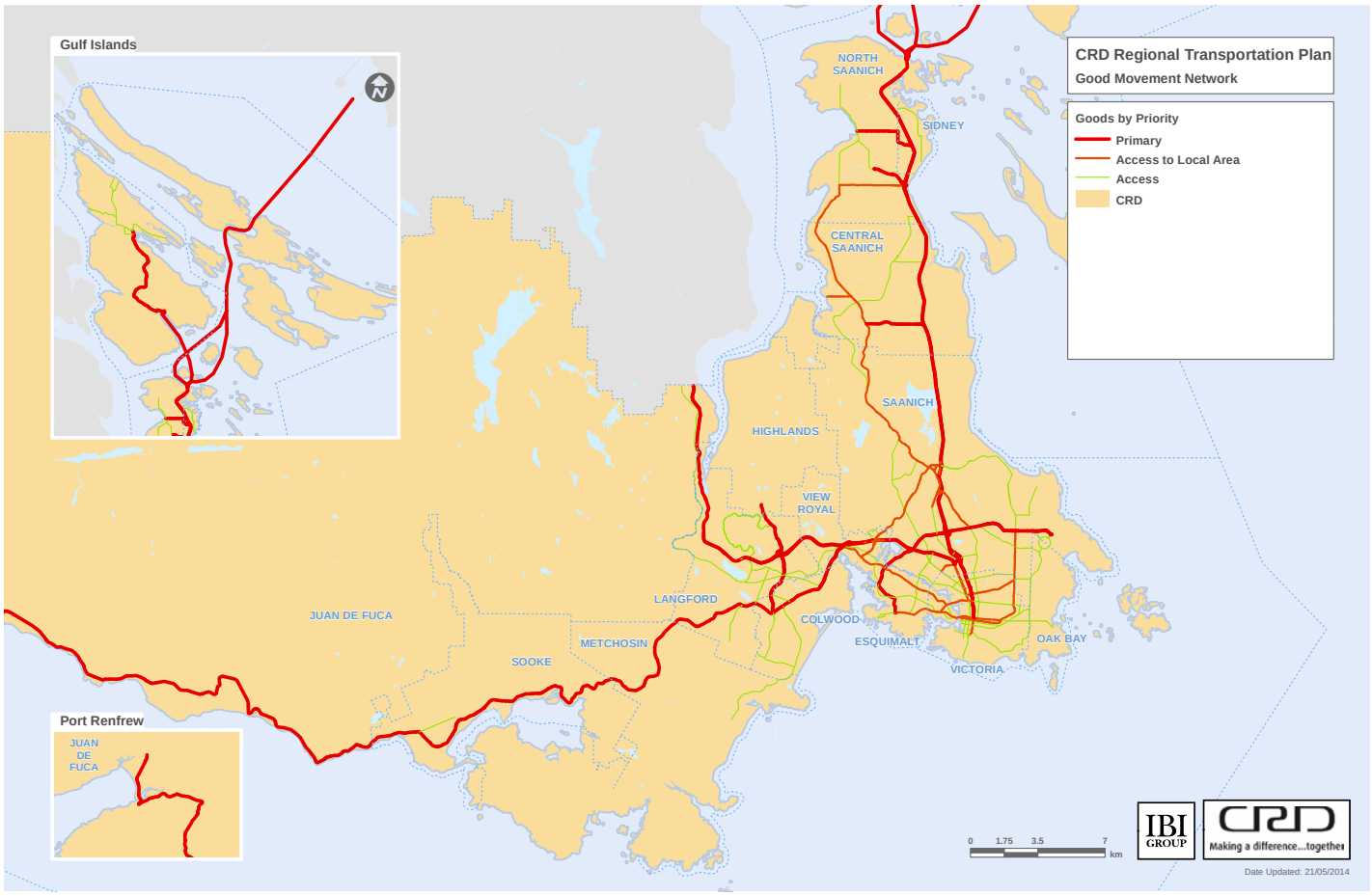
**Approach**

The aim of the committee will be to develop consensus around dealing with regional goods movement challenges. It is likely simplest to first draft a terms of reference through the TAC, to which parties of interest could then respond. Once established, the Goods Movement Committee should seek to involve key parties of interest, such as the Victoria Airport Authority and the BC Trucking Association.

Key issues raised through the course of developing this RTP, which should be addressed by this new committee, include:

- Establishing a common basis region-wide for regulating truck size and access restrictions;
- Auditing road geometry along RMN priority goods movement corridors;
- Undertaking an economic assessment for goods and service delays associated with congestion and increased frequency of transportation disruptions; and
- Disseminating best practices and other information such as route navigation aids.

EXHIBIT 4.15 Recommended Regional Multi-modal Network Goods Movement Priority Corridors




# Regional Outcome Statement 8

## Regional programs and initiatives provide residents and visitors with the tools, confidence and knowledge to use active transportation, public transit, car share, taxis, high occupancy vehicles and trip reduction measures.

The RTP intends to bring to the forefront the idea of premium customer service and travel for all modes. The concept being that in order to make alternatives to single occupant vehicle travel attractive enough to leave the car at home, there needs to be a comprehensive suite of infrastructure, support programs and education available to residents and visitors. This is what is known as Transportation Demand Management (TDM).

By offering a wide range of policies, programs and services aimed at influencing how, why, when and where we travel, we are more likely to induce more sustainable travel behaviour.

Several examples of TDM programs are already in place in the region:

- **U-Pass:** A discounted transit pass that all university and college students purchase, which is currently in place at the University of Victoria, Royal Roads University and Camosun College. This program was first introduced in 1999.
- **BC Transit passes**: Various discounted transit pass programs exist, including:
  - **ProPass**: Employers offer their employees the opportunity to purchase a discounted annual transit pass through payroll deduction.
  - **YouthPASS**: Discounted monthly transit pass for high school age youth.
  - **Developer pass program**: A transit program where, through a contract with BC Transit, a land developer can offer discounted transit passes for residents.
- **Carsharing**: The Victoria Car Share Cooperative offers members access to 23 vehicles throughout Victoria, Saanich, Oak Bay and Esquimalt. The 600 plus members share the costs of these vehicles and do not pay for gas, maintenance, parking or insurance.
- **Formalized Carpooling**: Jack Bell Ride-Share owns a fleet of vehicles that are available for commuting to Victoria from Nanaimo, Duncan, Cowichan Bay, or Mill Bay.

While the examples above have made impacts in the region, for the most part, TDM programs, incentives and services are “one offs”, meaning they lack regional support and coordination and are often rolled out for limited audiences. The following actions contained in the RTP aim to bring the convenience of regional multi-modal travel to the next level. By stitching together these and other initiatives, users will benefit from seamless and convenient access to SOV alternatives, particularly through new technologies and infrastructure that promote more sustainable travel behaviour in the region.

# Regional Outcome Statement 8 Actions

**ACTION 8.1** **Establish and implement a region wide Transportation Demand Management program, including a marketing and branding strategy to support businesses, institutions, local governments and government agencies in implementing policies and initiatives.**

Priority Action

**Rationale**

In order for TDM to be implemented effectively, a program needs to be resourced and marketed consistently across the region. By rolling out a series of high profile and attractive TDM initiatives available to residents, businesses, government agencies and institutions, the region can help to transition travel away from the single occupant vehicle.

**Approach**

A TDM program, offered through the CRD, would be designed to support, coordinate and accelerate partnerships among the community. Programming would be decided upon by the TAC. In addition to TDM programs and incentives, this action also includes strategic marketing activities such as the development of a comprehensive sustainable transportation website portal.

**ACTION 8.2** **Undertake workplace and institutional incentive programs aimed at decreasing congestion at peak hours and increasing employee use of active transportation and public transit.**

**Rationale**

Much research and many studies have been undertaken on the benefits that workplace and institutional incentive programs can have on shifting travel behaviour and decreasing peak hour congestion. There are numerous examples of pilot programs. Now, it is time to take action and roll out these successful programs to small business associations, large employers and public sector institutions.

**Approach**

Incentive programs are a part of Action 8.1 above and will include activities such as flexible working hours, work from home, bike share, condensed work weeks, subsidised transit passes, provisions for end-of-trip facilities (showers, safe bike lock-ups), car share memberships and new employee travel guides.

**ACTION 8.3** **Partner with other agencies to develop, investigate and deploy, if financially feasible, a region-wide Mobility Pass or Smart Card for residents and tourists that provides seamless integration between transportation modes (i.e. ferries and bus transit on one pass).**

**Rationale**

Around the world and close to home, multi-transportation smart cards are being deployed to enhance mobility between modes. Essentially, it is recognized that in order to make it easy for people to use multiple modes of travel to get to a destination, they need to be able to do so in a seamless and integrated fashion.

**Approach**

Often mobility cards start with a basis of public transit, and then add on other options like taxi cabs, car share, bike rentals, or ferry and train fares. The CRD would work with BC Transit and a variety of transportation service providers to pilot a Mobility Pass program.

**ACTION 8.4** **Through the Transportation Demand Management program, establish and expand partnerships with car-sharing operators to increase coverage into all sub-areas of the region.**

**Rationale**

Currently car sharing is limited to four municipalities in the core area where density and transportation options, such as transit and cycling, are more extensive. There is interest for such services in communities like Langford, Sidney and Salt Spring Island. By improving access to car-sharing across the region, many households will have the option of forgoing primary or secondary automobile ownership and using other modes.

**Approach**

Opportunities include working with local governments on infrastructure provisions such as dedicating priority on-street parking locations to car-share vehicles. Other options may include changes to development planning processes that allow reductions to the minimum parking requirements in exchange for such initiatives as dedicated car-share parking spaces, regional marketing activities, programs for low-income households or capital investments for fleet expansion.

**ACTION 8.5** **Develop and maintain a comprehensive web portal for regional travel information, including a multi-modal journey planner and news on regionally significant transportation projects.**

Priority Action

**Rationale**

Currently residents and visitors are required to investigate numerous sources to access travel options and transportation information. By developing an attractive, easy-to-use web portal for the region in one location, it will make it easier to navigate current transportation issues and opportunities (Exhibit 4.16).

**Approach**

The portal can be developed in-house by the CRD and should span regional travel information such as transit, car-sharing, traffic updates (ferry advisories, construction detours, parking availability and cost) and other TDM resources. In parallel, this will involve developing a multi-modal regional journey planner and commercial travel information.

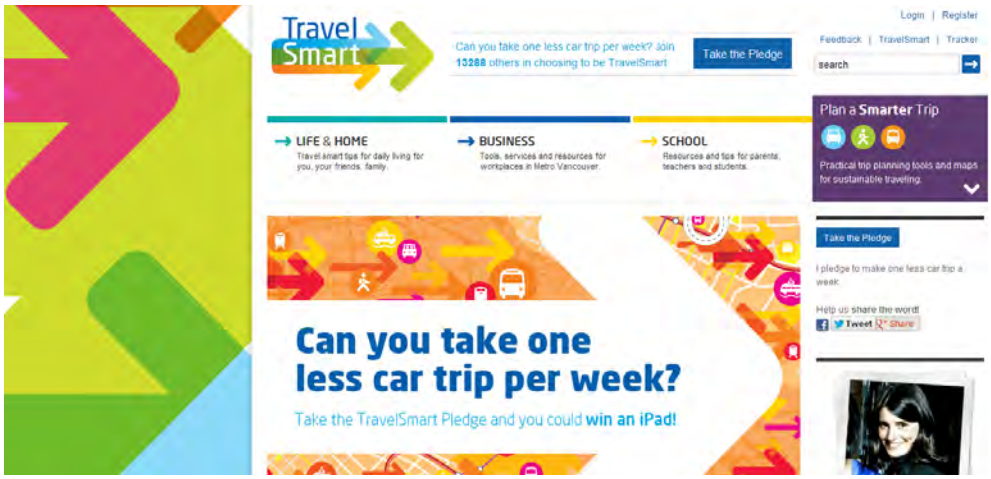



EXHIBIT 4.16

TravelSmart is a website full of information to help in Metro Vancouver residents, visitors, business and students choose more environmentally-friendly modes of travel.

**ACTION 8.6** **Identify partnership opportunities to accelerate Active and Safe Routes to Schools (ASRTS) programs.**

**Rationale**

Within the PCMP, it was recognized that in order to make significant improvements to the safety and health of children, continued emphasis needs to be placed on travel support and educational programs. Under this action, the CRD would take a leadership role to identify partners and implement ASRTS programs.

**Approach**

Over the past decade, there have been a number of non-profit and parent groups working in partnership with municipalities, police forces and school districts on ASRTS-related programs. In Vancouver, the Hub for Action on School Transportation Emissions (HASTe) has created a successful model and demonstrated significant success. This action is intended to echo calls for the CRD to take the lead in accelerating continued ASRTS programs in partnership with community agencies.

EXHIBIT 4.17

The Greater Victoria Bike to Work (GVBTW) Society organizes the annual Bike to Work Week event, which had over 7,000 participants in 2012.




Photo: Corey Burger

## ACTION 8.7

**Fund existing programs such as Bike to Work Week and Commuter Challenge, and identify new events and initiatives to promote active transportation.**

**Rationale**

There are a number of existing successful programs that encourage residents to take part in active transportation.

**Approach**

By partnering with organizations, business associations, municipalities and institutions, the CRD can lend financial support to encourage innovative festivals, events and forums that increase participation in active transportation (Exhibit 4.17).

## ACTION 8.8

**Offer pedestrian and cycling skills courses for residents.**

**Rationale**

To help increase cycling rates and instill a better understanding of and compliance with safe operations in an integrated transportation system, the CRD's PCMP recommends education for residents of all ages. By expanding education programs such as skills courses, the CRD will be able to encourage more cycling and improve transportation safety by reducing conflicts (Exhibit 4.18).

**Approach**

Work with school districts, non-profit organizations and the private sector to deploy cycling skills courses to residents, including youth and seniors, across the region. Potential opportunities exist to integrate cycle and pedestrian training in the school curriculum and support emerging programs such as Right to Bike BC.




EXHIBIT 4.18

Ride On! Cycling Skills courses in the Capital Regional District help participants understand the rules of the road.

**ACTION 8.9** **Organize training of CRD and municipal/electoral area staff in best practices of facility design.**

| | |
|---|---|
| **Rationale** | There is an opportunity to enhance safety through continually improving the design of transportation infrastructure, in line with constantly evolving best practices and standards. This includes transit, cycling, walking and driving infrastructure and amenities. |
| **Approach** | Some municipalities are well-resourced while others can use further support. Under this action, the CRD could organize, host and support training and development opportunities for municipal staff, developers, designers and decision makers that support advances in facility design. There have been numerous examples of this type of co-operative education and training in the past. Under this action, programs would be enhanced to support a variety of rural and urban issues and topics. |

## Other Actions Discussed

There were a number of additional suggestions received through general consultation activities. Topics included emergency access alternatives, commuter rail services, revision of technical design guidelines and private shuttle bus programs. These were considered outside of the scope of the RTP. Some of these may be identified as individual stand alone projects at a future date.

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# 5. Implementation

This section outlines the strategies to implement the actions of the Regional Transportation Plan (RTP). It includes a discussion of governance and partnerships and assessment of timing, as well as broad cost implications, funding needs and next steps.

## 5.1 A Partnership Opportunity

One of the challenges of implementing the RTP is that responsibilities for existing and future infrastructure corresponding to regional needs are divided among the Province, municipalities and Capital Regional District (CRD). With the exception of regional multi-use trails, the CRD does not operate or maintain transportation infrastructure. This means that, for the RTP to achieve its full potential, multiple partners need to work together to further develop, fund and implement the corresponding actions.

Under current governance arrangements, advocating for regional multi-use (pedestrian and cycling) trails is the role most often associated with the CRD. For other transportation services (including public transit and the arterial road network), the CRD's role is predominately that of a community stakeholder, leading or participating actively in strategic planning, consultation and collaboration.

Current governance arrangements for transportation and land use in the CRD are such that no one agency has direct authority for establishing, funding or implementing regional transportation priorities. Decisions concerning land use adjacent to major transit/transportation corridors are influenced by the region through the RSS and subsequent municipal regional context statements. The CRD Board has repeatedly promoted a change in governance that would impart the CRD with leadership and authority for transit and transportation decisions affecting the region.

Exhibit 5.1 (Derived from Appendix 4 of CRD Staff Report, June 15, 2011) summarizes the current governance arrangements for transportation and land use in the CRD. For the purpose of defining the current structure, roles are categorized as: primary (most influential, often through outright authority); cooperative (influential through collaboration and funding contributions); and consultative (least influential, reliant on indirect authorities and goodwill).

EXHIBIT 5.1 Current Transportation and Land Use Governance in the Capital Regional District

| | MOTI | CRD | BC TRANSIT | MUNICIPALITIES |
|---|---|---|---|---|
| **Provincial Highways** | **Primary Role**<br>Planning, design, standards & priority setting<br>Operation/Maintenance<br>Regulation, Oversight & Funding | **Consultative Role**<br>Principally through planning initiatives to achieve sustainable transportation goals for the region | **Cooperative Role**<br>For transit operating on provincial highways e.g., coordinate planning, transit priority measures and cost sharing | **Cooperative Role**<br>For arterial intersections and interchanges |
| **Regional Arterial Roads** | **Cooperative Role**<br>Planning for integration of highway network with local road networks | **Consultative / Cooperative Role**<br>Principally through strategic planning initiatives e.g., corridor study, RGS, RSS, Pedestrian and Cycling plans | **Cooperative Role**<br>For transit operating on municipal arterial roads | **Primary Role**<br>Planning, design, standards & priority setting<br>Operation/Maintenance<br>Regulation, Oversight & Funding (tax base, dc's & government grants) |
| **Regional Transit Network** | **Cooperative Role**<br>For transit operating on provincial highways<br>Contribution of capital and operating funds | **Consultative / Cooperative Role**<br>Principally through strategic planning initiatives e.g., RGS, RSS, Pedestrian and Cycling plans | **Primary Role**<br>Planning, design, standards & priority setting<br>Operation/Maintenance<br>Regulation/Oversight<br>Set budgets, service levels & fares | **Cooperative Role**<br>Principally through transit route planning initiatives, maintenance of bus stops and shelters & property tax contributions to transit operating |
| **Regional Multi-Use Trails** | **Cooperative Role**<br>Leases Galloping Goose right of way to CRD | **Primary Role**<br>Planning, design, operation, maintenance, regulation, oversight and funding of trail system (Galloping Goose, E & N Trail, and parts of the Lochside Trail) | **Cooperative Role**<br>Makes use of trails for rapid transit (e.g., Galloping Goose) and commuter rail services (e.g., E & N Trail) | **Cooperative Role**<br>Principally through Community and Local Area Planning, and by maintaining trail sections on municipal roads |
| **Land Use Adjacent to Regional Corridors & Network Nodes** | **Consultative Role**<br>Principally through policy guidelines and approvals of development applications adjacent to highway corridors | **Primary Role**<br>Principally through land use and transportation policy planning, RGS and EA OCPs | **Consultative Role**<br>Principally through transit supporting land use policies recommended in transit plans | **Primary Role**<br>Principally through approval authorities set out in Official Community Plans, zoning bylaws, municipal property taxes & development contributions |

## Proposed Role

The CRD's preferred governance direction involves a transportation authority to address regional transportation issues and to facilitate the implementation of the recommendations of the RTP. Emphasis would be placed on the implementation of regional transportation priorities through performance-based metrics and agreed-upon targets established in consultation with partners.

It is proposed that the CRD's mandate would be expanded to include the following three roles with respect to regional transportation:

### 1) The CRD, through a partnership model, serves as the lead and coordinating body for regional transportation planning and operational delivery

Responsibilities for existing and future infrastructure corresponding to regional needs are divided among the Province, municipalities and CRD. Therefore, in order for the RTP to achieve its full potential, multiple partners need to work together to further develop, fund and implement the actions corresponding to their jurisdiction.

### 2) The CRD Board assumes leadership and authority for regional transportation priority setting and decision-making

Discussion and prioritization of regional transportation issues and projects is difficult under the current governance structure. There is a need to establish a single effective forum to bring forth issues, ideas and projects which can then be prioritized and put forward for funding. This forum needs to have a regional perspective and the CRD Board is best positioned to provide this perspective.

### 3) The CRD Board serves as the authority for managing regional transportation funding and raising transportation capital

A status quo scenario would see a continuation of individual local governments undertaking projects within their own areas. This approach tends to favour smaller, less costly projects that can be funded within the envelopes established for each local jurisdiction. Larger regionally significant projects are more difficult to advance under this funding structure. An approach involving greater pooling of resources would significantly accelerate the implementation of much needed regional transportation initiatives.

Through changes in governance, the CRD, in partnership with the Province and local governments can provide a leadership role in the implementation of the RTP and initiatives and projects stemming from this plan while respecting local and provincial autonomy and ownership of infrastructure.

## Proposed Structure for a Transportation Service Authority

The proposed structure for a transportation service authority builds on the services that the CRD Board is already providing. For example, the CRD is currently responsible for parts of the transportation system including the regional trail network and local transit on Salt Spring Island (established through a service agreement).

A fundamental principle of the proposed governance structure is that it would need to support the multi-modal nature of the RTP and therefore be able to address issues related to any mode including walking, cycling, transit, car travel and goods movement. The structure would also need to facilitate the full integration of transportation and land use planning.

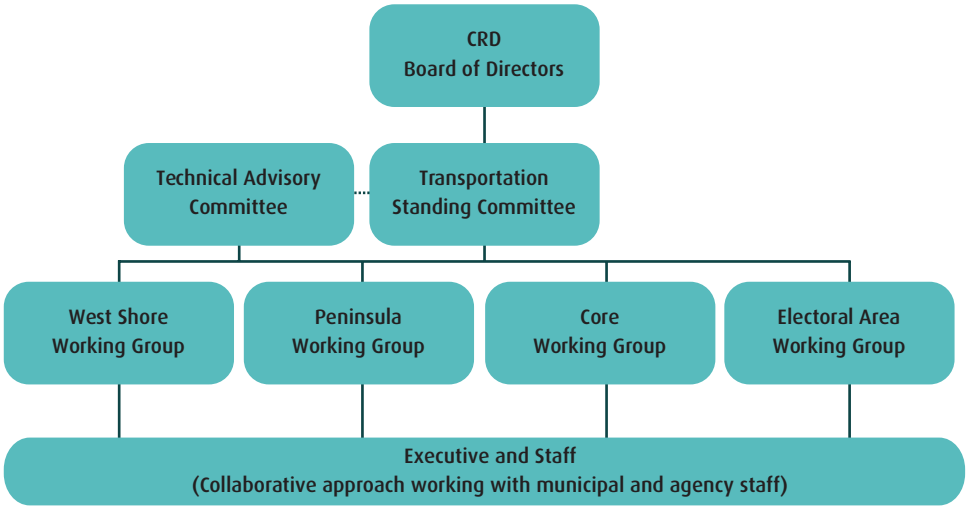
Existing and proposed CRD transportation assets, facilities and services, such as Regional Trails, EA Transit Service Agreements and local docks, would be consolidated into one service area under the service authority.

With respect to transit, formal consultation and engagement with the region will be embedded in the existing Victoria Regional Transit Commission (VRTC) model as a result of recommendations from the BC Transit Independent Review. Staff from the CRD and BC Transit will work together to draft a MOU outlining the consultation and engagement process. Therefore, transit would not fall under the transportation service authority mandate except as it relates to the consideration of multi-modal transportation issues. Victoria Regional Transit System projects and initiatives would not be eligible for regional funds under the transportation service authority.

## Establish a Transportation Standing Committee

The above objectives can be achieved through an expansion of the CRD Board's role as it relates to transportation. As outlined on Exhibit 5.2, this could be achieved through the establishment of a Transportation Standing Committee (TSC). The role of the TSC would be to bring decisions forward for Board approval. By way of the TSC, the CRD Board would be vested with authority to define regional transportation priorities, make transportation investment decisions, manage transportation funding and raise transportation capital. It is also proposed that the TSC would establish sub-area working groups to discuss and report on specific localised priorities and initiatives, where appropriate. These working groups could be aligned by the different geographic areas of the CRD as shown on Exhibit 5.2.

**EXHIBIT 5.2** Potential Transportation Committee and Working Group Structure




## Establish a Technical Advisory Committee

In parallel, a Technical Advisory Committee (TAC) would be established. The TAC would report to the TSC. Membership would consist of local governments, MoTI and BC Transit. Membership could also include, or draw on, representatives from other non-governmental organizations. The TAC would have a mandate to guide and in some cases, undertake RTP actions, supported by CRD executives and staff. The chair for the TAC would ideally be appointed from within its membership. Similar to the TSC, the TAC could choose to establish specific working groups to address issues by geography, mode, service area or funding pool. For example, a working group on goods movement could be established. The roles and responsibilities of all parties will be identified in the implementation plan.

## Evolutionary Approach

The transportation service would be established to allow for increasing regional authority in regional multi-modal transportation, aligning with the CRD Board's direction and changes in transportation. An evolutionary process has been identified whereby the transportation service would be created according to the following steps:

1. Consolidation of all existing transportation planning functions within the CRD under one transportation service;
2. Expansion to include functions specifically identified within the RTP such as Travel Demand Management; and
3. Expansion to include a stronger governance role in transit.

This phased approach will allow the role of the authority to expand to include additional functions over time in line with Board priorities and availability of resources.

## 5.2 Funding Context

Total transportation-related capital investments and operating expenditures by the CRD and its municipalities is difficult to determine, given reporting differences among municipalities.

Based on a small sample of municipal financial reports, recent annual capital expenditures on transportation were in the range of $200 per capita and annual operating expenditures are estimated around $230 per capita. Extrapolating out to all CRD local governments, this translates to roughly $72 million in annual capital costs and $83 million in annual operating costs. These totals address current programs, but not funding requirements that would be associated with rapid transit.

### Gas Tax Allocation

The Federal Government initiated the Gas Tax Rebate Program in 2005, allocating 5 cents per litre to support environmentally sustainable priorities and projects. At the time, the program would distribute over $5 billion across Canada over a 10 year time period. Allocations of the $636 million reserved for the province of British Columbia (BC) were laid out in an agreement between the federal and provincial governments and the Union of BC Municipalities (UBCM), approved in September 2005. The agreement covered two funding periods: 2005-2010 and 2010-2015. The Gas Tax agreement has recently been renewed with major amendments. Money that had been allocated to Regionally Significant Project Funds now flows directly to local governments.

### Funding for a Service Authority

The transportation service authority model would draw from the Strategic Priorities Fund (SPF), local government Community Works Funds and re-purposed funding sources. In addition, it is expected that by coordinating funding requests which have consensus backing, the success rate of attracting senior government funding will be greater.

Subject to further analysis, the transportation service authority model would draw from the following sources:

- Existing operating budgets within the CRD Planning and Protective Services and CRD Parks departments for operational costs.
- SPF to create a regional pool from which to co-fund with local government projects. Contributions to capital and program costs would be based on performance-based metrics.

- In-kind contributions of staff time by agencies or project partners through participation on the TAC.
- Existing capital budgets and Community Works Fund gas tax of project partners allocated to regionally significant projects through contribution to capital and program costs based on performance-based metrics.
- Leveraged regional and local partner funds through the new regional transportation service authority (TSC and Board); advocating with one common voice to increase senior government capital contributions to regionally significant projects.
- Local government Community Works Fund allocations

## Acting Under the Status Quo

The Province, BC Transit and local governments will continue to own, operate and maintain the majority of infrastructure comprising the Regional Multi-modal Network (RMN). Under status quo, the CRD's work with these partners to advance the actions in the RTP would be limited to a planning and policy support role as per its existing Regional Information Service (RIS) mandate as well as a management role for regional trails under the CRD Parks and Environmental Services mandate. Projects of regional significance which cross local government jurisdictions would need to be funded with municipal funds. Cost divisions would have to be done on a case by case basis between local governments. This course of action would result in significantly fewer actions being implemented and would only achieve part of the regional vision for transportation (Exhibit 5.3).

Under the status quo, the CRD would work in a supportive role with partners to jointly:

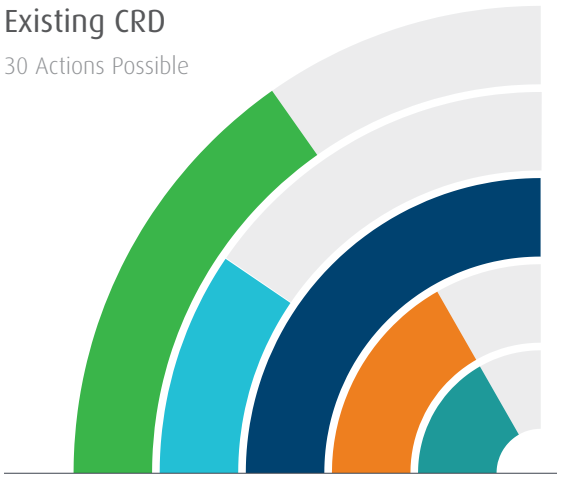
- Advance the vision, principles, outcomes and associated actions to address regional transportation needs;
- Collaborate on priorities and actions;
- Set policies in support of regional transportation strategies in the Regional Sustainability Strategy (RSS);
- Undertake supporting studies and data collection to further develop specific strategies or actions;
- Coordinate potential funding streams related to supporting regional transportation initiatives; and
- Advance infrastructure improvements corresponding to the RMN.

**EXHIBIT 5.3 Capacity Comparison of the Existing CRD versus the Transportation Service**

## Transportation Authority

### Existing CRD

30 Actions Possible

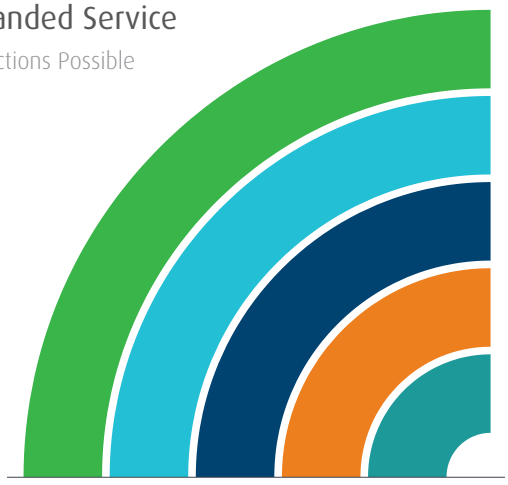


Themes

| | |
|---|---|
| 56% | Integrating Land Use and Transportation |
| 29% | Creating Exceptional Environments for Walking and Cycling |
| 100% | Taking Transit to the Next Level |
| 67% | Getting the Most out of Roads and Trails |
| 67% | Influencing Travel Behaviour |

### Expanded Service

47 Actions Possible



Themes

| | |
|---|---|
| 100% | Integrating Land Use and Transportation |
| 100% | Creating Exceptional Environments for Walking and Cycling |
| 100% | Taking Transit to the Next Level |
| 100% | Getting the Most out of Roads and Trails |
| 100% | Influencing Travel Behaviour |

# 5.3 Regional Needs

Exhibit 5.4 describes the key components of the RTP Outcomes Statements and Actions Table. The exhibit identifies the actions as well as the implementation timeline, required authority and required resources to implement each action. Exhibit 5.5 summarizes the strategies and actions detailed in section 4 of the RTP.

**EXHIBIT 5.4 RTP Outcome Statements and Actions Timeline, Structure and Resources Explanation Chart**

| IMPLEMENTATION TIMELINE | | | AUTHORITY | | RESOURCES TO IMPLEMENT | | |
|---|---|---|---|---|---|---|---|
| 1 to 5 years | 5 to 10 years | Over 10 years | Existing RIS | Transportation Service | Mechanism | Staff | Operation Capital and/or Program Costs |
| Actions that are likely to extend through multiple time frames are denoted with > symbol | | | Identifies what can be done under the existing CRD Regional Information Service. Largely a policy and high level planning role | Identifies the regional transportation service required to advance the implementation of the full realm of actions. This structure uses a collaborative approach to work with partners to advance regionally significant transportation priorities. | Identifies what is required to implement the action in terms of programs, policy, legislation, guidelines and studies | Identifies the requirement for staff | Identifies the requirement for operating and or capital costs for specific actions |

# RTP Outcome Statements and Actions Table

Priority Actions

**Existing CRD Mandate:** What can be done by the CRD under its existing regional information service authority.
**Expanded Transportation Service** - Providing a stronger regional role that allows for leveraging of provincial and federal funding as well as a regional funding program for significant projects in line with approved RTP priorities.TAC would determine and set priorities
**Additional staff** would be required to implement new functions outside of the scope and existing transportation functions of the CRD.

| THEME | OUTCOME STATEMENT | | ACTIONS | Implementation Timeline | | | Authority | | Resources to Implement | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | 1 to 5 Years | 5 to 10 Years | Over 10 Years | Existing CRD | Transportation Service | Mechanism | Staff | Operating/Capital and/or Program Costs |
| INTEGRATING LAND USE AND TRANSPORTATION | 1 | **Movement between communities, mobility hubs and major destinations is facilitated through a Regional Multi-modal Network (RMN) of transportation corridors.**<br><br>This means:<br>• Alignment of local, transit and provincial plans<br>• Prioritising intra-regional transportation<br>• Speaking as one voice and implementing programs and initiatives on regional transportation priorities through a Regional Transportation Advisory Committee | 1.1 Establish a regional transportation authority and funding service to facilitate improvements to the RMN, implement demand management programs, influence land use adjacent to regionally significant transportation corridors and mobility hubs, and advocate for and source federal and provincial funding. | X | | | | X | Legislative Authority | X | Capital and Operating Costs |
| | | | 1.2 Incorporate the RMN into all relevant future regional plans, OCPs, local area plans and local transportation plans. | X | > | > | | X | RSS, RCS, OCP Legislation (Transportation plans) | | |
| | | | 1.3 Establish an ongoing TAC to identify RMN priorities, coordinate complementary local planning activities and implement priority projects through the new regional funding framework. | X | > | > | X | X | New Committee and Decision Making Authority | X | Capital and Operating Costs |
| | | | 1.4 Develop and implement a MMLOS model and determine targets for all RMN corridors to balance trade offs between modes. | X | | | X | X | Expand RT Model | X | Operating Costs |
| | | | 1.5 Establish, monitor and report on KPIs | X | | | X | X | New Study and Reports | X | Operating Costs |
| | | | 1.6 Base the new regional funding framework for improvements on the RMN off approved MMLOS and KPIs. | X | > | > | | X | New Program | X | Capital Costs |
| | | | 1.7 Through the TAC, take an active role in regional public consultation strategies around transportation projects affecting RMN corridors. | X | > | > | | X | New Public Engagement Activities | X | Operating Costs |
| | | | 1.8 Undertake a risk assessment of critical transportation services and infrastructure in the RMN related to potential impacts of a changing climate. | X | | | X | X | New Risk Assessment | X | Operating Costs |
| | | | 1.9 Conduct a service review of transportation in the SGI and SSI, including the identification of alternate water-based links and associated infrastructure requirements. | X | | | X | X | New Study | X | Operating Costs |
| | | | 1.10 Expand the Car Stop rideshare program for rural sections of the RMN. | X | > | > | | X | New program | X | Capital Costs |

EXHIBIT 5.5 RTP Outcome Statements and Actions Table (2 of 5)

| THEME | OUTCOME STATEMENT | | ACTIONS | Implementation Timeline | | | Authority | | Resources to Implement | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | 1 to 5 Years | 5 to 10 Years | Over 10 Years | Existing CRD | Transportation Service | Mechanism | Staff | Operating/Capital and/or Program Costs |
| INTEGRATING LAND USE AND TRANSPORTATION | 2 | **Mobility Hubs align with the Regional Sustainability Strategy and provide people with access to housing, employment, services, amenities and transportation choices at a local, sub-regional and regional scale.**<br><br>This means:<br>• Alignment of transportation with RSS settlement typologies<br>• Offering transportation choice and transfers in one location<br>• Facilitating connectivity between modes and between regional and local transportation networks. | 2.1 Incorporate Mobility Hubs into all relevant future regional plans, OCPs, local area plans and local municipal transportation master plans. | X | > | > | X | X | RSS, RCS (OCPs) Legislation transportation plans | X | |
| | | | 2.2 Prepare Mobility Hub guidelines to inform planning and development, ensuring integration of new technology such as electric vehicle infrastructure. | X | | | X | X | New Guide | X | Operating Costs |
| | | | 2.3 Fund municipalities to develop detailed master plans for each Mobility Hub. | X | > | | | X | New Funding Agreements | X | Program Costs |
| THEME | OUTCOME STATEMENT | | ACTIONS | Implementation Timeline | | | Authority | | Resources to Implement | | |
| | | | | 1 to 5 Years | 5 to 10 Years | Over 10 Years | Existing CRD | Transportation Service | Mechanism | Staff | Operating/Capital and/or Program Costs |
| INTEGRATING LAND USE AND TRANSPORTATION | 3 | **Transportation and land use planning tools are integrated at the local and regional levels.**<br><br>This means:<br>• Preserving local decision making in land use and using an agreed upon performance based system to achieve regional goals<br>• Providing tools reflective of regional transportation goals to help guide local decisions<br>• Shaping land use and urban structure to achieve more sustainable transportation patterns | 3.1 Establish land use and transportation functions for Growth Centres in the RSS that support frequent and rapid transit corridors. | X | | | X | X | RSS, RCS. OCPs | X | RSS Program Costs |
| | | | 3.2 Promote land use policies that more evenly distribute the jobs to workers ratio within the CRD four sub-regions (Core, West Shore, Saanich Peninsula and Gulf Islands) in accordance with the settlement patterns identified in the RSS. | X | > | | X | X | RSS, RCS, OCPs | X | |
| | | | 3.3 Through the TAC, identify, protect and manage existing and future transport sites and corridors such as E&N, rights of way along RMN corridors and water access points. | X | > | > | | X | New Program | | Capital and Operating Costs |

## EXHIBIT 5.5 RTP Outcome Statements and Actions Table (3 of 5)



| THEME | OUTCOME STATEMENT | | ACTIONS | Implementation Timeline | | | Authority | | Resources to Implement | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | 1 to 5 Years | 5 to 10 Years | Over 10 Years | Existing CRD | Transportation Service | Mechanism | Staff | Operating/Capital and/or Program Costs ** |
| CREATING EXCEPTIONAL ENVIRONMENTS FOR WALKING AND CYCLING | 4 | **Cycling is an appealing, safe, convenient and viable transportation option for residents and visitors.**<br><br>This means:<br>• Making cycling accessible to riders of all skill levels on and off road.<br>• Facilitating enhanced tourism and recreation. | 4.1 Implement PCMP, PCMP-SSI Edition, SSI-CMP and SGI-CPT recommended cycling facilities and amenities. | X | > | > | | X | PCMP New Program | X | Capital and Operating Costs |
| | | | 4.2 Enhance existing regional trails and continue to fund the expansion of new trails, in line with the PCMP design guidelines, with a focus on connectivity. | X | > | > | | X | PCMP, RPSP | X | Capital and Operating Costs |
| | | | 4.3 Expand and harmonize regional cycling data collection program. | X | > | > | X | X | New Project | X | Operating Costs |
| | | | 4.4 Identify and market cycle tourism in the region. | X | | | | X | New Project | X | Capital and Operating costs |
| **THEME** | **OUTCOME STATEMENT** | | **ACTIONS** | **Implementation Timeline** | | | **Authority** | | **Resources to Implement** | | |
| | | | | 1 to 5 Years | 5 to 10 Years | Over 10 Years | Existing CRD | Transportation Service | Mechanism | Staff | Operating/Capital and/or Program Costs |
| CREATING EXCEPTIONAL ENVIRONMENTS FOR WALKING AND CYCLING | 5 | **Walking is an increasingly popular and desirable mode of transportation that is supported by safe, convenient and accessible pedestrian infrastructure.**<br><br>This means:<br>• Supporting local municipalities/EAs in improving pedestrian connectivity and accessibility. | 5.1 Produce a series of walkability maps, in partnership with local governments, to be used as a tool to encourage walking as an everyday mode of transportation. Maps will showcase sidewalks, separated trails and pathways, and emphasize connectivity between key land uses and multiple modes. | X | | | X | X | New Project | X | Operating Costs |
| | | | 5.2 Fund pedestrian realm audits at mobility hubs and other key locations on the RMN or as identified in the local government transportation studies. | X | > | > | | X | PCMP New Program | X | Program Costs |
| | | | 5.3 Through the TAC, work with advocacy groups and existing accessibility advisory committees within the region to identify areas on the RMN in need of improvements for people with mobility challenges. This information will inform the pedestrian realm audits. | X | > | > | X | X | New Initiative | X | Operating Costs |

## EXHIBIT 5.5 RTP Outcome Statements and Actions Table (4 of 5)

| THEME | | OUTCOME STATEMENT | ACTIONS | Implementation Timeline | | | Authority | | Resources to Implement | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | 1 to 5 Years | 5 to 10 Years | Over 10 Years | Existing CRD | Transportation Service | Mechanism | Staff | Operating/Capital and/or Program Costs |
| TAKING TRANSIT TO THE NEXT LEVEL | 6 | **Public transit is a preferred choice, attracting new riders through comfortable, safe, accessible and convenient service.**<br><br>This means:<br>• Giving all municipalities and EA's a greater say in transit<br>• Routing and scheduling decisions will be made based on established guidelines and standards.<br>• Implementing transit improvement plans<br>• Ensuring due diligence is undertaken before investing operating and capital funds | 6.1 Embed formal consultation and engagement processes with the region in the VRTC model. | X | | | X | Independent Review of BC Transit | VRTC | X | Operating Costs |
| | | | 6.2 Implement transit priority measures for all RMN priority transit corridors. | X | > | > | X | The current VRTC service model would remain with consultation and engagement with the region to be embedded in to the VRTC model. | VRTC | X | Operating Costs |
| | | | 6.3 Implement the Transit Future Plan, prioritising the Rapid and Frequent Transit Networks. | | X | > | X | | VRTC | X | Operating Costs |
| | | | 6.4 Prioritize and expand deployment of improved customer information systems including real-time transit information technologies. | | X | | X | | VRTC | X | Operating Costs |
| | | | 6.5 Implement and report on Service Standards and Performance Guidelines that complement priorities outlined in the Transit Future Plan. | X | | | X | | VRTC | X | Operating Costs |
| | | | 6.6 Update the cost benefit analysis and overall economic benefits case for Light Rail Transit. Pending the outcome of cost-benefit analyses, advance the Light Rail Transit designs and funding strategies or pursue alternatives. | X | | | X | | VRTC | X | Operating Costs |
| | | | 6.7 Expand and enhance SSI transit service. Refer to Priority Action 1.9. | X | > | > | X | X | Expanded Funding Agreement | X | Operating Costs |
| | | | 6.8 Establish local transportation service on the Southern Gulf Islands pending recommendations of feasibility studies. Refer to Priority Action 1.9. | X | > | > | X | X | New Funding Agreement | X | Operating Costs |
| | | | 6.9 Establish a working group with inter-regional and tourism-based transport service providers to coordinate and align convenient travel to and from major tourist destinations and gateways with transit and active transportation. | X | > | > | X | X | New Committee | X | Operating Costs |
| **THEME** | | **OUTCOME STATEMENT** | **ACTIONS** | **Implementation Timeline** | | | **Authority** | | **Resources to Implement** | | |
| | | | | 1 to 5 Years | 5 to 10 Years | Over 10 Years | Existing CRD | Transportation Service | Mechanism | Staff | Operating/Capital and/or Program Costs |
| GETTING THE MOST OUT OF OUR ROADS AND TRAILS | 7 | **Existing regional transportation infrastructure is optimised and enhanced by new technology where appropriate.**<br><br>This means:<br>• Agreeing to a set of principles to guide investment decisions<br>• Data on existing infrastructure and transportation movement is collected and used to inform decisions and investments.<br>• Getting the highest benefit out of existing transportation infrastructure. | 7.1 Identify, prioritise and encourage the Province to implement solutions for highway interchanges in need of safety, efficiency, and transit access reconfiguring to improve cyclist and pedestrian accommodation. | X | > | > | X | X | New TAC initiative | X | Operating Costs |
| | | | 7.2 Through the TAC, develop KPIs for the RMN, agreed to through the exchange of MOUs. | X | | | | X | New TAC Initiative | X | Operating Costs |
| | | | 7.3 Develop and implement a consistent way-finding strategy to enhance connectivity on roads and trails and to support clear navigation for all modes. | X | | | | X | New TAC Initiative | X | Operating Costs |
| | | | 7.4 Undertake a region-specific feasibility study on user pay strategies, such as road pricing, and how they will help influence travel choices. | | X | | X | X | New Feasibility Study | X | Operating Costs |
| | | | 7.5 Apply and improve upon the existing transportation model and data collection program in line with changing regional priorities. | X | > | > | X | X | Expanded Program | X | Operating Costs |
| | | | 7.6 Establish an ongoing Goods Movement Committee to collectively address regional goods movement challenges. | X | > | > | X | X | New Committee | X | Operating Costs |

## EXHIBIT 5.5 RTP Outcome Statements and Actions Table (5 of 5)



| THEME | OUTCOME STATEMENT | | ACTIONS | Implementation Timeline | | | Authority | | Resources to Implement | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | 1 to 5 Years | 5 to 10 Years | Over 10 Years | Existing CRD | Transportation Service | Mechanism | Staff | Operating/Capital and/or Program Costs |
| INFLUENCING TRAVEL BEHAVIOUR | 8 | **Regional programs and initiatives provide residents and visitors with the tools, confidence and knowledge to use active transportation, public transit, car share, taxis, high occupancy vehicles and trip reduction measures.**<br><br>This means:<br>• Reducing reliance on single occupant vehicles<br>• Making it easier for people to choose alternative modes of travel. | 8.1 Establish and implement a region-wide TDM program including a marketing and branding strategy to support businesses, institutions, local governments and government agencies in implementing policies and initiatives. | X | > | > | | X | New TDM Program | X | Operating and Program Costs |
| | | | 8.2 Undertake workplace and institutional incentive programs aimed at decreasing congestion at peak hours and increasing employee use of active transportation and public transit. | X | > | > | X | X | New TDM Program | X | Program and Capital Costs |
| | | | 8.3 Partner with other agencies to develop, investigate and deploy, if financially feasible, a region-wide Mobility Pass or Smart Card for residents and tourists that provides seamless integration between transportation modes (i.e. ferries and bus transit on one pass). | | X | | | X | New TDM Program | X | Operating Costs |
| | | | 8.4 Through the TDM program establish and expand partnerships with car-sharing operators to increase coverage into all sub-areas of the region. | X | > | > | | X | New TDM Initiative | X | Operating Costs |
| | | | 8.5 Develop and maintain a comprehensive web portal for regional travel information, including a multi-modal journey planner and news on regionally significant transportation projects. | X | > | > | X | X | New Project | X | Operating Costs |
| | | | 8.6 Identify partnership opportunities to accelerate Active and Safe Routes to Schools programs. | | X | | X | X | New PCMP initiative | X | Program Costs |
| | | | 8.7 Fund existing programs such as Bike to Work Week and Commuter Challenge, and identify new events and initiatives to promote active transportation. | X | > | > | X | X | New PCMP initiative | X | Program Costs |
| | | | 8.8 Offer pedestrian and cycling skills courses for residents. | X | > | > | X | X | New PCMP initiative | X | Program Costs |
| | | | 8.9 Organize training of CRD and municipal/electoral area staff in best practices of facility design. | X | > | > | X | X | New Initiative | X | Operating Costs |

**GLOSSARY**

**PCMP** Pedestrian and Cycling Master Plan
**CMP** Cycling Master Plan
**RSS** Regional Sustainability Strategy
**RCS** Regional Context Statement
**RIS** Regional Information Service
**RPSP** Regional Parks Strategic Plan
**TAC** Transportation Advisory Committee
**SSI** Salt Spring Island
**SGI** Southern Gulf Islands
**SGI-CPT** Southern Gulf Islands Cycling and Pedestrian Draft Trail Plan
**MOU** Memorandum of Understanding
**RT Model** Regional Transportation Model

# Appendix A
# Regional Context

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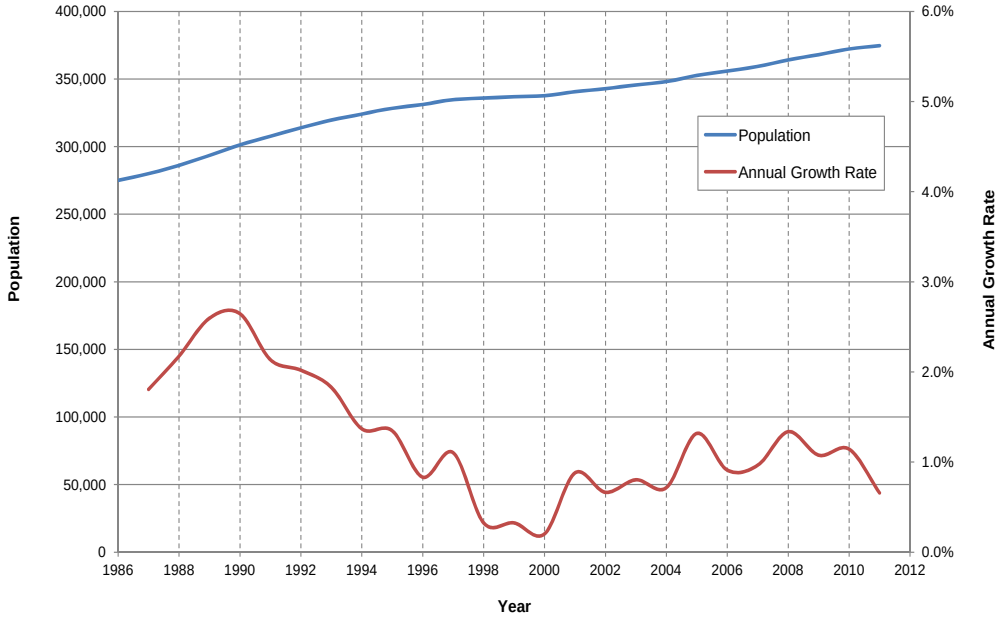
# Planning Context

## Current Trends and Conditions

### Demographics

The CRD has enjoyed steady yet manageable growth and, as of 2011, had reached approximately 375,000 residents, compared to just over 340,000 in 2001 (Exhibit A.1), which represents a moderate growth rate of roughly 1% annually. Although overall growth in the Victoria CMA is not extreme, Exhibit A.2 shows that much of the growth is increasingly shifting to the West Shore communities. The CRD's central area has also seen significant infill development.

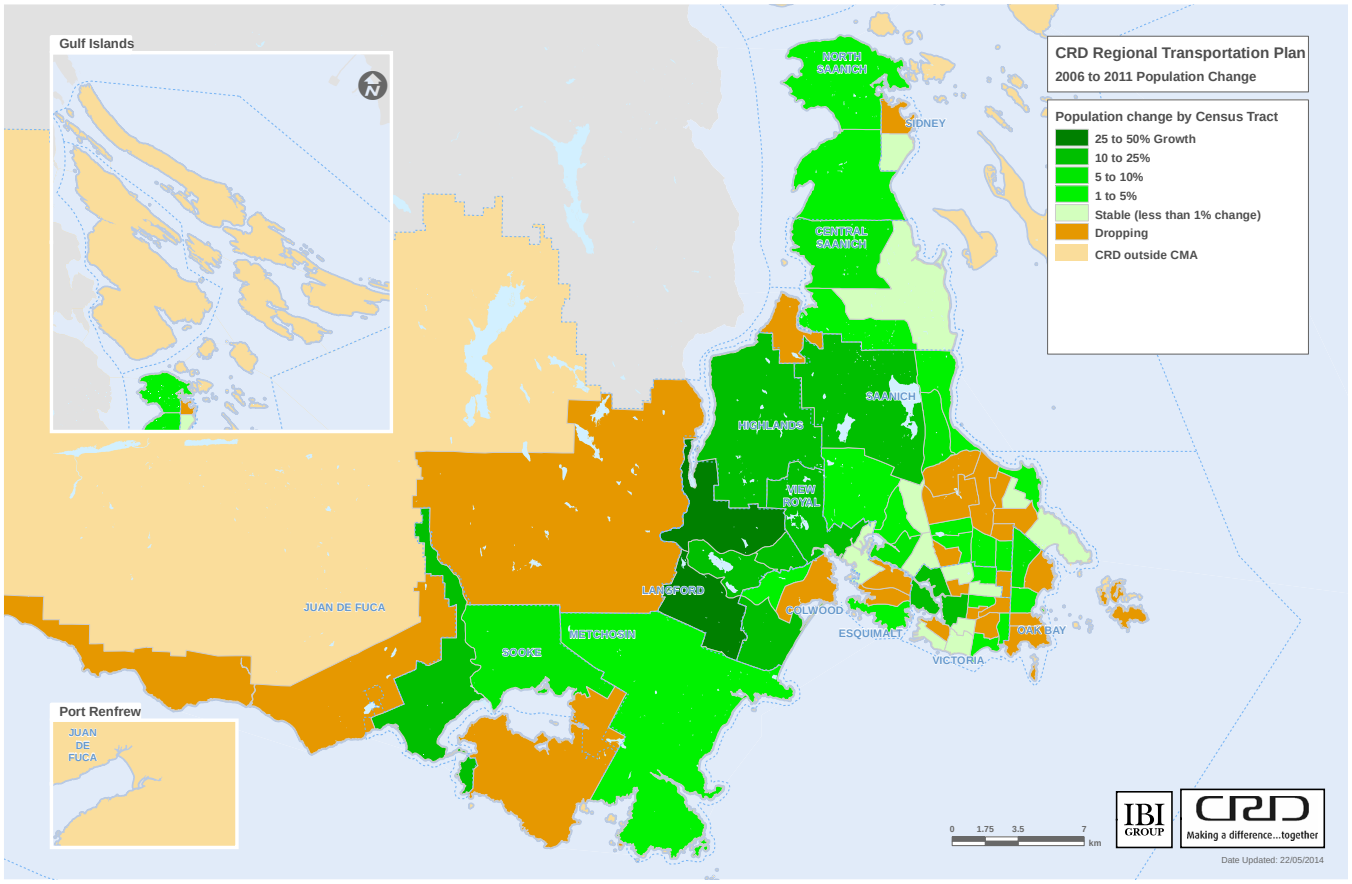
**EXHIBIT A.1** CRD Historic Population Growth




NOTES

Source: BC Stats (2012), available online: www.bcstats.gov.bc.ca/StatisticsBySubject/Demography/PopulationProjections.aspx (accessed 2012)

EXHIBIT A.2 Victoria CMA Population Changes by Census Tract, 2006-2011




## Roadway network

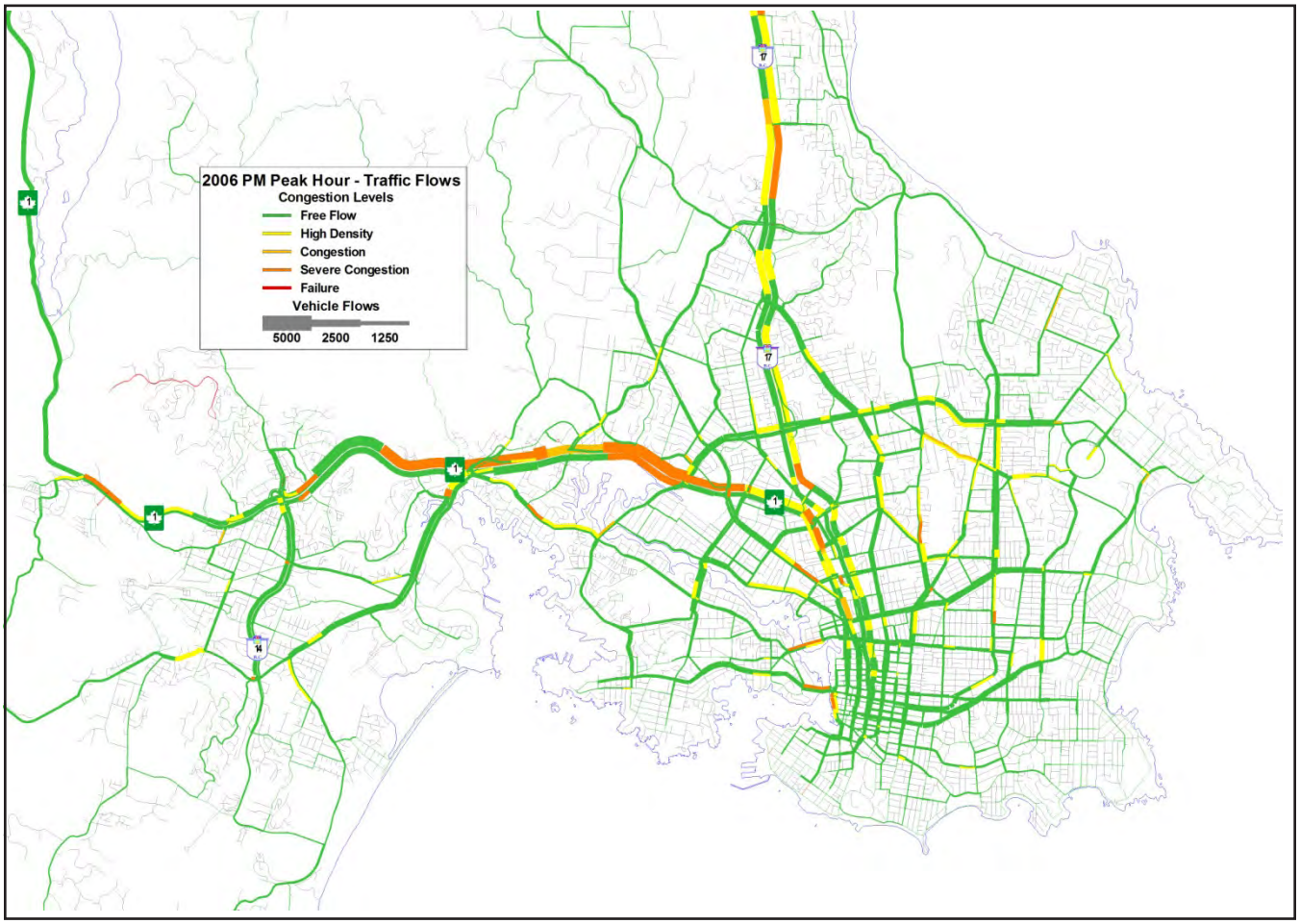
Roadways in the region are generally grouped into four main categories: Highways/ Arterial Highways, Arterial / Major Roads, Collectors and Local Streets. Each municipality has its own roadway classification system, although the function and design characteristics are generally consistent with this categorization. The local municipalities are responsible for local, collector and arterial roads, while the highways are part of the Provincial roadway network. The three highways serving the region are:

- Highway 17 (Patricia Bay Highway) serves as the primary north-south corridor supporting inter-municipal travel between the core area and the Peninsula. Thus, it serves downtown Victoria, Saanich, Sidney, the airport and the Swartz Bay ferry terminal. The other significant north-south connector on the Peninsula is the rural Highway 17A / West Saanich Road, an arterial road along the western edge of the peninsula. The road serves comparatively low vehicular volumes due to its circuitous route, low speed, low vehicle capacity and design limitations.

- Highway 1 (TransCanada Highway) serves as the primary east-west corridor, supporting inter-municipal travel between the Core and West Shore communities and also connecting the CRD to all communities up-island. Highway 1 within the City of Victoria falls under municipal jurisdiction.
- Highway 14 serves as the primary corridor to and from Metchosin, Juan de Fuca and Sooke, with connections to Langford and Colwood.

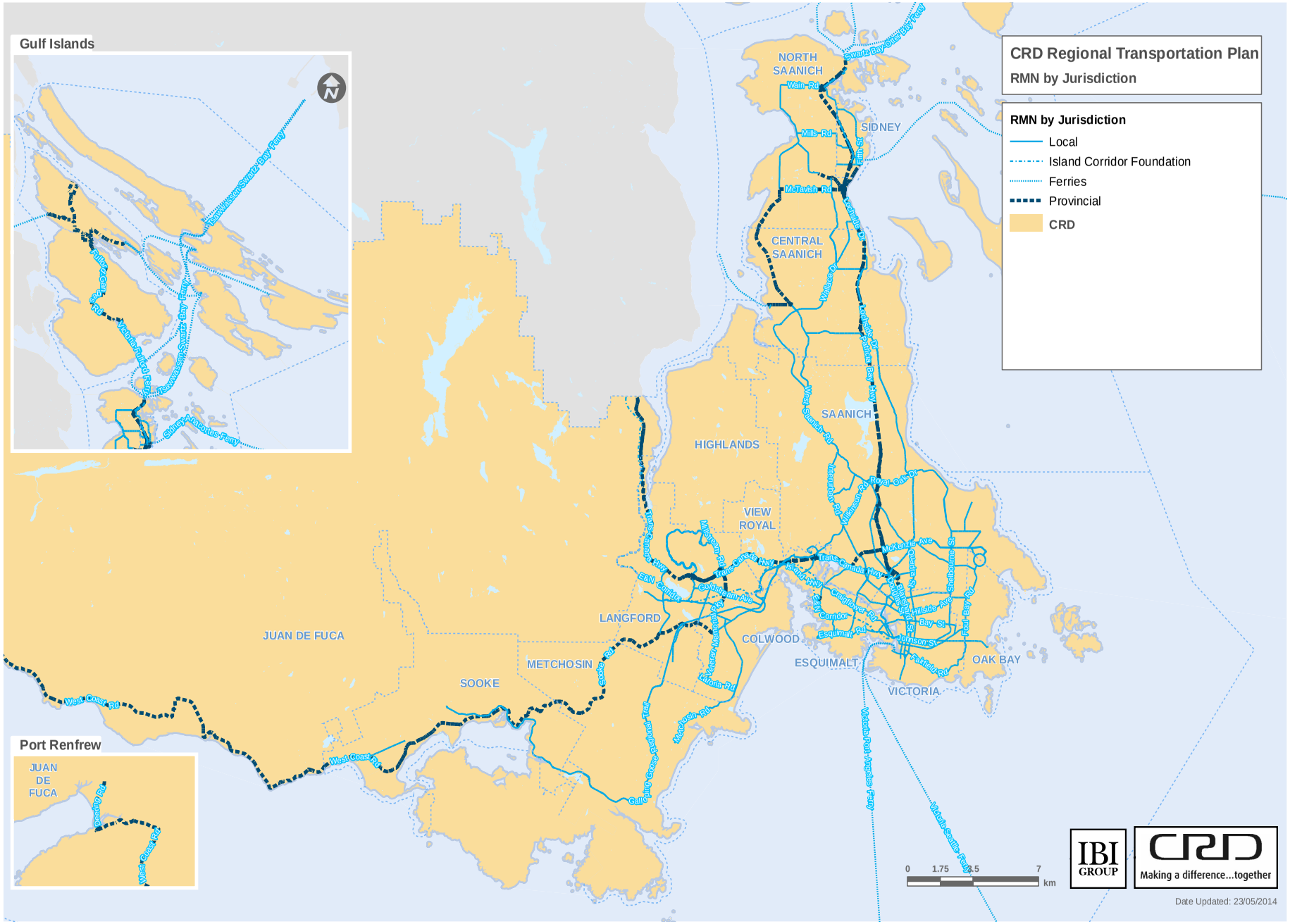
These provincial highways operate as principal roadway links between the CRD's sub-regions. The intent of the provincial highway system is to accommodate the movement of people and goods between regions. Other east-west and north-south arterials are limited in reach and capacity. The CRD's 2006 transportation demand model suggests the most congested roadways in the network are Highway 1 through View Royal and the western edge of Saanich, and the Patricia Bay Highway from Royal Oak Drive to Haliburton Road (see Exhibit A.3). High volume and congestion points have been identified at the intersections of Highway 1 and McKenzie Avenue., Admirals Road and Craigflower Road, and Highway 17 and Sayward Road. Exhibit A.4 breaks down the RMN by jurisdiction.

**EXHIBIT A.3** CRD Traffic Flows and Level of Service, PM Peak 2006




Source: CRD Regional Transportation Demand Model

## EXHIBIT A.4 Map of RMN by Jurisdiction



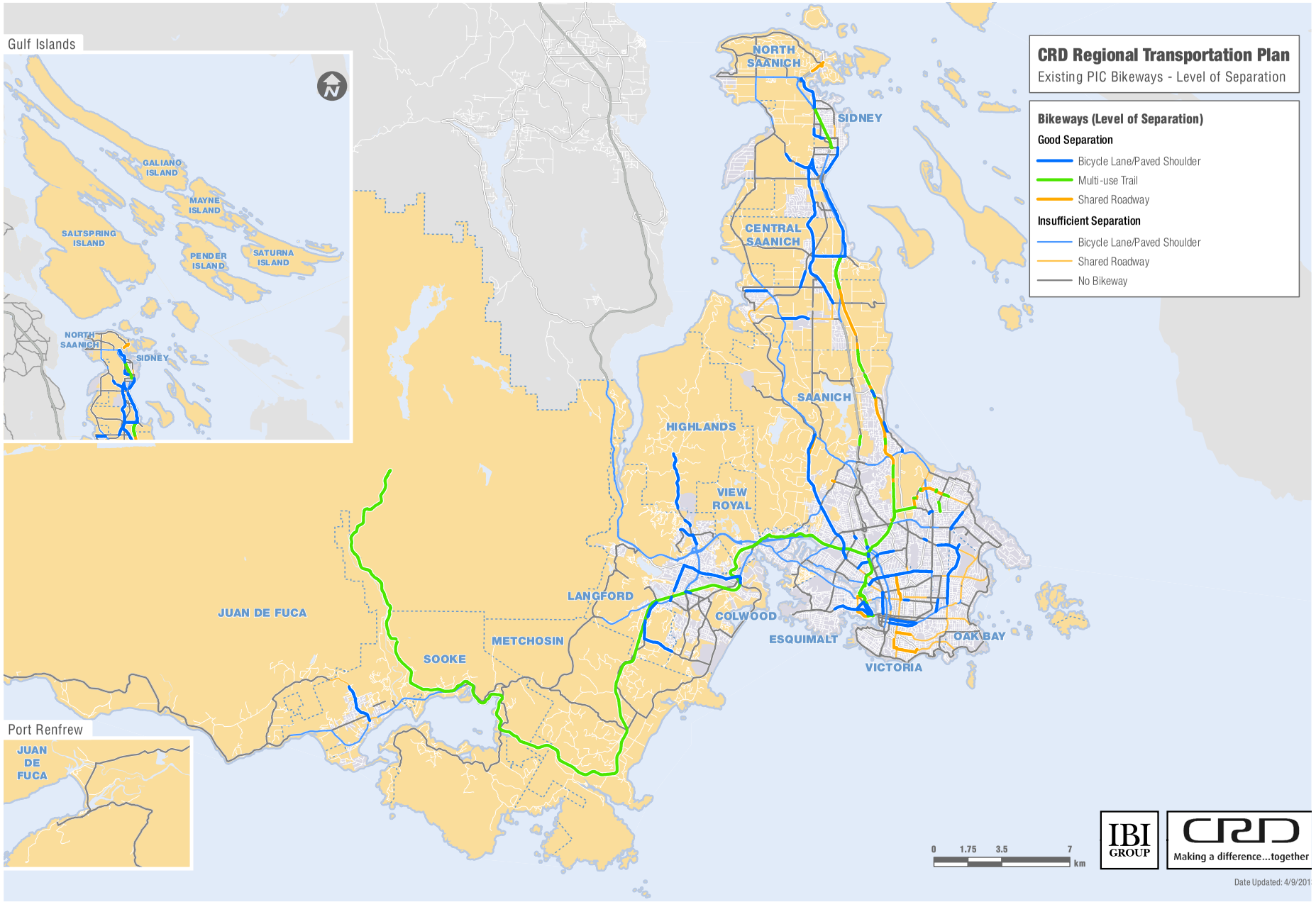
## Cycling network

Although the provision of cycling facilities across the CRD has grown in recent years, there remain significant challenges to encouraging those who don't currently cycle to try cycling.

A principal thrust of the Region's Pedestrian and Cycling Master Plan (PCMP) and the recent Pedestrian Cycling Master Plan - Salt Spring Island Edition (PCMP-SSI Edition) is to encourage adequate separation of cyclists from motorized traffic. In developing the PCMP's "primary inter-community" network of bikeways, an analysis of the adequacy of bikeway separation was conducted and it was found that although the CRD has defined an inter-community cycling network of 784 km of bikeways, only 366 km (47%) have been built to date and only 179 km (24%) meet the Region's standards of adequate separation from motorized traffic. Furthermore, excluding multi-use trails, only 33 % of the 282 km of existing on-street bikeways are considered to offer an adequate degree of separation.

The map of existing facilities sggests that the bikeway network's coverage of populated areas is low in Oak Bay, Colwood, Salt Spring Island (see Exhibit A.5). This is further confirmed when comparing the kilometers of bikeways that provide adequate separation from motorized traffic in each municipality which suggests that residents of Victoria, Saanich and Esquimalt also have relatively scarce access to comfortable bikeways. Given the challenges of expanding the network of comfortable bikeways throughout the region, it is not surprising that the CRD's most recent origin and destinations survey shows that the cycling mode share has essentially remained unchanged at 3% since 2001.

## EXHIBIT A.5 Map of Existing Bikeway Network in the CRD



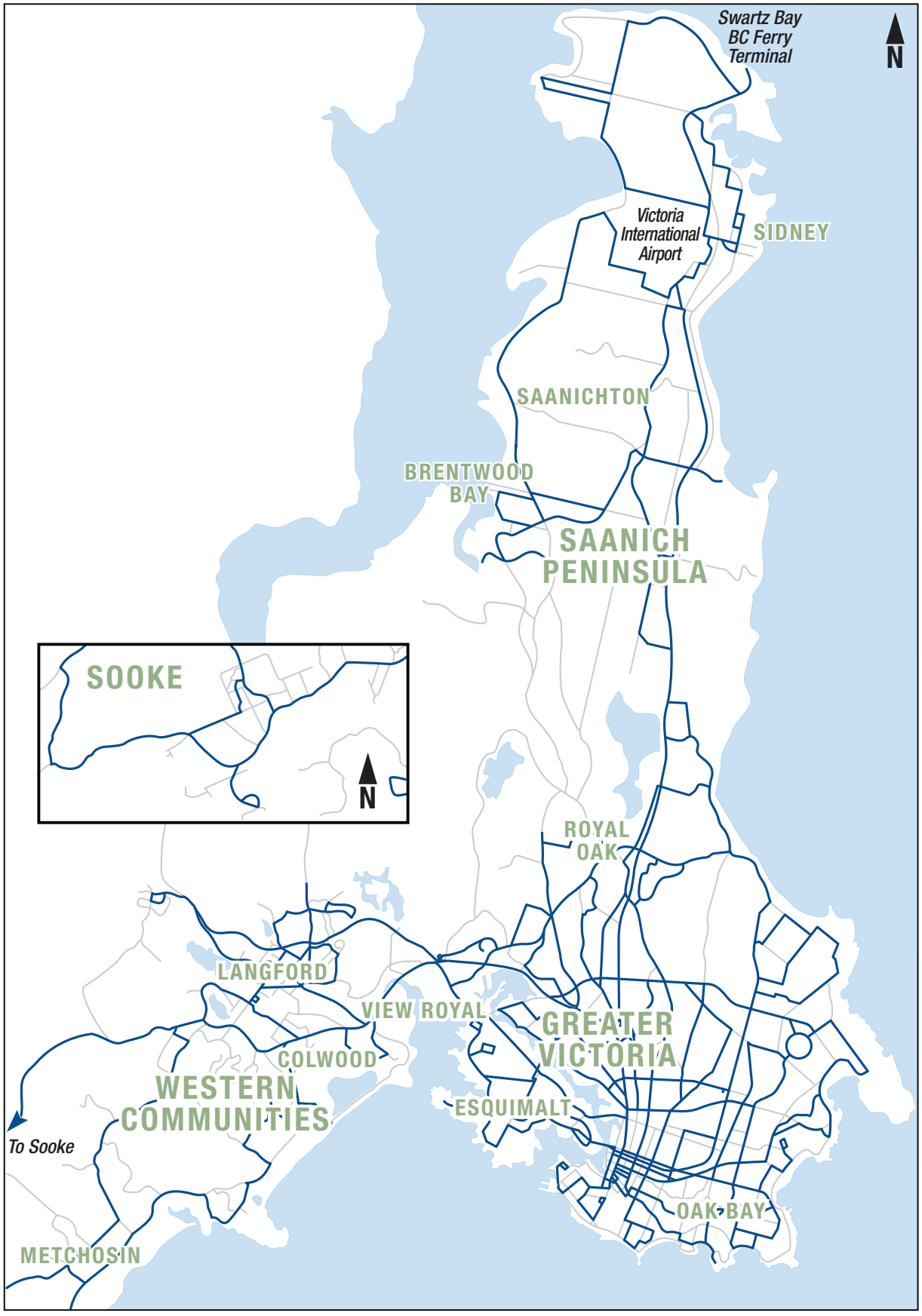
## Transit network

The CRD is essentially served by the Victoria Regional Transit System (VRTS), which provides conventional transit and community bus service as far as Otter Point Road west of Sooke. It does not cover the Gulf Islands (Exhibit A.6). The transit system operates 54 fixed routes, seven days a week, from approximately 6:00 a.m. to around midnight, with a fleet of 285 fully accessible conventional buses and community buses. There is also transit service on Salt Spring Island, which is not part of the VRTS, but is operated as a partnership between the CRD, BC Transit and a private operator.

Today, there are five official and four unofficial park-and-ride lots, located in suburban and rural areas, which are served by multiple transit routes. Most official park-and-ride facilities offer both automobile and bicycle parking (all park-and-ride facilities have bike lockers except Helmcken). The McTavish Road and the Western Exchange park-and-ride facilities are adjacent to 2 of the 7 transit exchanges operated by the Victoria Regional Transit System. The University of Victoria (UVic) Transit Exchange is the largest and at operational capacity. It is scheduled for expansion in 2014.

Ridership has increased from 21.85 million passenger trips in 2006, to 24.85 million passenger trips in 2010 (13.7% growth), as service has expanded considerably from 623,000 revenue service hours in 2006 to over 800,000 in 2010 (28.4% growth). Transit ridership per capita is around 69.8 rides, which is high among other Canadian cities with bus-only transit systems such as Regina (34.25 rides/capita), Hamilton (40.16 rides/capita) and Halifax (51.13 rides/capita).

EXHIBIT A.6 Victoria Regional Transit System Service Area (2011)



## Regional travel

**58%**
of travel
in the CRD is
***Inter-Municipal***

Data from the 2011 CRD Origin-Destination Household Travel Survey shows that over a million trips are made on a typical weekday in the CRD and 58% of these are regional in that they cross municipal borders. Although travel is relatively self-contained within the region's larger sub-areas, 17% of all travel crosses these boundaries as well, of which the largest proportion of travel is between the West Shore and Core sub-areas (8%).

Despite the CRD's higher transit and cycling levels relative to other similarly-sized Canadian urban areas, by far the majority of trips in the CRD are currently made by auto, with auto mode shares accounting for 77% of all daily trips, with 6% done by transit (Exhibit A.7). Even in the Core sub-area, auto accounts for 58% of internal trips, despite 67% of internal Core trips being shorter than 5 km. Daily mode shares have remained relatively constant over the past 10 years in terms of motorized and non-motorized travel (see Exhibit A.8). Transit and cycling mode shares have declined slightly between 2006 and 2011, although walking trips have increased in the same time period. There remains significant potential in the region for shifting from automobile travel to alternatives, but such opportunities are fading as auto and transit trip lengths steadily increase (see Exhibit A.8).

Mode shares show...
***No Change***
More Action is Needed

From a transportation perspective, the CRD's urban form is currently favourable to high levels of active transportation and transit use. However, average trip lengths for motorized modes have steadily increased in the last decade - a trend which means many residents are becoming increasingly reliant on motorized travel. Yet the CRD's current automobile dependence is not sustainable in the long run, particularly if future growth patterns continue to be low density and primarily located on the fringes of the CRD's built-up areas. If that is the case and the core areas continue to maintain their high share of the region's employment, transportation problems are likely to grow.

**EXHIBIT A.7 Daily CRD Mode Shares**

| TRAVEL MODE | 2001 | 2006 | 2011* |
|---|---|---|---|
| Auto Driver and Passenger | 78% | 78% | 77% |
| Transit | 7% | 7% | 6% |
| Cycling | 3% | 4% | 3% |
| Walking | 12% | 10% | 13% |
| Other | 1% | 2% | 1% |

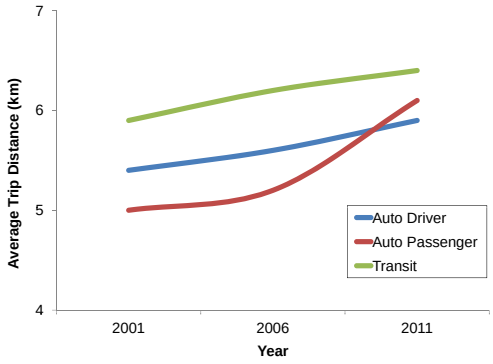
NOTES

Trips within regional planning area and by population over 11 years of age.

Source: 2011 CRD Household Travel Survey – Daily Travel Characteristics Report

* Some variation from previous surveys is likely due to considerable methodological changes.

**EXHIBIT A.8 Average All-Day Trip Lengths by Mode, 2001 - 2011**




NOTES

Source: 2011 CRD Household Travel Survey – Daily Travel Characteristics Report

**EXHIBIT A.9 Projected Population, Employment and Housing Growth by Sub-Area, 2008-2038**

| SUB-AREA | POPULATION | | | EMPLOYMENT | | | HOUSING | | |
|---|---|---|---|---|---|---|---|---|---|
| | 2008 | 2038 | % CHANGE | 2008 | 2038 | % CHANGE | 2008 | 2038 | % CHANGE |
| Urban Core | 242,360 | 279,720 | 15.4% | 150,000 | 169,790 | 13.2% | 111,360 | 137,810 | 23.8% |
| Peninsula | 41,400 | 51,780 | 25.1% | 21,030 | 24,690 | 17.4% | 17,340 | 22,500 | 29.7% |
| West Shore | 64,890 | 121,950 | 87.9% | 21,580 | 36,090 | 67.2% | 25,210 | 53,640 | 112.8% |
| **Total CRD** | **364,110** | **475,160** | **30.5%** | **198,450** | **238,190** | **20.0%** | **161,150** | **223,980** | **39.0%** |

NOTES: Round to nearest 10. Sub-areas will not total CRD due to Gulf Islands not being included. Source: A Context for Change Management in the Capital Regional District (2009)

# Future Outlook

## Population, Employment and Demographics

The population of the CRD is expected to grow to approximately 475,000 by 2038, an increase of 26.7% from 2011 population of 375,000. Much of this growth is projected for the West Shore communities, as shown in Exhibit A.9, which are forecast to receive around 57,000 new residents (88% growth), 14,500 new jobs (67% increase) and more than double the amount of dwellings in the area.

Much of the new housing is projected to be ground-oriented dwellings[1] in terms of absolute numbers; however, there will be significant growth in apartment-type dwellings, by as much as 50% in the Peninsula and 360% in the West Shore. This is a favourable pattern towards more transit-supportive densities and mixed-use environments that better support alternatives to driving, particularly for short-distance trips.

The projected growth also results in a shift in the distribution of regional population and employment. In 2038, the Core is projected to be home to 59% of the region's population, a decrease from 67% in 2008, while the West Shore will see an increase to 26% compared to 18% share in 2008. In terms of employment, the Core's regional share is forecast to decrease from 76% in 2008 to 71% in 2038, and employment in the West Shore is forecast to account for 15% in 2038, an increase from 11% in 2008.

The Peninsula's share of regional population and employment remain relatively unchanged. Most troubling, is the change in the balance of population and jobs that is forecast for the West Shore from an already high 3.0 to 3.4, meaning more and more West Shore residents will have to commute long distances in order to get to their jobs (Exhibit A.10).

Overall, these forecasts of population and employment growth will have a significant impact in travel patterns across the region. Outward growth and changes in the job-to-population ratios in each of the sub-areas will result in more dispersed travel flows, particularly in the number of trips between the Core and the West Shore.

**EXHIBIT A.10**

**Projected Population to Jobs Ratio, 2008-2038**

| SUB-AREA | POPULATION / JOBS RATIO | |
|---|---|---|
| | 2008 | 2038 |
| Urban Core | 1.6 | 1.6 |
| Peninsula | 2.0 | 2.1 |
| West Shore | 3.0 | 3.4 |

The West Shore in 25 years...

***57,000***
new residents

***88%***
growth

1 Ground-oriented units are those that open directly to a yard and do not share a common corridor entrance., thus include single family detached, semi-detached, row/townhouses, duplex and houses with secondary suites.

Population forecasts suggest that the age group over 65 years will increase its share from 17% in 2006 to 29% in 2038. This shift has implications with regards to travel needs and behaviour, planning transportation services with a focus on accessibility and services for people with special mobility needs, as well as development planning (e.g. variety of housing types, mixed-use developments in order to provide commercial and services near where people live, etc.) with a high degree of mobility choices beyond driving for this age group.

## Travel Demand

The CRD transportation model estimates that between 2006 and 2038 there will be over 145,000 additional peak period trips in the region if current travel patterns continue. Assuming current travel behaviour, over 70% of these additional trips are projected to be by car. In other words, there will be over 100,000 more automobile trips in the peak periods, further straining capacity on roadway infrastructure throughout the region. The region's primary east-west and north-south highways are presently operating at congested levels of service during peak hour periods (Exhibit A.11). Travel demand on these roadways has continued to increase as a result of population growth in the West Shore communities. A business-as-usual scenario to 2038 of travel demand  implies the challenges in these stretches will deepen and congestion levels will signficantly worsen.

In addition, development in the West Shore, particularly in Langford will also increase travel demand and congestion levels along the Malahat and arterials from neighbouring West Shore municipalities. Looking specifically at the Highway 1 corridor bottleneck between the West Shore Parkway and Carey Road, Exhibit A.12 shows that under this business-as-usual scenario, already strained traffic volumes would far exceed roadway capacity for the 4.5 km stretch roughly between Veterans Memorial Parkway and McKenzie Avenue.

In contrast, travel demand forecasts under growth managed scenarios (e.g. with implementation of rapid transit and parking pricing management) suggest there is potential for reductions in these auto trip increases and shifting travel in favour of more sustainable modes such as transit and active transportation.

EXHIBIT A.11 CRD Traffic Flows and Level of Service, PM Peak 2038

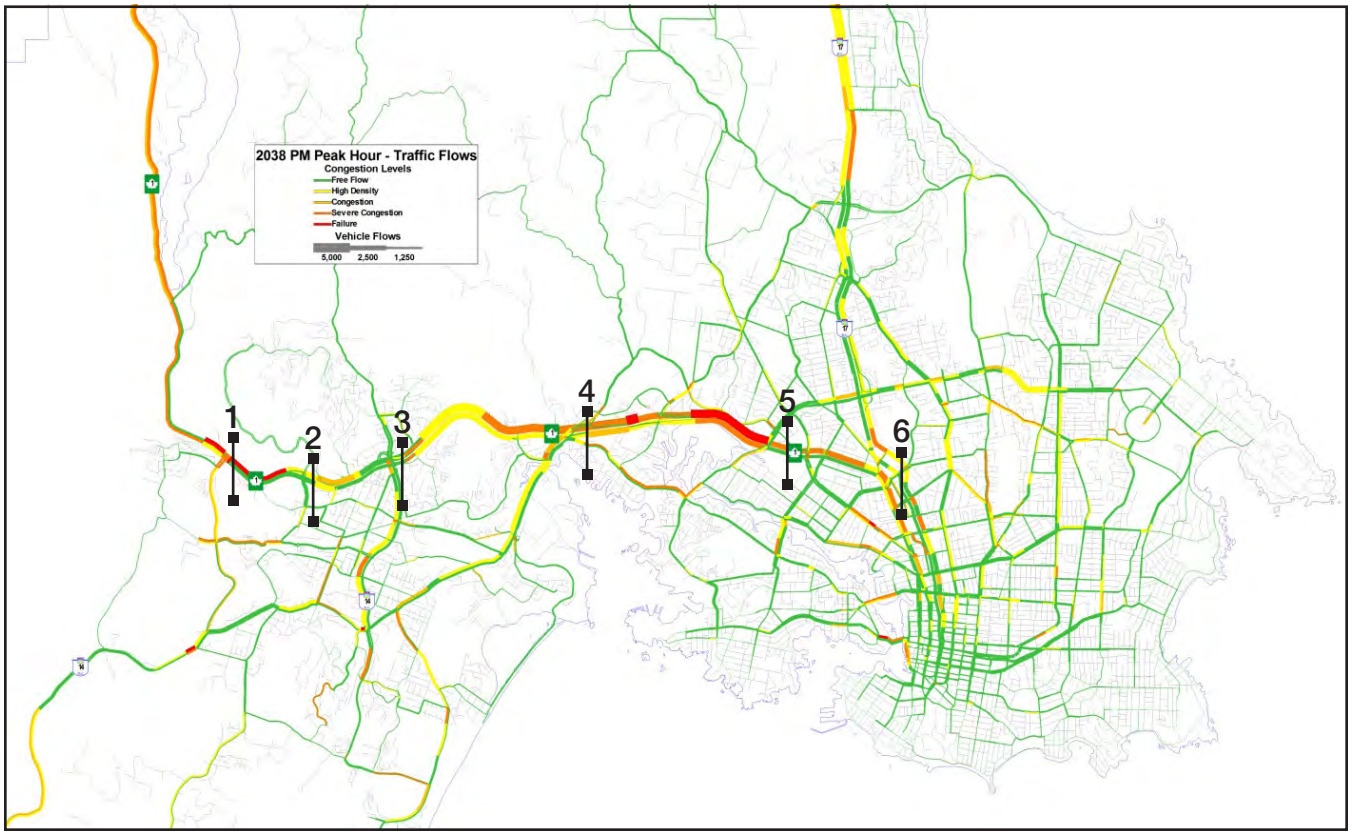
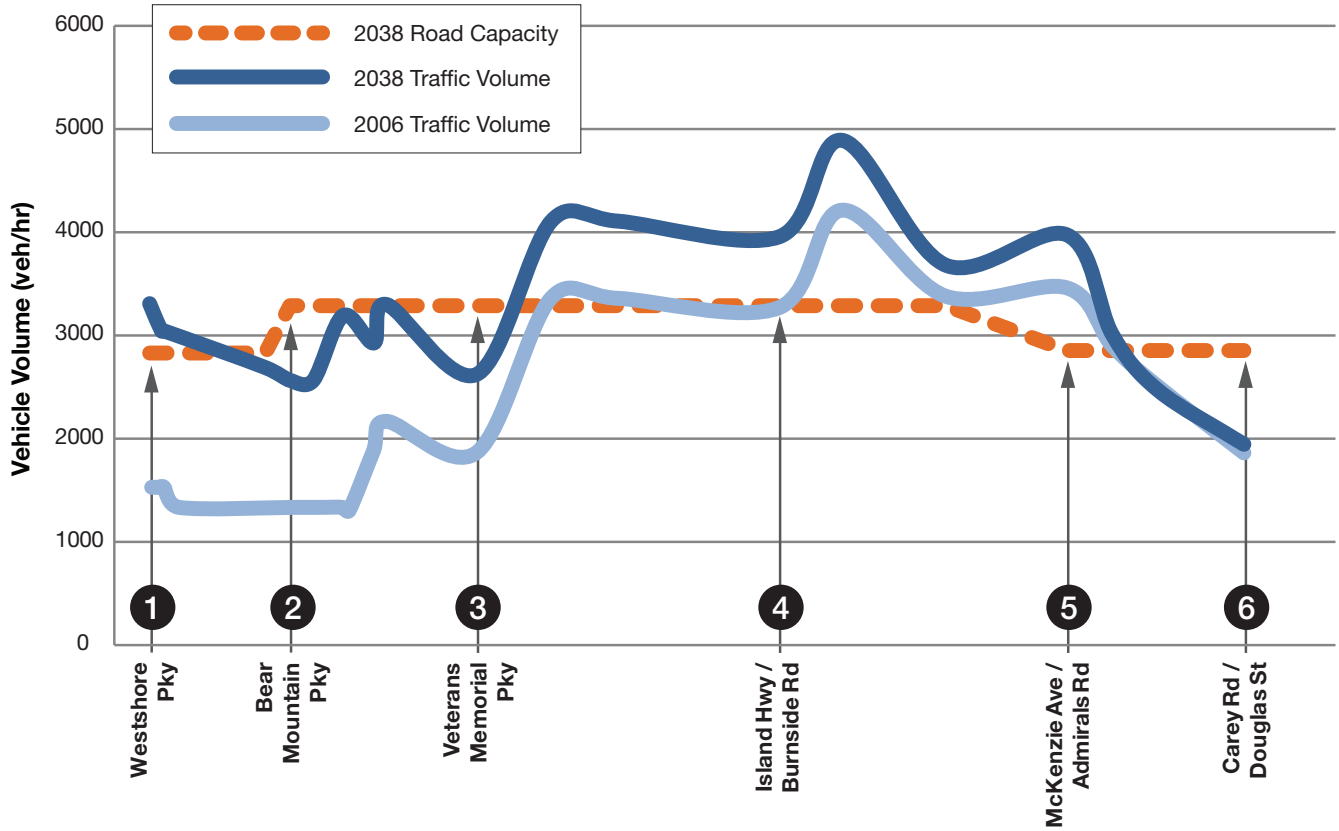



EXHIBIT A.12 Highway 1 Road Capacity Relative to Traffic Volumes Under a Business-as-usual Development Scenario, East-bound AM Peak



# Regional Plans

## Regional Growth and Sustainability

The RGS is “an agreement developed and approved by the Regional Board and member municipalities” and its goals, objectives and policies “provide guidance to the regional district and the member municipalities in the development of their Official Community Plans and other bylaws”. Through partnerships with member municipalities, the Regional Growth Strategy (RGS) was adopted in 2003 after six years in development, to help support the Region’s vision for economic vitality, livable communities, protection of natural and environmental resources, and a high-quality of life.

The RGS lays out various actions and policies. Among these are:

- Focus new growth in the Core, major centres and transit corridors, as well promote complete communities with high-density, walkable, transit-focused development.
- Coordinate land use and transportation planning, and support the development of a Regional Transportation Strategy to enhance mobility and transportation choices. This includes setting minimum targets for transit and cycling mode shares.
- Ensure employment lands needs are well-balanced and consistent with transportation and land use goals, including a target to accommodate employment growth in the City of Victoria and a balanced jobs-to-population ratio in the West Shore.

In 2008, the CRD opted to conduct a five-year review and update of the RGS, and to broaden its focus to a sustainability strategy. The resulting Regional Sustainability Strategy (RSS) scope has expanded to include climate action, social well-being and food systems.

The RSS Transportation Policy Option paper reiterates the importance of increasing transportation choices for regional travel, as current travel behaviour will continue to result in increased vehicle-kilometres travelled (VKT), greenhouse gas (GHG) emissions and travel times. The paper discusses policies to achieve the transportation goals, based on a status quo approach (continue existing practices) or implementing moderate to significant changes in policies. Among these potential new measures were adopting land use policies that require medium to high densities within 400m of rapid transit stations, setting corridor functions and standards, and implementing inter-jurisdictional agreements to leverage funding. The RSS planning process is currently underway and being developed concurrently with this RTP. The RSS outlines key transportation priorities from the RTP.

## TravelChoices

TravelChoices is a regional transportation strategy that was developed in support of an RGS strategic initiative to increase transportation choice. Planning and development of the strategy began in 2002, while the RGS was being finalized, and several consulting reports and technical working papers were produced in support of this effort.

In order to achieve its vision to "increase the proportion of people walking, cycling, using transit, ride-sharing or using other alternatives to driving alone", TravelChoices identifies strategies under four central themes: integrating land use and transportation policies within the Region's urban containment area; enhancing alternatives to driving alone through attractive and safe facilities and demand management; managing transportation systems to maximize the mobility and safety of priority modes; and managing transportation investments in a strategic and fiscally-responsible manner. Overall, the strategies in TravelChoices would help achieve its goals for:

- At least 75% of new person-trips per day (300,000 out of 400,000 new person-trips by 2026) to be made by walking, cycling, transit and ride-sharing
- Walking mode shares of more than 15% of daily trips (240,000 trips per day)
- Cycling mode shares of more than 5% of daily trips (80,000 trips per day)
- Transit mode shares of more than 10% of daily trips (160,000 trips per day)

TravelChoices will be superseded by the RTP.

## Pedestrian and Cycling Master Plan

The CRD recently completed its Pedestrian and Cycling Master Plan (PCMP). The vision for the PCMP focuses on addressing cyclists of all ages and abilities, with 3 primary goals:

1. more walking/cycling
2. safer walking/cycling
3. more places to walk/cycle

Overall, the plan describes a series of 18 objectives and categorizes them under "the 5 Es": Engineering, Encouragement, Education, Evaluation and Enforcement. Based around a framework of major regional attractors, the PCMP defines a Primary Inter-Community Network (PIC). The focus of the PIC is on separated facilities, of which 200 km ($100M worth) are identified as priorities for accelerated implementation. Recommendations for Pedestrian Priority Areas are primarily tied to the plan's Design Guidelines (e.g. universal design is to be applied in these areas).

Among the PCMP's many strategies, 11 "Priority Actions" are highlighted, which essentially speak to the following:

- Collaborating:
  - with municipalities for funding, to provide universal pedestrian design and to implement priority projects
  - with BC Transit to install bike lockers
  - with partners to develop a manual count strategy
- Distributing and updating the PCMP Design Guidelines
- Establishing committees and a task force:
  - A signage committee to develop regional signage standards
  - A walking/cycling advisory committee
  - A task force to advocate amendments to provincial laws
- Completing & upgrading the regional trail network

The CRD is in the process of developing its Implementation Action Plan, however, the PCMP does loosely declare 3 implementation scenarios (moderate, strong, aggressive effort). The estimated costs are in the neighbourhood of $220M, generally borne by municipalities or MoTI. Funding from the Federal Gas Tax Fund (RSPF) has been allocated to regionally significant active transportation such as the E&N Rail Trail - Humpback Connector and PCMP programs, previously. The PCMP actions have been nested within the RTP.

## Pedestrian and Cycling Master Plan - Salt Spring Island Edition

The Pedestrian and Cycling Master Plan - Salt Spring Island Edition (PCMP-SSI Edition) builds off the CRD's 2011 Pedestrian and Cycling Masterplan (PCMP) by extending the Primary Inter-Community (PIC) bikeway network to include an additional 25 km on the Island.

Thus, the plan focuses on the engineering aspects of improving cycling on the island, with the central recommendations converging around widening paved shoulders and reducing motorized traffic speeds. The plan also details recommendations related to:

- Safety conditions in Fulford Village and the ferry terminal approach
- Bike lanes on Ganges Hill
- Traffic calming of Ganges Village
- Wayfinding signage which links the PIC network to local island routes and major destinations.

The PCMP-SSI actions have been nested within the RTP.

### Transportation Corridor Plan

The CRD followed-up on the corridor management plan initiatives of Travel Choices and commissioned the development of a Transportation Corridor Plan (TCP) in 2010. Key objectives of the TCP were to identify CRD's principal transportation corridors and the characteristics of each to be maintained and enhanced, and to recommend strategies that support an integrated, balanced and multi-modal transportation network in line with regional and provincial goals.

The TCP identifies corridors that serve multiple transportation modes, assigning a transportation modal priority to identify the relative importance of each mode (goods movement, auto, transit, cycling and pedestrian) and the multi-modal function of each corridor. The TCP also identifies primary interchange locations and key external gateways. Beyond identifying a regional network, the TCP defines functional standards for each of the corridors in the strategic network, and discusses a possible management structure for implementation and maintenance of the proposed strategic network. In this regard, the TCP recommends an approach to establish region-wide coordination of provincial and federal funding allocations, and to monitor local funding allocations, with local funding decision-making being retained at the local level.

Overall, the TCP provides a good overview of primary corridors for each mode and those that serve a multi-modal function in the region. However, the TCP does not discuss strategies to encourage sustainable growth and future travel demand, for which stronger public and stakeholder engagement is required. The TCP will be superceded by the RTP.

## Other Planning Studies

### Transit Future (BC Transit)

The Transit Future Plan, prepared by BC Transit in 2011 with input from CRD, the 13 local municipalities, the Victoria Regional Transit Commission (VRTC) and the community, sets out a long-term (25-year) vision and plan for transit in the region. The Plan reviewed existing transit service, travel and land-use plans, demographic projections, and travel forecasts to evaluate the transit network priorities over the next 25 years to achieve its vision of making transit more attractive and efficient.

The Plan identifies four major components of transit service in the region:

- Rapid Transit Network (RTN) – high-capacity, high-frequency service on key corridors along exclusive or semi-exclusive rights-of-way.
- Frequent Transit Network (FTN) – frequent service (15 minute headways or better between 7:00 a.m. and 10:00 p.m.) along medium to high-density mixed-use corridors, and improved operations and infrastructure such as transit priority, right-of-way improvements and high-quality transit amenities.
- Local Transit Network (LTN) – service to connect neighbourhoods and meet local needs (e.g. commuting to school, local shopping, etc.).
- Targeted Services – collection of other services to meet specific customer needs, such as door-to-door handyDART, interregional, express services and rural para-transit.

The first Transit Future priority is the continued support of existing initiatives such as the Victoria Regional Rapid Transit Project; service improvements, such as limited-stop service along rapid transit corridors and transit priority; and expansion opportunities to the West Shore park-and-ride. The next priority of the plan is to establish critical transit facilities to support the future RTN and FTN network, followed by the implementation of both networks.

Transit Future does not include cost estimates for the plan's implementation, although there is note of the significant capital and operating investments required to fully implement the proposed network, as well as the need to review revenue sources beyond the existing funding mechanisms.

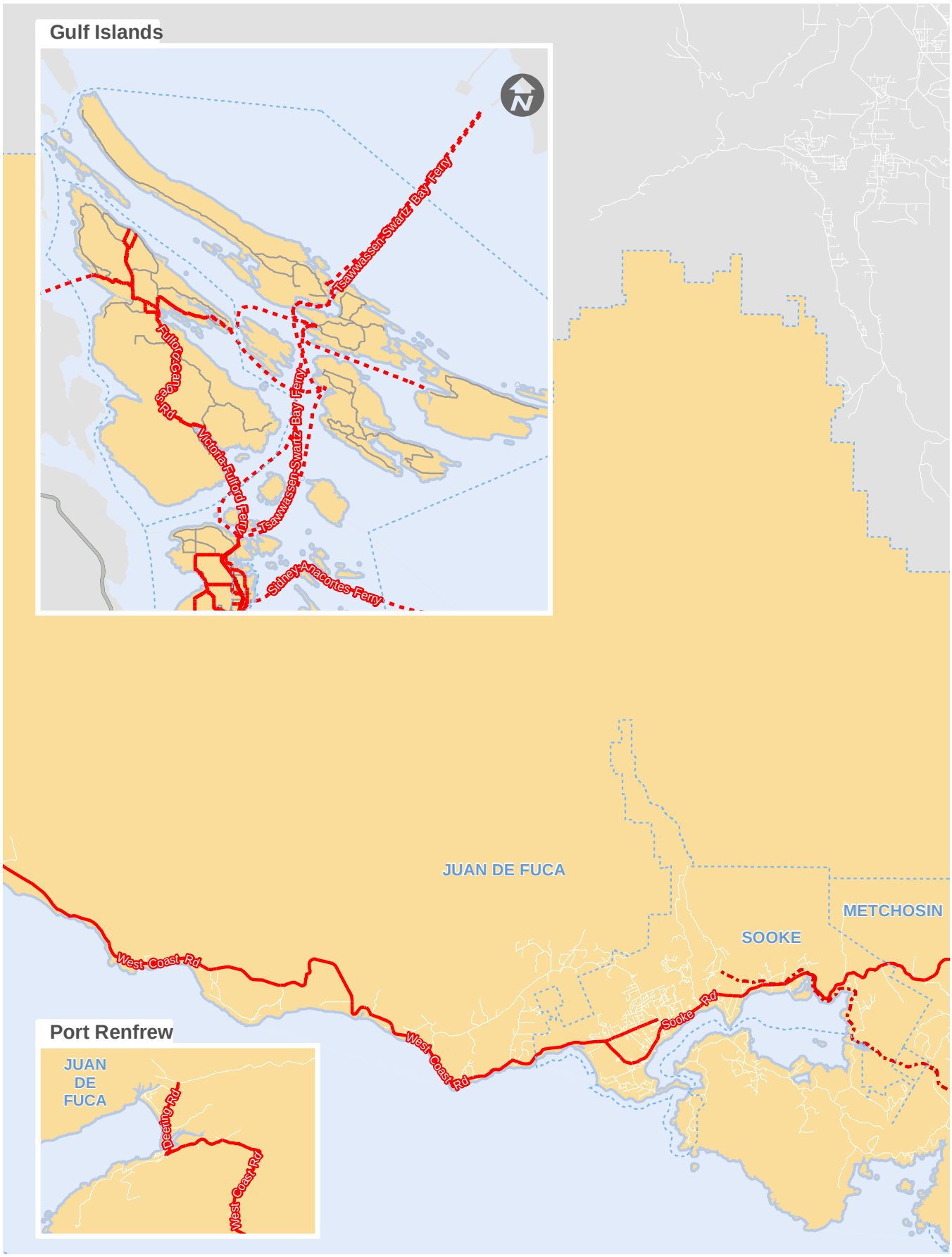
## Provincial Highway Studies

The Ministry of Transportation and Infrastructure (MoTI) recently completed several corridor studies for potential long-term improvements covering the Highway 1, Highway 14 and Highway 17 corridors. All of the corridor studies are evaluations of improvement options to address current and future needs, and do not include detailed planning and design work (although preferred concept drawings are included in the Highway 14 study). The studies highlight the importance of these corridors for inter-regional travel, existing and forecast traffic conditions, and the need for strategies and improvements to address future demands.

All of the corridor studies identify failing levels of service over the next 20 years due to predicted significant increases in trips and future traffic volumes, resulting in reduced average travel speeds and major intersection delays. MoTI is in the early phases of developing a Vancouver Island Transportation Plan. The plan will identify a series of short, medium and longer term transportation infrastructure improvement priorities that can be implemented in the next 10 years.

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EXHIBIT A.13 RMN by Mode (Large Version)



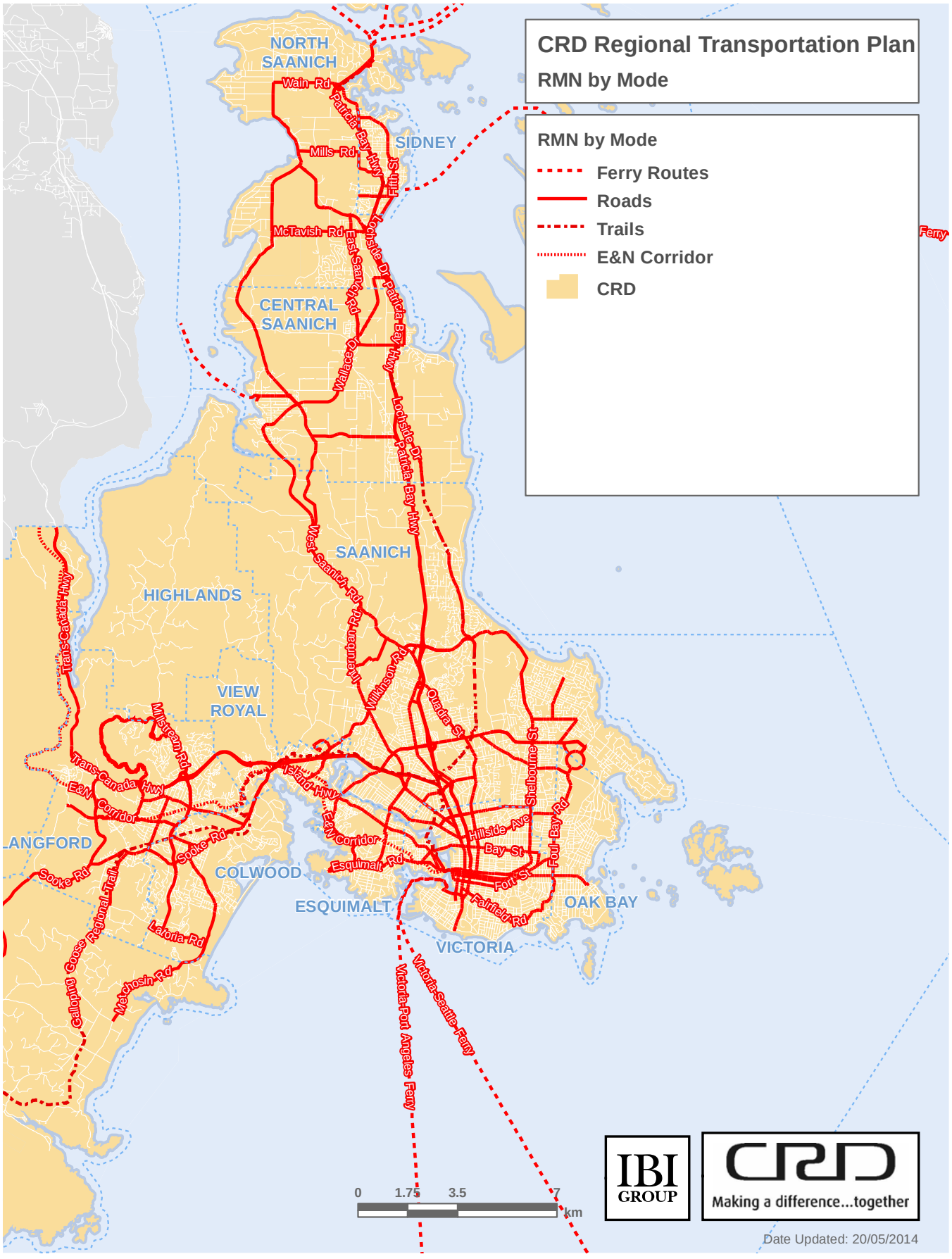
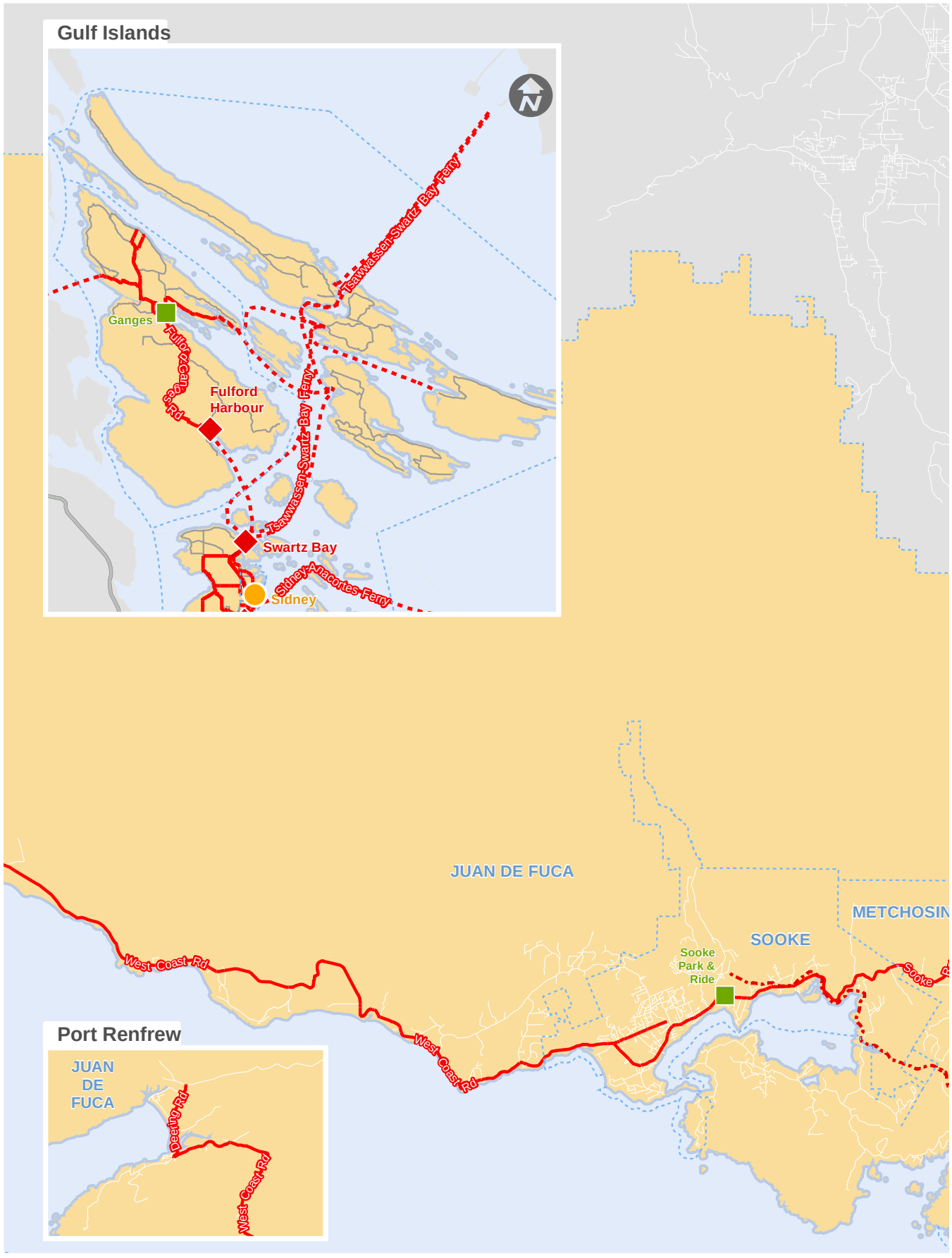
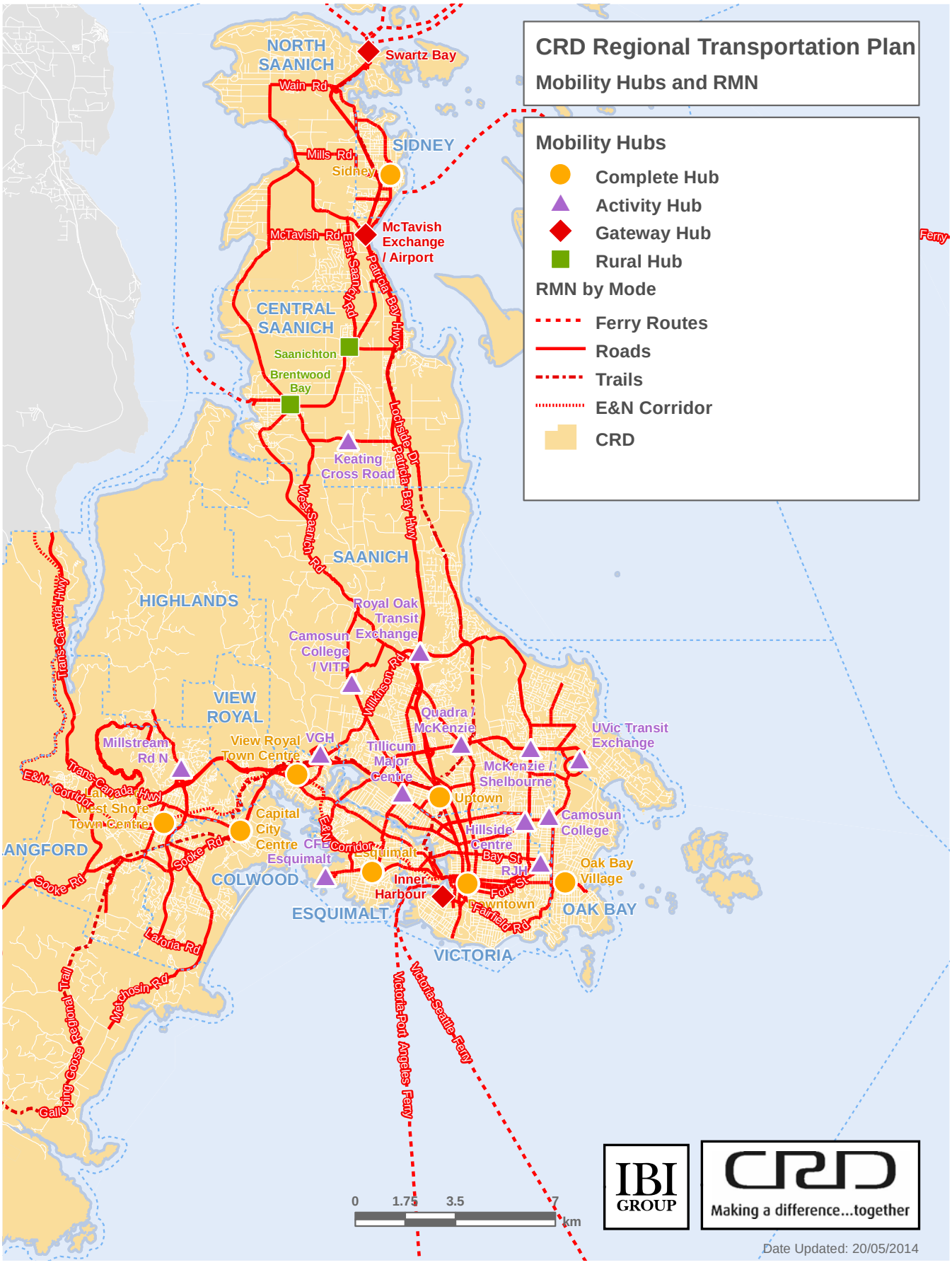

CRD Regional Transportation Plan
RMN by Mode
RMN by Mode
Ferry Routes
Roads
Trails
E&N Corridor
CRD
NORTH SAANICH
SIDNEY
CENTRAL SAANICH
SAANICH
HIGHLANDS
VIEW ROYAL
COLWOOD
ESQUIMALT
OAK BAY
VICTORIA
LANGFORD
Wain Rd
Patricia Bay Hwy
Mills Rd
McTavish Rd
East Saanich Rd
Lochside Dr
Wallace Dr
West Saanich Rd
Maryanne Rd
Wilkinson Rd
Trans Canada Hwy
Millstream Rd
E&N Corridor
Island Hwy
Sooke Rd
Galloping Goose Regional Trail
Leloria Rd
Metchosin Rd
Quadra St
Shelbourne St
Hillside Ave
Bay St
Fort St
Fairfield Rd
Foul Bay Rd
Victoria-Port Angeles Ferry
Victoria-Seattle Ferry
0
1.75
3.5
7
km
IBI GROUP
Making a difference...together
Date Updated: 20/05/2014

EXHIBIT A.14 Mobility Hubs and RMN (Large Version)




CRD Regional Transportation Plan
Mobility Hubs and RMN
Mobility Hubs
Complete Hub
Activity Hub
Gateway Hub
Rural Hub
RMN by Mode
Ferry Routes
Roads
Trails
E&N Corridor
CRD
NORTH SAANICH
Swartz Bay
Wain Rd
SIDNEY
Mills Rd
Sidney
McTavish Rd
McTavish Exchange / Airport
East Saanich Rd
Patricia Bay Hwy
CENTRAL SAANICH
Saanichton
Brentwood Bay
Lochside Dr
Keating Cross Road
West Saanich Rd
SAANICH
HIGHLANDS
Trans Canada Hwy
Royal Oak Transit Exchange
Camosun College / VITP
Wilkinson Rd
VIEW ROYAL
Millstream Rd N
View Royal Town Centre
VGH
Tillicum Major Centre
Quadra / McKenzie
UVic Transit Exchange
McKenzie / Shelbourne
Uptown
Camosun College
Hillside Centre
Bay St
RJH
Oak Bay Village
Fort St
Downtown
Fairfield Rd
OAK BAY
E&N Corridor
Trans Canada Hwy
Langford Town Centre
West Shore
Capital City Centre
CFB Esquimalt
Esquimalt
Inner Harbour
ESQUIMALT
COLWOOD
Sooke Rd
Laforia Rd
Metchosin Rd
Galloping Goose Regional Trail
VICTORIA
Victoria-Port Angeles Ferry
Victoria-Seattle Ferry
Ferry
0
1.75
3.5
7
km
IBI GROUP
CRD
Making a difference...together
Date Updated: 20/05/2014

# Overview

## Purpose

- Review previously conducted work.
- Summarize gaps in regional transportation functions.
- Provide options for consideration.

## What staff reviewed

1) Existing plans & studies
2) Governance / transportation service timeline
3) Transportation functions by jurisdiction

## What staff found

1) **Current State Analysis:** problems and solutions
2) **Lessons Learned:** transportation authority
3) **Functional Analysis:** local decisions, regional impacts
4) **Implementation Gaps:** priorities, advocacy and coordination

# Current State Analysis

## Transportation Problem Statements

1. Traffic congestion in the AM and PM peak periods increases travel time and decreases residents' quality of life.

2. The regional road network is largely built out, constraining infrastructure solutions because of cost and geography; solutions need to improve transportation choice and change behaviour.

| | | |
|---|---|---|
| **Taking Regional Action** | **CRD Board Priorities** | • Work with partners to deliver a multi-modal transportation system<br>• Take action on climate |
| | **CRD Service Levels** | • Data, technical expertise and participation in project-based working groups led by partners<br>• Plans, builds, operates and maintains the regional trail system, which serves as a spine to the regional active transportation network |

# List of Transportation Plans & Studies

| Authority | Plan / Study | Year |
|---|---|---|
| BC Transit | Victoria Transit Future Plan | 2011 |
| CRD | Pedestrian and Cycling Master Plan (PCMP) | 2011 |
| CRD | Regional Transit Local Funding Options | 2012 |
| CRD | Transit Governance Review | 2013 |
| CRD | Regional Transportation Plan (RTP) | 2014 |
| CRD | Transportation Service Feasibility Study | 2014 |
| Province (MAH) | End of Regionally Significant Projects Fund (RSPF) for regional districts | 2014 |
| CRD | Regional Trails Management Plan | 2016 |
| CRD | Transportation Data and Analytics Program Review | 2016 |
| Province (MAH) | Governing Greater Victoria – the Role of Elected Officials and Shared Services (Bish Report) | 2016 |
| Province (MAH) | Capital Integrated Services and Governance Initiative | 2017 |
| Province (MOTI) | Move, Commute, Connect – BC Active Transportation Strategy (CleanBC) | 2019 |
| Province (MOTI) | South Island Transportation Strategy (SITS) | 2020 |
| BC Transit | Victoria Regional Transit 10 Year Vision | 2020 |
| BC Transit | (Draft) Victoria Region Rapid Bus Strategy and Implementation Action Plan | 2020 |
| BC Transit | Local Area Transit Plans | Ongoing |

## Recommendations focus on four areas:

1) Planning & Policy
2) Infrastructure Investments
3) Land Use
4) Behaviour Change

## How are we doing?

- Mode share has improved from 22.4% in 2011 to 26.6% in 2017.
- Traffic volumes and travel times continue to increase.

# Transportation Service Timeline

| Timeline | Milestone | Outcome / Gap |
|---|---|---|
| 2011 | Transit Governance Review | **Gap:** Insufficient municipal council support |
| 2013 - 2014 | Regional Transportation Plan (RTP) | **Outcome:** Multi-modal regional transportation network, ambitious mode share targets |
| | Transportation Service Feasibility Study | **Outcome:** Proposed service and governance approach |
| 2015 – 2016 | Draft Transportation Service Establishment Bylaw<br>• Services<br>• Funding Policy | **Gap:** Insufficient municipal support at municipal councils |
| | | **Outcome:** Bylaw held in abeyance until release of provincial report. |
| 2017 | Capital Integrated Services and Governance Initiative Report | **Outcome:** No concrete recommendations. Suggests funding could incentivize regional prioritization. |
| | Update Transportation Service Establishment Bylaw | **Outcome:** Adjusted services and requisition limit to respond to municipal concerns. |
| 2018 | Transportation Service Not Supported | **Gap 1:** Insufficient municipal council / EA support.<br>**Gap 2:** Premier advises the region needs a shared vision for its transportation goals and clearly articulate role for a service. |
| 2018 - Present | Staff Level, Jurisdiction-Led Project Collaboration | **Gap:** Working groups informally consider how to advance RTP goals, only focusing on infrastructure projects. |

# Lessons Learned: Establishing a Regional Authority

1. Need clear municipal support to proceed with an authority. In past, municipal councils and EAs had concerns about:

   a) loss of control over transportation decisions
   b) local cost impacts

2. Governance reviews and correspondence with the Premier indicate the region needs first to reach consensus around its transportation future before any authorities change.

3. Process alone will not resolve municipal concerns.

4. An authority will be only be effective if the region can agree on transportation priorities.

# Functional Analysis

| | Capital Regional District | Municipalities | BC Transit | MOTI |
|---|---|---|---|---|
| Regional and Multi-Use Trails | **Primary Service Provider**<br>Plan, design, operate maintain, regulate & fund regional trail system that acts as active transportation spine. | Integrate local trails and cycling routes into the regional system. | Support integration of active modes of transportation with transit. | Leases Galloping Goose right of way to CRD. |
| Regional and Local Roads | Identify multi-modal road network. Develop goals, objectives and policy in support of multi-modal travel. Contribute data. | **Primary Service Provider**<br>Plan, set priorities, design, operate, maintain, regulate and fund roads that provide for local circulation. | Operate transit on local roads. | Integrate highway network for inter-regional travel into local roads. |
| Land Use – Corridors & Nodes | Set regional vision and objectives in support of growth management. Contribute data. | **Primary Service Provider**<br>Land use planning, land use regulation and taxation tools to shape the location and rate of development. | Need density to provide efficient and reliable transit service. | Policy and approval of development adjacent to highway corridors. |
| Regional Transit Network | Policy support for transit system. Contribute data. | Maintain roads and bus shelters. Contribute to transit route planning. Contribute property taxes to transit operations. | **Primary Service Provider**<br>Plan, set priorities, design, operate, maintain, regulate and fund transit routes and service. | Enable transit operations on highways. Contribute capital and operating funds. |
| Provincial Highways | Policy support for inter-regional travel. Contribute data. | Integrate local roads and intersections with provincial highways. | Operate transit on provincial highways. | **Primary Service Provider**<br>Plan, set priorities, design, operate, maintain, regulate and fund provincial highways. |
| **Outcome** | Impacts of transportation decisions are felt regionally through congestion pinch-points and intra-regional travel. | No mechanisms to collectively consider the impact of municipal transportation decisions. | CRD has no advocacy leverage on transit matters as there is no consensus on regional priorities. | CRD has no advocacy leverage on provincial investment there is no consensus on regional priorities. |

# Implementation Opportunities & Gaps

**Opportunities:**

1) RTP identifies a regional multi-modal transportation network that is being implemented by existing authorities, acting within their jurisdiction.

2) Preliminary data shows that volumes remain steady through the pandemic but are more distributed through the day, decreasing congestion and travel time.

3) Since 2017, the province has invested $500M in the South Island.

**Gaps:**

1) No approved list of regional priorities to catalyse action or attract funding.

2) No single agency acting as a champion for regional priorities.

3) No funding mechanism to incentivize regional prioritization of infrastructure projects.

4) No formal mechanism to consider the regional impacts of individual transportation decisions.

# Focus Areas for Future Actions

1. **Prioritize:** Identify and agree on regional multi-modal priorities.

2. **Advocate:** Speak with one regional voice for funding on approved priority projects.

3. **Coordinate:** Formalize coordination across jurisdictions on matters such as infrastructure investments, transportation and land use policy, and behavior change.

PLEASE NOTE

- Actions are sequential (i.e., must do #1 before moving to #2).
- Region needs to validate problems before seeking solutions.

# Proposed Next Steps

1

## Prepare Draft Priorities List

- Work at staff level
- Engage partner jurisdictions
- Develop a draft list of regional transportation priorities as they relate to RTP actions

2

## Circulate Draft Priorities List for Comment

- Analyze priorities against RTP regional outcome statements
- Circulate draft priorities list to local area administrators for comments

3

## Board Prioritizes

- Staff reports back with draft priorities list and coordination mechanisms
- Board prioritizes items on the list
- Board directs implementation next steps

# Discussion: Validate Analysis & Input

1) **Validation (Y/N):** Do you have any concerns with the problem statements and gap analysis? If yes, what?

2) **Input:** As a region, how do we make sure that individual decisions do not have a negative regional impact?

## Transportation Problems

1. Traffic congestion in peak periods

2. Mode shift – improve mode choice and change behaviour

## Why are we discussing this?

Before we can identify priorities, we need to confirm what problems we are trying to solve and the possible scope of collaboration. We need to do this to make sure that transportation solutions are not working at cross-purposes.

# 2021 Appointments

Board and Committee Membership

Making a difference...together

Capital Regional District | March 2021

## Capital Regional District Board

Chair: Director Plant

Vice-Chair: Director Mersereau

## Capital Regional Hospital District Board

Chair: Director Blackwell

Acting Chair: Director Plant

## Capital Region Housing Corporation Board

Chair: Director Helps

Vice-Chair: Director Screech

## Standing Committees

*The following appointments are made by the Board Chair in consultation with the Vice-Chair.*

### Core Area Liquid Waste Management

*Membership consists of all 15 Board members from the seven municipal participants in the Core Area Liquid Waste Management Plan.*

Chair: Director Blackwell

Director Brice

Director Desjardins

Director Haynes

Director Helps

Director Isitt

Director Loveday

Director Martin

Vice Chair: Director Seaton

Director Mersereau

Director Murdoch

Director Plant

Director Screech

Director Taylor

Director Young

Two First Nations Appointments - TBD

### Electoral Areas

*Membership consists of all 3 Electoral Area Directors.*

Chair: Director Hicks

Vice-Chair: Director Holman

Director Howe

Board Chair (ex-officio)

# 2021 Appointments

## Board and Committee Membership

Making a difference...together

Capital Regional District | March 2021

### Environmental Services

Chair: Director Desjardins
3. Director Blackwell
4. Director Helps
5. Director Hicks
6. Director Holman
7. Director Orr

Vice-Chair: Director Taylor
8. Director Ranns
9. Director Williams
10. Director Windsor

Board Chair (ex-officio)

### Finance

Chair: Director Brice
3. Director Blackwell
4. Director Howe
5. Director Loveday
6. Director Orr
7. Director Screech

Vice-Chair: Director Williams
8. Director Taylor
9. Director Windsor
10. Director Young

Board Chair (ex-officio)

### First Nations Relations

Chair: Director Tait
3. Director Desjardins
4. Director Haynes
5. Director Howe
6. Director Orr

Vice-Chair: Director Isitt
7. Director Ranns
8. Director Seaton
9. Director Williams

Board Chair (ex-officio)

### Governance

Chair: Director Murdoch
3. Director Brice
4. Director Desjardins
5. Director Isitt
6. Director Martin
7. Director McNeil-Smith

Vice-Chair: Director Windsor
8. Director Ranns
9. Director Tait
10. Director Young

Board Chair (ex-officio)

### Hospitals and Housing

Chair: Director Helps
3. Director Blackwell
4. Director Brice
5. Director Haynes
6. Director Holman

Vice-Chair: Director Orr
7. Director Loveday
8. Director Murdoch
9. Director Screech

Board Chair (ex-officio)

# 2021 Appointments

## Board and Committee Membership

Making a difference...together

Capital Regional District | March 2021

### Planning & Protective Services

Chair: Director McNeil-Smith
3. Director Haynes
4. Director Hicks
5. Director Loveday
6. Director Mersereau
7. Director Murdoch

Vice-Chair: Director Martin
8. Director Tait
9. Director Williams
10. Director Windsor

Board Chair (ex-officio)

### Regional Parks

Chair: Director Mersereau
3. Director Holman
4. Director Isitt
5. Director Martin
6. Director Ranns
7. Director Screech

Vice-Chair: Director Young
8. Director Seaton
9. Director Tait
10. Director Taylor

Board Chair (ex-officio)

### Transportation

Chair: Director Screech
3. Director Brice
4. Director Desjardins
5. Director Haynes
5. Director Howe
6. Director Isitt
7. Director McNeil-Smith

Vice-Chair: Director Loveday
8. Director Martin
9. Director Mersereau
10. Director Seaton
11. Director Tait
12. Director Taylor

Board Chair (ex-officio)

## Sub-Committees

**Solid Waste Advisory Committee (reporting to the Environment Services Committee). Term is for four years.**

| | |
|---|---|
| Chair: Director Desjardins | Vice-Chair: Elected from amongst the membership |
| Public Members Appointed by the Board in 2018 until 2021 | Board Chair (ex-officio) |

**Royal and McPherson Theatres Services Advisory Committee (reporting to the Finance Committee). Term is for two years.**

| Participant | Board Member |
|---|---|
| Saanich | Colin Plant |
| | Susan Brice |
| Victoria | Marianne Alto |
| | Sharmarke Dubow |
| Oak Bay | Kevin Murdoch |

# 2021 Appointments

## Board and Committee Membership

Capital Regional District | March 2021

**Regional Arts Facilities Select Committee (reporting to the CRD Board). Annual appointments.**

| | |
|---|---|
| Director Plant (Chair) | Director Screech (Vice-Chair) |
| Director Helps | Director Mersereau |
| Director Holman | Director Murdoch |
| Director Loveday | Director Taylor |
| Director Martin | Director Williams |
| Director McNeil-Smith | |

## Other Appointments - *Either Board Chair or Board confirmed appointments*

### Greater Victoria Harbour Authority Board

*Board Chair nominates one Director of CRD Board to be nominated as GVHA Director. Board to also appoint Member representative.*

| Member Representative | Board Nominee |
|---|---|
| Rob Martin | Susan Brice |

### Greater Victoria Labour Relations Association

| Representative & AGM Delegate | Alternate |
|---|---|
| Rob Martin | None |

### ICET - Central South Island Regional Advisory Committee

| Member Representative | Board Nominee |
|---|---|
| Mike Hicks | None |

### Island Corridor Foundation

*Board appoints one Director as Local Government Designated Representative annually. Board nominates one Director for election to the Foundation Board (could be the same person as the Member Representative) at its AGM, held in April, for a two-year term.*

| Member Representative | Nominee |
|---|---|
| Barbara Desjardins | Lanny Seaton |

### Municipal Finance Authority

*Board appoints two Directors as representatives and two Directors as alternates. Term is for one year.*

| Director | Alternate |
|---|---|
| Geoff Young | None |
| Ken Williams | None |

### Regional Representative to the Te'mexw Treaty Advisory Committee

| Representative | Alternate |
|---|---|
| Ryan Windsor | None |

# 2021 Appointments

## Board and Committee Membership

Capital Regional District | March 2021

### Royal and McPherson Theatres Society

*Appointed by member Councils. Term is for one year.*

| Participants | Board Member | Alternate |
|---|---|---|
| Oak Bay | Hazel Braithwaite | Cairine Green |
| Saanich | Ned Taylor | None |
| Victoria | Jeremy Loveday | None |

### Saanich Peninsula Water Commission

*Members from each of the participants. Appointed by each of the member councils. Term is for one year.*

| Participant | Commissioner | Alternate |
|---|---|---|
| Central Saanich | Zeb King | Chris Graham |
| Central Saanich | Ryan Windsor | Niall Paltiel |
| North Saanich | Geoff Orr | Heather Gartshore |
| North Saanich | Murray Weisenberger | Celia Stock |
| Sidney | Sara Duncan | Peter Wainwright |
| Sidney | Cliff McNeil-Smith | Barbara Fallot |

### Sooke and Electoral Area Parks and Recreation Commission

*Appointed by member Councils. Term is for one year.*

| Participants | Commissioner | Alternate |
|---|---|---|
| Juan de Fuca | Mike Hicks | Dan Quigley |
| Sooke | Al Beddows | Dana Lajeunesse |
| | Maja Tait | Jeff Bateman |

### Traffic Safety Commission

*Board appoints one Director as a Representative, and one Director as an Alternate. Term is for two years.*

| Representative | Alternate |
|---|---|
| Fred Haynes | Colin Plant |

### Vancouver Island Regional Library Board

Board appoints. Only Juan de Fuca Area participated in this service function. Term is for one year.

| Representative | Alternate |
|---|---|
| Mike Hicks | Dan Quigley |

# 2021 Appointments

## Board and Committee Membership

Capital Regional District | March 2021

## Continuing Appointments *The following appointments continue or were revised in 2021*

### Arts Commission

*Members from each of the participants. Term is four years for Directors, two years for Non-Directors.*

| Participant | Representative | Alternate |
|---|---|---|
| Esquimalt | Lynda Hundleby | Meagan Brame |
| Highlands | Karel Roessingh | None |
| Metchosin | Sharie Epp | None |
| Oak Bay | Cairine Green | None |
| Saanich | Colin Plant | Ned Taylor |
| Sooke | Dana Lajeunesse | None |
| Southern Gulf Islands | Wendy Gardner | TBD |
| Victoria | Jeremy Loveday (Chair) | Sharmarke Dubow |
| View Royal | Gery Lemon | None |

### Climate Action Inter-Municipal Task Force

*Task Force consists of one elected representative of each municipality and the three electoral areas. Term is for four years unless otherwise noted.*

| Local Government | Representative | Alternate |
|---|---|---|
| Central Saanich | Niall Paltiel | None |
| Colwood | Michael Baxter | None |
| Esquimalt | Jacob Helliwell | None |
| Highlands | Ann Baird | Gord Baird |
| Metchosin | Andy MacKinnon | Marie-Terese Little |
| North Saanich | Patricia Pearson | Murray Weisenberger |
| Oak Bay | Tara Ney | None |
| Saanich | Judy Brownoff | None |
| Sidney | Sara Duncan | Barbara Fallot |
| Sooke | Tony St-Pierre | None |
| Victoria | Jeremy Loveday | None |
| View Royal | Gery Lemon | John Rogers |
| Salt Spring Island | Gary Holman | None |
| Southern Gulf Islands | David Howe | None |
| Juan de Fuca | Mike Hicks | None |

# 2021 Appointments

## Board and Committee Membership

Capital Regional District | March 2021

### CREST (Capital Region Emergency Service Telecommunications)

*The CRD appoints the 3 Directors representing the Electoral Areas for shareholder votes (proxies are appointed on an annual basis).*

| Appointed CRD Shareholder | Proxy |
|---|---|
| Mike Hicks | Jeri Grant |
| Gary Holman | Charles Nash |
| Dave Howe | Rob Reeleder |

### Emergency Management Committee

*Board appointment of the 3 EA Directors, ELT & Senior Manager, Protective Services. Term is for four years.*

| Electoral Areas | Representative | ELT + Management | | |
|---|---|---|---|---|
| Juan de Fuca | Mike Hicks | Bob Lapham | Larisa Hutcheson | Shawn Carby |
| Southern Gulf Islands | David Howe | Kevin Lorette | Ted Robbins | |
| Salt Spring Island | Gary Holman | Nelson Chan | Kristen Morley | |

### Greater Victoria Coalition to End Homelessness

*For the Society Board, 3 Directors from the CRD to include the Mayor of Victoria who will be the CRD Co-Chair on the Board. Corporate representation will include the 3 names, and up to 4 others including staff.*

| Appointed Directors: | Corporate Member Representative: |
|---|---|
| Lisa Helps (Mayor of Victoria) | Kevin Lorette, GM, Planning & Protective Services |
| Geoff Orr | Don Elliott, Senior Manager, Regional Housing |
| Ned Taylor | John Reilly, Manager, Housing Planning & Programs |

### Gulf Islands National Park Reserve Advisory Board

*One of the 7 Park Advisory Board members is to be an elected regional Director from the CRD. CRD membership is updated following each local/regional government election. Board typically appoints SGI representative and an alternate.*

| Representative | Alternate |
|---|---|
| Dave Howe | Larisa Hutcheson, GM, Parks & Environmental Services |

### Peninsula Recreation Commission

*Appointed by member Councils. Term is for two years.*

| Participants | Commissioner | Alternate |
|---|---|---|
| Central Saanich | Niall Paltiel | Gord Newton |
| Central Saanich | Ryan Windsor | None |
| Central Saanich | Ted Daly | |
| North Saanich | Geoff Orr | Celia Stock |
| North Saanich | Heather Gartshore | Jack McClintock |
| North Saanich | Ross Imrie | |
| Sidney | Chad Rintoul | Scott Garnett |

# 2021 Appointments

## Board and Committee Membership

Capital Regional District | March 2021

| | | |
|---|---|---|
| Sidney | Cliff McNeil-Smith | None |
| Sidney | Karen Frost | |

### Regional Housing Trust Fund Commission

*One Council member is appointed by each participating municipality. Appointments come forward to the Board Chair from the Senior Manager, Regional Housing and are included with appointments made by Board Chair. The Salt Spring Island and Southern Gulf Islands Electoral Area Directors are also members. Term is for two years.*

| Participant | Commissioner | Alternate |
|---|---|---|
| Central Saanich | Bob Thompson | None |
| Esquimalt | Meagan Brame | None |
| Highlands | Ann Baird | Karel Roessingh |
| Metchosin | Marie-Térèse Little | None |
| North Saanich | Celia Stock | Heather Gartshore |
| Oak Bay | Eric Wood Zhelka | Hazel Braithwaite |
| Saanich | Zac de Vries | None |
| Salt Spring Island | Gary Holman | None |
| Sidney | Sara Duncan | Terri O'Keeffe |
| Sooke | Ebony Logins | None |
| Southern Gulf Islands | Dave Howe | Ben Mabberley |
| Victoria | Sarah Potts | None |
| View Royal | David Screech | None |

### Regional Water Supply Commission

*Members from each of the participants. Term is for four years.*

| Participant | Commissioner | Alternate |
|---|---|---|
| Central Saanich | Chris Graham | Zeb King |
| Colwood | Gordie Logan | Cynthia Day |
| Esquimalt | Tim Morrison | Lynda Hundleby |
| Highlands | Gord Baird | Karel Roessingh |
| Juan de Fuca EA | Mike Hicks | Dan Quigley |
| Langford | Roger Wade | Matt Sahlstrom |
| | Lillian Szpak | Norma Stewart |
| Metchosin | Kyara Kahakuawila | Marie-Térèse Little |
| North Saanich | Celia Stock | Heather Gartshore |
| Oak Bay | Eric Zhelka | Esther Paterson |
| Saanich | Karen Harper* | Judy Brownoff, Susan Brice, Colin Plant |
| | Rebecca Mersereau* | Susan Brice, Colin Plant, Judy Brownoff |
| | Natalie Chambers* | Colin Plant, Judy Brownoff, Susan Brice |

# 2021 Appointments

## Board and Committee Membership

Capital Regional District | March 2021

| | | |
|---|---|---|
| | Zac de Vries | Judy Brownoff, Susan Brice, Colin Plant |
| | Ned Taylor | Susan Brice, Colin Plant, Judy Brownoff |
| Sidney | Sara Duncan | Terri O'Keeffe |
| Sooke | Tony St. Pierre | Megan McMath |
| Victoria | Sharmarke Dubow | None |
| | Jeremy Loveday* | None |
| | Ben Isitt | None |
| | Geoff Young | None |
| View Royal | John Rogers | David Screech |

**Assignment of one additional vote*

### Juan de Fuca Water Distribution Commission

*Members from each of the participants. Appointed by each of the member councils. Term is for four years.*

| Participant | Commissioner | Alternate |
|---|---|---|
| Colwood | Gordie Logan | Cynthia Day |
| Highlands | Gord Baird | Karel Roessingh |
| Juan de Fuca EA | Mike Hicks | Dan Quigley |
| Langford | Lillian Szpak | Norma Stewart |
| | Roger Wade | Matt Sahlstrom |
| Metchosin | Kyara Kahakauwila | Marie-Térèse Little |
| Sooke | Ebony Logins | Megan McMath |
| View Royal | John Rogers | Ron Mattson |

### Saanich Peninsula Wastewater Commission

*Members from each of the participants. Appointed by each of the member councils. Term is for two years.*

| Participant | Commissioner | Alternate |
|---|---|---|
| Central Saanich | Zeb King | Chris Graham |
| Central Saanich | Ryan Windsor | Niall Paltiel |
| North Saanich | Geoff Orr | Heather Gartshore |
| North Saanich | Murray Weisenberger | Celia Stock |
| Sidney | Sara Duncan | Peter Wainwright |
| Sidney | Cliff McNeil-Smith | Barbara Fallot |

Making a difference...together

**REPORT TO CAPITAL REGIONAL DISTRICT BOARD**
**MEETING OF WEDNESDAY, MARCH 10, 2021**

---

**SUBJECT** **1114 Rockland Housing Agreement Modification**

## ISSUE SUMMARY

Amendments to a resale control and housing agreement for 1114 Rockland Avenue.

## BACKGROUND

On February 3, 2021, Bylaw No. 4398, Resale Control and Housing Agreement Bylaw (1114 Rockland Avenue), 2021, was adopted, authorizing a housing agreement to secure two below-market one-bedroom units. Victoria has requested additional specificity relating to unit type in the agreement and the property owner has agreed to these changes.

## ALTERNATIVES

*Alternative 1*

a) That Bylaw No. 4410, "Resale Control and Housing Agreement Bylaw (1114 Rockland Avenue), 2021" be introduced and read a first, second and third time; and
b) That Bylaw No. 4410 be adopted.

*Alternative 2*

That the 1114 Rockland Housing Agreement Modification report be referred back to staff with alternative direction from the Capital Regional District Board.

## IMPLICATIONS

These minor changes make the agreement easier to enforce should an issue arise. As it is not yet registered, a new bylaw, rather than a modification, is recommended.

## CONCLUSION

Minor changes are proposed to the 1114 Rockland Housing Agreement to make it easier to enforce.

## RECOMMENDATION

a) That Bylaw No. 4410, "Resale Control and Housing Agreement Bylaw (1114 Rockland Avenue), 2021" be introduced and read a first, second and third time; and
b) That Bylaw No. 4410 be adopted.

| | |
|---|---|
| Submitted by: | Don Elliott, MUP, Senior Manager, Regional Housing |
| Concurrence: | Kevin Lorette, P. Eng., MBA, General Manager, Planning & Protective Services |
| Concurrence: | Kristen Morley, J.D., General Manager, Corporate Services & Corporate Officer |
| Concurrence: | Robert Lapham, MCIP, RPP, Chief Administrative Officer |

## ATTACHMENT

Appendix A – Bylaw No. 4410 "Resale Control and Housing Agreement Bylaw (1114 Rockland Avenue), 2021"

APPENDIX A

**CAPITAL REGIONAL DISTRICT**
**BYLAW NO. 4410**

**********

**A BYLAW TO MODIFY A HOUSING AGREEMENT (1114 ROCKLAND AVENUE)**

**********

**WHEREAS:**

A. On February 10, 2021, the Capital Regional District and the owner of land legally described as Lot 1576, Victoria City, PID: 005-212-332 agreed to enter into a housing agreement, restrictive covenant, and option to purchase in order to permit development of the land in the City of Victoria to provide, among a strata development of market housing, two (2) units of affordable housing consisting of two (2) one-bedroom units;

B. The City of Victoria has requested additional specificity in the wording of the District's housing agreement and the owner consents to this modification, and for ease of administration, all parties intend for only one agreement to be registered on title rather than a registration and a modification; and

C. Under the *Local Government Act*, RSBC 2015, c 1, a housing agreement may only be entered into or amended by bylaw;

**NOW THEREFORE**, the Capital Regional District Board in open meeting enacts as follows:

1 The Capital Regional District is authorized to enter into the *Local Government Act* section 483 housing agreement and *Land Title Act* section 219 covenant attached to this Bylaw as Appendix 1 (the "Housing Agreement").

2 The Chair of the Capital Regional District is authorized to execute the Housing Agreement and the Corporate Officer or designate is authorized to sign and file in the Land Title Office a notice of Housing Agreement.

3 Bylaw No. 4398, Resale Control and Housing Agreement Bylaw (1114 Rockland Avenue), 2021, is hereby repealed.

4 This Bylaw may be cited for all purposes as "Resale Control and Housing Agreement Bylaw (1114 Rockland Avenue), 2021".

| | | | |
|---|---|---|---|
| READ A FIRST TIME THIS | __ | day of | 2021 |
| READ A SECOND TIME THIS | __ | day of | 2021 |
| READ A THIRD TIME THIS | __ | day of | 2021 |
| ADOPTED THIS | __ | day of | 2021 |

Chair

Corporate Officer

**CANADA** )
**PROVINCE OF** )
**BRITISH COLUMBIA** )

**IN THE MATTER OF** SECTION 219 COVENANTS, RENT CHARGE, OPTION TO PURCHASE AND HOUSING AGREEMENT OVER PID: 005-212-332, Lot 1573, Victoria City (the "Property")

## AFFIDAVIT OF EXECUTION

I, DALE R. Henley, solicitor of 201-2377 Bevan Avenue, Sidney BC, in the Province of British Columbia, MAKE OATH AND SAY:

1. I am 16 years of age or older and am acquainted with the person named in the instrument as the Transferor.

2. I am acquainted with the signature of the Transferor and believe that the signature subscribed to the instrument is the signature of the Transferor.

3. The signature of the Transferor was not certified by an officer under Part 5 of the *Land Title Act*, R.S.B.C. 1996, c. 250 because due to the COVID-19 Pandemic the Transferor was not able to appear in person before an officer.

And I make this solemn declaration conscientiously believing it to be true and knowing that it is of the same force and effect as if made under oath.

DECLARED BEFORE ME at Sidney, Province of British Columbia on the 2 day of March, 2021 )

A Commissioner for taking Affidavits for British Columbia

PAIGE J. M. GIBSON
201 - 2377 Bevan Avenue
Sidney, B.C. V8L 4M9
BARRISTER & SOLICITOR

Dale R. Henley

LAND TITLE ACT
FORM C (Section 233) CHARGE
GENERAL INSTRUMENT - PART 1 Province of British Columbia



Your electronic signature is a representation that you are a designate authorized to certify this document under section 168.4 of the *Land Title Act*, RSBC 1996 c.250, that you certify this document under section 168.41(4) of the act, and that an execution copy, or a true copy of that execution copy, is in your possession.

1. APPLICATION: (Name, address, phone number of applicant, applicant's solicitor or agent)

Farris LLP
Barristers and Solicitors
3rd Floor-1005 Langley Street
Victoria BC V8W 1V7

Telephone: (250) 382-1100
File: 43510-0008

Deduct LTSA Fees? Yes ☑

2. PARCEL IDENTIFIER AND LEGAL DESCRIPTION OF LAND:

[PID] [LEGAL DESCRIPTION]

**005-212-332 LOT 1576, VICTORIA CITY**

STC? YES ☐

3. NATURE OF INTEREST CHARGE NO. ADDITIONAL INFORMATION

**SEE SCHEDULE**

4. TERMS: Part 2 of this instrument consists of (select one only)

(a) ☐ Filed Standard Charge Terms D.F. No. (b) ☑ Express Charge Terms Annexed as Part 2

A selection of (a) includes any additional or modified terms referred to in Item 7 or in a schedule annexed to this instrument.

5. TRANSFEROR(S):

**RTR PROPERTIES LTD., INC. NO. BC0707996**

6. TRANSFEREE(S): (including postal address(es) and postal code(s))

**CAPITAL REGIONAL DISTRICT**

625 FISGARD STREET
VICTORIA BRITISH COLUMBIA
V8W 1R7 CANADA

7. ADDITIONAL OR MODIFIED TERMS:

n/a

8. EXECUTION(S): This instrument creates, assigns, modifies, enlarges, discharges or governs the priority of the interest(s) described in Item 3 and the Transferor(s) and every other signatory agree to be bound by this instrument, and acknowledge(s) receipt of a true copy of the filed standard charge terms, if any.

| Officer Signature(s) | Execution Date Y | M | D | Transferor(s) Signature(s) |
|---|---|---|---|---|
| See Affidavit of Execution | 21 | 03 | 02 | RTR Properties Ltd. by its authorized signatory(ies): Print name: ROBERT KOOPMANS Print name: |

As to all signatures

OFFICER CERTIFICATION:

Your signature constitutes a representation that you are a solicitor, notary public or other person authorized by the *Evidence Act*, R.S.B.C. 1996, c.124, to take affidavits for use in British Columbia and certifies the matters set out in Part 5 of the *Land Title Act* as they pertain to the execution of this instrument.

**LAND TITLE ACT**
**FORM D**

**EXECUTIONS CONTINUED** 

| Officer Signature(s) | Execution Date Y | M | D | Transferor / Borrower / Party Signature(s) |
|---|---|---|---|---|
| _____ | 21 | | | CAPITAL REGIONAL DISTRICT by its authorized signatory(ies): |
| | | | | _____ Print name: |
| | | | | _____ Print name: |
| as to all signatures | | | | |
| _____ | | | | |
| _____ | | | | |

OFFICER CERTIFICATION:
Your signature constitutes a representation that you are a solicitor, notary public or other person authorized by the *Evidence Act*, R.S.B.C. 1996, c.124, to take affidavits for use in British Columbia and certifies the matters set out in Part 5 of the *Land Title Act* as they pertain to the execution of this instrument.

**LAND TITLE ACT**
**FORM E**

**SCHEDULE** 

| NATURE OF INTEREST | CHARGE NO. | ADDITIONAL INFORMATION |
|---|---|---|
| Covenant | | Section 219 Covenant<br>Page 8, paragraph 2.1 |
| Rent Charge | | Page 12, paragraph 2.4 |
| Option to Purchase | | Page 14, paragraph 3.1 |
| | | |
| | | |
| | | |

**TERMS OF INSTRUMENT – PART 2**

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**SECTION 219 COVENANT AND HOUSING AGREEMENT WHEREAS:**

A. RTR Properties Ltd. (the "**Developer**") is the registered owner of the Lands described in Item 2 of Part 1 of this General Instrument and the Developer intends to complete a multi unit residential development on the Lands (the "**Strata Development**") and shall designate two (2) Affordable Units comprising two (2) one-bedroom units of the strata lots to be created by the strata plan for the Strata Development as the Affordable Units to which strata lots this Agreement will apply.

B. The Developer intends to build the Affordable Unit to ensure the availability of affordable housing in Victoria British Columbia.

C. To ensure that the Affordable Unit continues to be available as affordable housing, the Developer has agreed to grant the Capital Regional District ("**CRD**"):

(a) a covenant under Section 219 of the *Land Title Act* (the "**Covenant**") and a housing agreement under Section 483 of the Local Government Act setting out, amongst other things, the procedure to be followed in connection with any sale of an Affordable Unit as well as restrictions on the sale price on use and rental of the Affordable Unit;

(b) an option to purchase an Affordable Unit if it is sold, rented or used in breach of the Covenant; and

(c) Notice of Housing Agreement:

For clarity, the Owner acknowledges and agrees that:

(i) this Agreement constitutes both a covenant under Section 219 of the *Land Title Act* and a housing agreement entered into under Section 483 of the *Local Government Act*;

(ii) the CRD is required to file a notice of housing agreement in the Land Title Office against title to the Land; and

(iii) once such notice is filed, this Agreement binds all persons who acquire an interest in the Land as a housing agreement under Section 483 of the *Local Government Act*.

NOW THEREFORE in consideration of the mutual covenants set out below and other good and valuable consideration (the receipt and sufficiency of which are acknowledged by each of the parties), the parties agree as follows:

## SECTION 1.
## INTERPRETATION

1.1 **Definitions**. In this Agreement:

1.1.1 "Affordable Unit" or "Affordable Units" shall mean the two (2) one-bedroom strata lots to be designated by the Developer within the Strata Development as the strata lots to which this Agreement shall apply;

1.1.2 "Affordable Rate" means a rate determined from time-to-time by the NPO in its sole discretion with reference to BC Government guidelines, if any;

1.1.3 "Agreement" means Parts 1 and 2 of this General Instrument;

1.1.4 "Appraisal" has the meaning stated in Section 2.2;

1.1.5 "Appraisal Review Period" has the meaning stated in Section 2.2.4.1;

1.1.6 "Appraiser" means an appraiser accredited by the Appraisal Institute of Canada and duly qualified to appraise an Affordable Unit and on an approved list maintained by the NPO, if any;

1.1.7 "Approved Lender" means an "approved lender" (as defined in the *National Housing Act*, R.S.C. 1985, c. N-11) which holds an Insured Mortgage of an Affordable Unit;

1.1.8 "Below Market Value" means 90% of the Fair Market Value of the Affordable Unit from time to time;

1.1.9 "Business Day" means any day other than Saturday, Sunday or a statutory holiday in the Province of British Columbia;

1.1.10 "Closing Date" means the 30th day after the Notice Date, or the first Business Day thereafter that the LTO is open for business to the public;

1.1.11 "CMHC" means Canada Mortgage and Housing Corporation or any successor thereto;

1.1.12 "Covenant" has the meaning stated in Recital C and is the covenant set out in Section 2.1;

1.1.13 "CRD" has the meaning stated in Recital C;

1.1.14 "Developer" has the meaning stated in Recital A;

1.1.15 "Environmental Law" means any applicable federal, provincial or municipal laws pertaining to the presence, handling, release or removal of Hazardous Substances;

1.1.16 "Fair Market Value" of an Affordable Unit means the purchase price from time to time which a willing purchaser would pay to a willing vendor, dealing at arm's length from

each other, for an Affordable Unit, unencumbered with the exception of Permitted Encumbrances and without the benefit of a parking stall or other parking entitlement;

1.1.17 "General Instrument - Part 1" means the General Instrument - Part 1 to which this Terms of Instrument - Part 2 is attached;

1.1.18 "Hazardous Substances" collectively means contaminants, pollutants or other substances which are hazardous or dangerous to the health of humans, animals or plants or to the environment and includes substances defined as hazardous substances or special waste under any law, regulation or order of a Statutory Authority;

1.1.19 "Immediate Family" means grandparent, parent, sibling, spouse, common-law partner, son or daughter;

1.1.20 "Insured Mortgage" means a mortgage insured pursuant to the *National Housing Act*, R.S.C. 1985, c. N-11;

1.1.21 "LTO" means the Land Title Office for the jurisdiction in which an Affordable Unit is located;

1.1.22 "Notice" means any written notice which CRD may deliver to the Owner under Section 3.3, exercising the Option;

1.1.23 "Notice Date" means the day on which the Owner is deemed by Section 6.2 to have received the Notice;

1.1.24 "NPO" means the Capital Region Housing Corporation or other non-profit housing organization or Person retained by CRD from time to time to administer the sale of the Affordable Units and to manage the rental of the Affordable Units;

1.1.25 "NPO Appraisal" has the meaning stated in Section 2.2.4.1;

1.1.26 "Offer" has the meaning stated in Section 2.2;

1.1.27 "Option" means the option to purchase granted by the Developer and the Owner to CRD under Section 3.1;

1.1.28 "Option Purchase Price" means:

(1) 90% of the Below Market Value; or

(2) if the Owner has granted a bona fide arm's length mortgage or mortgages of the Affordable Unit to an Approved Lender which, as at the Closing Date, secures in aggregate an amount which exceeds 95% of the Below Market Value, the amount owing under and required to discharge the mortgage or mortgages to the Approved Lender as at the Closing Date;

1.1.29 "Owner" means the registered owner of an Affordable Unit from time to time and includes the Developer in its capacity as developer of the Affordable Units until the first

conveyance to a Qualified Buyer, and their respective heirs, legal representatives, successors and assigns;

1.1.30 "Permitted Encumbrances" means those charges or encumbrances stated in Schedule "A" and any other encumbrances approved as required by the City of Victoria or Developer from time to time to complete the Strata Development or as in writing by CRD but shall not include any mortgage or other financial encumbrance and shall not include this Agreement;

1.1.31 "Person" means any individual, society, corporation, partnership, trustee, administrator, legal representative, Statutory Authority or other legal entity;

1.1.32 "Personal Property" means all lighting fixtures, appliances, equipment, cabinetry, affixed carpeting, drapes and blinds located within an Affordable Unit (except to the extent otherwise agreed in writing by CRD) but does not include an Owner's personal effects;

1.1.33 "Proceeding" has the meaning stated in Section 2.3.1;

1.1.34 "Project" means the Strata Development of which the Affordable Units will be a part and comprises all of the Lands referred to in Item 2 of the General Instrument – Part 1;

1.1.35 "Property" means the Affordable Unit and all Personal Property within the Affordable Unit;

1.1.36 "Qualified Buyer" means an individual who meets the criteria stated in Schedule "B";

1.1.37 "Statutory Authority" means any federal, provincial or municipal governmental authority which has jurisdiction over any matter referred to in this Agreement;

1.1.38 "Term" means the period commencing on the date of registration of this Agreement in the LTO and ending on the earlier of (a) the date which is ninety- nine (99) years thereafter, and (b) the date of any destruction or statutorily deemed destruction of the Project;

1.1.39 "Transaction" means the transfer of an Affordable Unit from the Owner to CRD;

1.1.40 "Transfer" means an instrument in a statutorily prescribed form by which the Owner transfers title to the Affordable Unit to CRD.

1.2 **Time**. Time will be of the essence of this Agreement. If any party expressly or impliedly waives this requirement, that party may reinstate it by delivering notice to the other party. If a time is specified in this Agreement for observing or performing any obligation, such time will be local time in Victoria, British Columbia.

1.3 **Governing Law**. This Agreement will be governed by and construed and enforced in accordance with the laws of British Columbia and the laws of Canada applicable in British Columbia.

1.4 **References**. In this Agreement, words importing the singular include the plural and vice versa, and words importing gender include all genders.

1.5 **Construction**. The division of this Agreement into sections and the use of headings are for convenience of reference only and are not intended to govern, limit or aid in the interpretation of this Agreement. The wording of this Agreement will be construed simply, according to its fair meaning, and not strictly for or against any party.

1.6 **Validity of Provisions**. If a Court of competent jurisdiction finds that any provision contained in this Agreement is invalid, illegal or unenforceable, such invalidity, illegality or unenforceability will not affect any other provision of this Agreement which will be construed as if such invalid, illegal or unenforceable provision had never existed and such other provisions will be enforceable to the fullest extent permitted at law.

1.7 **No Waiver**. Failure by either party to exercise any of its rights, powers or remedies hereunder or its delay to do so, will not be interpreted as a waiver of those rights, powers or remedies except in the case of a written waiver. No waiver of a particular right will be deemed to be a waiver of that right in any other instance or a waiver of any other right.

1.8 **Statutes**. Any reference to a statute and to any regulations under that statute means the statute and regulations as amended or replaced from time to time.

1.9 **Remedies**. Any party to this Agreement, in addition to its rights under this Agreement or at law, will be entitled to all equitable remedies including specific performance, injunction and/or declaratory relief, to enforce its rights under this Agreement. No reference to or exercise of any specific right or remedy under this Agreement or at law or in equity by any party will prejudice or preclude that party from exercising any other such right or remedy. No such right or remedy will be exclusive or dependent upon any other such right or remedy, but any party, from time to time, may exercise any one or more of such rights or remedies independently, successively or in combination. The Owner acknowledges that specific performance, injunctive relief (mandatory or otherwise) or other equitable relief may be the only adequate remedy for a default by the Owner under this Agreement.

1.10 **Schedules**. The following Schedules are attached to and form integral parts of this Agreement:

Schedule “A” Permitted Encumbrances
Schedule “B” Qualified Buyer Criteria

## SECTION 2.
## SECTION 219 COVENANT

2.1 **Covenant.** The Owner hereby covenants with CRD that:

(a) the Affordable Unit will not be sold, assigned or otherwise transferred otherwise than:

(i) to a Qualified Buyer;

(ii) for a selling price not greater than the Below Market Value;

(iii) subject to the Covenant and the Option; and

(iv) in a way which complies with Section 2.2, or to CRD under Section 3;

(b) the Affordable Unit will not at any time be subject to a conventional high ratio mortgage or mortgages which, in total, secure an amount which exceeds 95% of the Below Market Value; and

(c) the Owner shall not permit (whether by renting or otherwise) any person other than the Owner and members of the owner's Immediate Family to occupy the Affordable Unit, and shall not use or permit the premises to be used solely for conducting a business or profession,

and the Owner and CRD agree that, subject to Section 2.3 the covenant set out above will be registered as a charge against the Affordable Unit and run with the Affordable Unit for the Term.

2.2 **Procedure for Sale of Affordable Unit.**

2.2.1 **Owner Notifies NPO of Intention to Sell**.

If at any time after the first conveyance of an Affordable Unit by the Developer, the Owner wishes to sell, assign or otherwise transfer the Affordable Unit, the Owner will do so in accordance with a bona fide arm's length agreement of purchase and sale (or as a court may order in a proceeding to enforce a mortgage of the Affordable Unit) and the Owner will, prior to:

(a) listing or offering the Affordable Unit for sale; or

(b) accepting an offer to purchase the Affordable Unit,

deliver to the NPO written notice of their intention to sell an Affordable Unit, such notice to be in the form required by the NPO.

2.2.2 **Owner Retains Appraiser**.

Within 7 days after the Owner notifies the NPO of their intention to sell an Affordable Unit, the Owner will select an Appraiser to be retained by the Owner to undertake an appraisal (the "Owner Appraisal") of the Fair Market Value of the Affordable Unit. The Owner will deliver a copy of the Owner Appraisal to the NPO within 7 days after the Owner receives the Owner Appraisal.

2.2.3 **Owner and NPO Agree on Maximum Selling Price**.

If the Owner and the NPO agree within 7 days after the Owner Appraisal is delivered to the NPO that the Fair Market Value of the Affordable Unit is as stated in the Owner Appraisal, the Fair Market Value stated in the Owner Appraisal, less 10%, will be the

maximum price at which the Owner will be permitted to sell the Affordable Unit during a period of 6 months commencing on the effective date of the Owner Appraisal.

2.2.4 **Owner and NPO Do Not Agree on Maximum Selling Price.**

2.2.4.1 If the Owner and the NPO do not agree within 7 days (the "Appraisal Review Period") after the Owner Appraisal is delivered to the NPO that the Fair Market Value of the Affordable Unit is as stated in the Owner Appraisal, the NPO will retain its own Appraiser to undertake an appraisal (the "NPO Appraisal") of the Fair Market Value of the Affordable Unit in which case the average of the Fair Market Value stated in the Owner Appraisal and the NPO Appraisal, less 10%, will be the maximum price at which the Owner will be permitted to sell the Affordable Unit during a period of 6 months commencing on the effective date of the NPO Appraisal.

2.2.4.2 The NPO will deliver a copy of the NPO Appraisal to the Owner within 7 days after the NPO receives the NPO Appraisal.

2.2.4.3 If the NPO Appraisal is not delivered to the Owner within 30 days after the end of the Appraisal Review Period, the Fair Market Value stated in the Owner Appraisal, less 10%, will be the maximum price at which the Owner will be permitted to sell the Affordable Unit during a period of 6 months commencing on the effective date of the Owner Appraisal.

2.2.5 **Owner Responsible for Appraisal Costs**.

The Owner will be responsible for the cost of both the Owner Appraisal and the NPO Appraisal. If the cost of the NPO Appraisal is initially paid by the NPO, the Owner will reimburse the NPO for the cost of the NPO Appraisal within 30 days after demand by the NPO. If any amount owed by the Owner to the NPO with respect to the NPO Appraisal is not paid prior to the completion of the sale of the Affordable Unit by the Owner, a portion of the sale proceeds equal to the amount owing to the NPO will be deemed to have been irrevocably assigned by the Owner to the NPO.

2.2.6 **NPO Notifies Owner of Maximum Selling Price.**

Within 7 days after the Fair Market Value of the Affordable Unit has been determined under Section 2.2.3 or 2.2.4, the NPO will notify the Owner of the maximum price, determined under Section 2.2.3 or 2.2.4, at which time the Owner will be permitted to offer to sell the Affordable Unit, which price shall be deemed to be its Below Market Value.

2.2.7 **Owner to Deliver True Copy of Sale Contract to NPO.**

The Owner will immediately deliver a true copy of any contract of purchase and sale which the Owner may enter into with respect to the sale of the Affordable Unit or any interest therein (the "Sale Contract"). The Owner will deliver to the NPO with the Sale Contract, or upon the request of the NPO, such information with respect to the buyer

named in the Sale Contract as the NPO may reasonably require to determine whether the buyer is a Qualified Buyer.

2.2.8 **Terms to be Included in Sale Contract**.

The Sale Contract will be in writing and will:

(a) be for a selling price not greater than the Below Market Value of the Affordable Unit;

(b) be subject to the NPO determining and notifying the Owner in writing (within a period of 10 Business Days after the NPO receives a true copy of the Sale Contract) that (1) the Owner has complied with the requirements of this Section 2.2, and (2) the buyer is a Qualified Buyer, failing which the Sale Contract will be null and void; and

(c) include a statement that the buyer agrees to purchase the Affordable Unit subject to the Covenant, the Option and all other terms of this Agreement.

2.2.9 **No Sale after 6 Months Without New Appraisal**.

The NPO will not be obligated to review or make any determination with respect to a Sale Contract as stated in subsection 2.2.8(b) above if the date of receipt by the NPO of a true copy of the Sale Contract and any other information required by the NPO under Section 2.2.7 is after the expiry of the 6 month period during which the Owner is permitted to sell the Affordable Unit. If the 6 month period has expired, the process under Section 2.2 will begin again, with the Owner giving fresh notice to the NPO of their intention to sell the Affordable Unit.

2.2.10 **CRD Will Notify Owner of Change in NPO**.

CRD will notify the Owner in writing of any appointment or replacement of an NPO and of the address to which notices to the NPO will be sent.

2.2.11 **Fee to NPO**

The NPO will be entitled to payment of a fee equal to 0.5% of the gross selling price of an Affordable Unit, such fee to be paid on closing of the sale of such Affordable Unit by the Owner and a portion of the sale proceeds equal to the amount owing to the NPO will be deemed to have been irrevocably assigned by the Owner to the NPO.

2.3 **Procedure for Foreclosure.**

2.3.1 **CRD Right to Market and Sell**.

If the Approved Lender or CMHC commences a foreclosure proceeding (the "Proceeding") under an Insured Mortgage of the Affordable Unit the Owner covenants and agrees with CRD that:

(a) the Owner shall notify CRD of the Proceeding;

(b) at the time which is the midpoint of any redemption period (the "Redemption Period") ordered in the Proceeding, CRD shall have the right and may apply for an order in the Proceeding, unopposed by the Owner, to market and sell the Affordable Unit in accordance with Section 2.1(a)(i), (ii), (iii) and (iv);

(c) on receipt of the order in the Proceeding under Section 2.3.1(b) CRD shall have the right to enter into an agreement with a licensed realtor to market and sell the Affordable Unit at the prevailing commission or fee; and

(d) the Owner shall provide reasonable access to the Affordable Unit by CRD, the licensed realtor and any prospective purchaser of the Affordable Unit for the purpose of repairing, cleaning, appraising, marketing and selling the Affordable Unit.

2.3.2 **CMHC Notice to CRD.**

In the event that CRD does not sell the Affordable Unit pursuant to Section 2.3.1, CMHC or the Approved Lender may, 120 days after expiry of the Redemption Period ordered in the Proceeding, issue a 30 day notice (the "Notice Period") to CRD to redeem the Insured Mortgage. In the event that CRD does not redeem the Insured Mortgage within the Notice Period, CRD shall cause this Agreement to be discharged from title to the Affordable Unit at the LTO within 7 days of expiry of the Notice Period.

2.3.3 **CMHC Sale.**

In the event that the Affordable Unit is sold by the Approved Lender or CMHC after discharge of this Agreement from title to the Affordable Unit and such sale generates funds in excess of the balance owing under the Insured Mortgage and related costs, including charges, taxes, commissions and utilities regarding the Affordable Unit, such excess funds shall forthwith be paid to CRD, for its own use absolutely. This Section 2.3.3 shall bind the Owner, the Approved Lender, CMHC (where CMHC has a mortgage loan insurance policy in force for the Affordable Unit) and CRD both before and after discharge of this Agreement from title to the Affordable Unit.

2.4 **Procedure for Rental and Recovery of Rent Charges.**

2.4.1 **Rental Prohibited**.

2.4.1.1 All rentals of the Affordable Units are prohibited except:

(a) In the case of hardship, as decided by the NPO in its sole discretion, and on making an application to the NPO in the form provided by the NPO, if any, an Affordable Unit may be rented at an Affordable Rate for a period no shorter than six months; or

(b) If a qualified buyer cannot be located, as decided by the NPO in its sole discretion, and on making an application to the NPO in the form

provided by the NPO, if any, an Affordable Unit may be rented at an Affordable Rate for a period no shorter than six months.

2.4.1.2 The maximum term of any rental shall be two years, at which point the Affordable Unit must be listed for sale in accordance with section 2.2. Rental may continue at an Affordable Rate at the discretion of the NPO. If hardship continues or a qualified buyer cannot be located after this listing, additional sales listings may be required at any time at intervals decided by the NPO at its discretion.

2.4.1.3 Any tenancy shall be governed by an agreement under the *Residential Tenancy Act* (BC) which shall include the following provisions:

(a) permitting the Owner to terminate the tenancy agreement in accordance with the *Residential Tenancy Act* if the tenant uses or occupies, or allows use or occupation of, the Affordable Unit in breach of the use or occupancy restrictions contained in this Agreement;

(b) explicitly prohibiting the assignability, sub-letting, and use of the Affordable Unit for short term vacation rentals;

(c) explicitly specifying that only persons named in the tenancy agreement may occupy the Affordable Unit;

(d) providing that the Owner will have the right, at its option, to terminate the tenancy agreement should the tenant remain absent from the Affordable Unit for three consecutive months or longer, notwithstanding the timely payment of rent;

(e) prohibiting guests residing in the Affordable Unit for more than 30 days, whether or not consecutive, in any 12 month period without the prior written consent of the Owner; and

(f) prohibiting use of the Affordable Unit for non-residential rentals, assignments, sub- lets, licenses and uses, such as vacation rentals, including such services as AirBNB or Vacation Rental By Owner, short term licenses, or short-stay use of any kind, and business-only premises.

2.4.1.4 The Owner will terminate the tenancy if the tenant uses or occupies, or allows use or occupancy in breach of the use and occupancy restrictions in this Agreement.

**2.4.2 Rent Charge and Acknowledgement.**

2.4.2.1 The Owner acknowledges that the CRD requires affordable housing to ensure prosperity and economic growth for the residents of the Capital Region. The Owner acknowledges the purpose of the Affordable Unit is to provide affordable housing to residents of the Capital Region, and it is not to be used for a short

term vacation rental or left as a vacant home. The Owner therefore agrees that for each day an Affordable Unit is occupied in breach of this Agreement, the Owner will pay to the CRD $150 for each day on which the breach has occurred and continues to occur, as liquidated damages and not as a penalty, due and payable at the offices of the CRD on the last day of the calendar month in which the breach occurred. The $150 per day amount will increase on January 1 of each year by the amount calculated by multiplying the amount per day payable on the previous January 1 by the percentage increase between that previous January 1 and the immediately preceding December 31 in the CPI.

2.4.2.2 The Owner hereby grants to the CRD a rent charge under s. 219 of the *Land Title Act* (British Columbia), and at common law, securing payment by the Owner to the CRD of the amount payable by the Owner pursuant to section 2.4.2 of this Agreement. The Owner agrees that the CRD, at its option, may enforce payment of such outstanding amount in a court of competent jurisdiction as a contract debt, by an action for and order for sale, by proceedings for the appointment of a receiver, or in any other method available to the CRD in law or in equity.

## SECTION 3.
## OPTION TO PURCHASE

3.1 **Option to Purchase**. The Owner hereby grants CRD an exclusive and irrevocable option to purchase the Affordable Unit during the Term at the Option Purchase Price in accordance with Sections 3 and 4.

3.2 **Exercise of Option**. CRD may exercise the Option only if the Owner:

(a) defaults in its obligations under Sections 2.1 or 2.2; or

(b) acquired the Affordable Unit from a previous Owner for a price which was, as of the date of closing of that transaction, greater than the Below Market Value or if the Owner was not, as of that date, a Qualified Buyer; or

(c) defaults in its obligations under any mortgage of the Affordable Unit.

3.3 **Method of Exercise of Option**. CRD may exercise the Option by delivering Notice of exercise of the Option to the Owner.

3.4 **Effect of Exercise of Option**. From and after the Notice Date, this Agreement and the Notice will together constitute a binding and enforceable contract between the Owner and CRD for the purchase and sale of the Affordable Unit in accordance with the terms and conditions of Section 4.

## SECTION 4.
## PURCHASE AND SALE

4.1 **Purchase and Sale**. Subject to the terms and conditions of this Section 4 and relying on the warranties and representations herein set out, the Owner agrees to sell and CRD agrees to

purchase the Affordable Unit on the Closing Date for the Option Purchase Price, and the Owner agrees that, at the request of CRD, it will transfer registered title to the Affordable Unit to CRD or such other Person as CRD may designate.

4.2 **Option Purchase Price**. CRD will pay the Option Purchase Price, subject to adjustment pursuant to Section 4.10, to the Owner on the Closing Date.

4.3 **Repair and Maintenance**. From and after the Notice Date to the Closing Date, the Owner will take good care of the Property, will carry out all necessary repairs, maintenance, and replacements, will take reasonable care to protect and safeguard the Property and will in all other respects deal with the Property so that the warranties and representations of the Owner set out in this Agreement remain true and correct.

4.4 **Insurance**. From and after the Notice Date to the Closing Date, the Owner will ensure that all policies of insurance with respect to the Property remain in full force and effect.

4.5 **Risk**. The Property will be at the risk of the Owner up to the time the Transfer is submitted for registration at the LTO on the Closing Date and will be at the risk of CRD after the time the Transfer is submitted for registration at the LTO on the Closing Date.

4.6 **Damage**. If, prior to the time the Transfer is submitted for registration at the LTO, any damage occurs to the Property or any of the assets comprising the Property, CRD, by notice to the Owner, may elect to postpone the Closing Date for a period of not more than 30 days and may also elect:

(a) not to acquire the Affordable Unit, in which case neither party will have any further obligation to the other under this Section 4 pertaining to that particular Notice; or

(b) that the Owner assign to CRD the Owner's right to receive any and all insurance proceeds payable with respect to the damage, subject to any bona fide loss payee designation, in which case the Owner will execute and deliver to CRD an assignment satisfactory to CRD.

4.7 **Construction Warranties**. From and after the Closing Date, the Owner will assign to CRD all the Owner's rights under all warranties, guarantees or contractual obligations against any contractor or supplier who was engaged in the construction, renovation, or repair of all or any part of the Affordable Unit or any improvement to the Affordable Unit. CRD's acceptance of this assignment will not represent a waiver by CRD of the Owner's covenants, agreements, representations and warranties set out in this Agreement.

4.8 **Owner's Covenants**. The Owner will:

(a) take all proper actions and proceedings on its part to enable the Owner to transfer a good and marketable title to the Affordable Unit to CRD or such Person as CRD may designate, free and clear of all encumbrances other than Permitted Encumbrances;

(b) deliver vacant possession of the Property to CRD or such Person as CRD may designate on the Closing Date, subject to prior receipt of the Option Purchase Price by the Owner;

(c) not, from and after the Notice Date to the Closing Date, sell, transfer, dispose of or remove from the Affordable Unit any Personal Property; and

(d) both before and after the Closing Date do such other things as CRD may reasonably require for transferring to and vesting in CRD or such Person as CRD may designate title to the Affordable Unit as contemplated by this Section 4.

4.9 **Documents**. CRD will prepare the documents necessary to complete the Transaction which will be in a form and substance reasonably satisfactory to CRD and its lawyers.

4.10 **Adjustments and Credits**. The Owner and CRD will adjust, as at the Closing Date, all usual adjustments for a property similar to the Property including taxes, utility rates and any moneys owing to the strata corporation formed in respect of the Project.

4.11 **Closing**. The Owner and CRD will complete the Transaction on the Closing Date at the offices of CRD or its lawyers.

4.12 **Owner's Closing Documents**. At the closing, the Owner will deliver to CRD the following duly executed documents:

(a) the Transfer;

(b) a vendor's statement of adjustments;

(c) a bill of sale for the Personal Property and all other deeds, transfers, assignments, resolutions, consents, estoppels and other certificates and assurances as CRD may reasonably require;

(d) a certificate in confirmation that the sale of the Affordable Unit to CRD is exempt from taxes under the *Excise Tax Act* (the "GST") or, alternately, a certified cheque or bank draft payable to CRD in an amount equal to the GST payable by CRD on the Option Purchase Price; and

(e) unless waived in writing by CRD, a certified cheque or bank draft payable to CRD in the amount, if any, by which the moneys owing under and required to discharge any mortgage or mortgages of the Affordable Unit exceed the Option Purchase Price (calculated in accordance with Section 1.1.28(2)), as adjusted under Section 4.10.

4.13 **CRD's Closing Documents**. At the closing, CRD will deliver to the Owner:

(a) a purchaser's statement of adjustments; and

(b) a cheque for the Option Purchase Price, as adjusted under Section 4.10.

4.14 **Tabling**. Except for the Transfer, all documents and cheques will be tabled at the closing. CRD will cause its lawyers, on the Closing Date, to conduct a pre-registration index search of the Affordable Unit at the LTO. If that search indicates that no liens, charges or encumbrances have been registered or filed in respect of the Affordable Unit except for Permitted

Encumbrances and encumbrances which the lawyers for the Owner have undertaken to discharge, the lawyers for CRD or their agents shall submit the Transfer for registration and then conduct a post-filing registration index search. If that search indicates that no liens, charges or encumbrances have been registered or filed in respect of the Affordable Unit since the pre-filing registration index search, all documents and payments will be released to each of the Owner and CRD according to the entitlement of each of them.

4.15 **Reimbursement.** If CRD waives payment on the Closing Date of the amount referred to in Section 4.12(e), the Owner shall pay such amount to CRD, on demand, with interest thereon at the rate of eighteen percent (18%) per annum, compounded monthly, from the Closing Date to the date of payment.

4.16 **Survival**. All the representations, warranties, covenants and agreements of the Owner and CRD contained in this Agreement will survive the Closing Date, registration of documents, and the payment of the Option Purchase Price.

## SECTION 5.
## RELEASE

5.1 **Release**. The Owner releases CRD and its officers, directors, employees and agents and their respective heirs, executors, administrators, personal representatives, successors and assigns absolutely and forever, from any claims the Owner may have against all or any of them for costs, expenses or damages the Owner may suffer, incur or be put to arising out of or in connection with this Agreement and from all claims arising out of advice or direction respecting the sale of the Affordable Unit or use of the Property given to the Owner by any of them or by the NPO.

## SECTION 6.
## GENERAL PROVISIONS

6.1 **Discharge of Covenant and Option to Purchase on Strata Lots not designated as Affordable Units**. The parties agree that this Agreement is intended to only apply to the two (2) strata lots to be designated by the Developer as the Affordable Units upon the filing of the strata plan for the Strata Development and concurrently with filing of the strata plan for the Strata Development this Covenant, the Rent Charge and the Option to Purchase shall be discharged from title to all of the strata lots and the common property except for the two (2) Affordable Units designated by the Developer, and this Agreement will only charge the Affordable Units. The parties will execute all such documents as may be required to complete the foregoing discharges.

6.2 **Notices**. Unless otherwise specified, each notice to the Owner must be given in writing and delivered personally or by courier to the Owner at its address shown on title to the Affordable Unit as registered in the LTO from time to time. Unless otherwise specified, each notice to CRD must be given in writing and delivered personally or by courier to CRD, Attention: Manager Real Estate Services, at the address shown on the General Instrument - Part 1 or to such other address or addresses or person or persons as CRD may designate. Notices will be deemed to have been received when delivered.

6.3 **Fees**. Each of the Owner and CRD will pay its own legal fees. CRD will pay all fees in connection with registration of the Transfer.

6.4 **Enuring Effect**. This Agreement will enure to the benefit of and be binding upon the respective heirs, executors, administrators, successors and permitted assigns as the case may be of the Owner and CRD, provided that the Owner shall not be liable for any breach of the covenant contained in Section 2.1 except as such liability relates to the period of ownership of an Affordable Unit by the Owner. If, by operation of statute or otherwise, the Option becomes or will within a period of three months become void or unenforceable as the result of the passage of time, the Owner or their heir, legal representative, successor or permitted assign, as the case may be, will, at the request of CRD, execute and deliver to CRD a replacement agreement substantially in the form of this Agreement.

6.5 **Registration**. This Agreement will be registered against title to the Lands initially and then shall be restricted to the titles to the Affordable Units upon filing of a strata plan of the Lands in the LTO subject only to Permitted Encumbrances.

6.6 **Discharge**. On expiry of the Term, the Owner may require that CRD execute and deliver to the Owner a release in registrable form of the Covenant and the Option.

6.7 **Amendment**. This Agreement may only be amended by written agreement of the parties.

6.8 **Counterparts**. This Agreement and any amendment, supplement, restatement or termination of any provision of this Agreement may be executed and delivered in any number of counterparts, each of which, when executed and delivered is an original, but all of which taken together constitute one and the same instrument.

IN WITNESS WHEREOF the parties have duly executed this Agreement by signing the General Instrument - Part 1.

## CONSENT AND PRIORITY AGREEMENT

N/A

## SCHEDULE "A"
## PERMITTED ENCUMBRANCES

Legal Notations:

CA1719880 Notice of Interest Builders Lien Act

Charges, Liens and Interests:

M76301 Undersurface Rights

**SCHEDULE "B"**
**QUALIFIED BUYER CRITERIA**

1. **Sale of an Affordable Unit by the Developer:**

In the case of the sale of an Affordable Unit by the Developer, a Qualified Buyer means:

(a) a first time home buyer, being a buyer who has not owned a principal residence for at least 5 years immediately prior to the date of purchase of an Affordable Unit;

(b) a resident of the Capital Regional District from time to time, for at least one year immediately prior to the date of purchase of an Affordable Unit;

(c) A person who provides Proof of Income that annual gross Income is between the range set from time-to-time by the NPO in its sole discretion (which shall not be appealed) for at least one year immediately prior to the date of purchase of an Affordable Unit; and

(d) a person who intends to immediately use and occupy the Affordable Unit as their principal residence and not rent or lease the Affordable Unit to any other person, nor leave the unit vacant, use it solely for a business or profession, or use it as a short-term vacation rental property of any kind

it being understood and agreed that preferential consideration may be given to a person who meets all of the above criteria and all or some of the following criteria:

(a) a person who does not own a vehicle; and

(b) a person who satisfies such other criteria as may be applied by the NPO and CRD from time to time.

2. **Sale of an Affordable Unit by an Owner other than the Developer:**

In the case of the sale of an Affordable Unit by an Owner other than the Developer, a Qualified Buyer means:

(a) a first time home buyer, being a buyer who has not owned a principal residence for at least 5 years immediately prior to the date of purchase of an Affordable Unit;

(b) a resident of the Capital Regional District from time to time, for at least one year immediately prior to the date of purchase of an Affordable Unit;

(c) a person who provides Proof of Income that annual gross Income is between the range set from time-to-time by the NPO in its sole discretion (which shall not be appealed) for at least one year immediately prior to the date of purchase of an Affordable Unit, it being understood and agreed that the NPO may, from time to time, grant an exemption from or vary such requirement if, in the opinion of the NPO and having regard to

prevailing market conditions, such exemption or variation is consistent with the continued use and availability of the Affordable Unit as affordable housing; and

(d) a person who intends to immediately use and occupy the Affordable Unit as their principal residence and not rent or lease the Affordable Unit to any other person, nor leave the unit vacant, use it solely for a business or profession, or use it as a short-term vacation rental property of any kind.

For the purpose of Schedule B:

"Income" means the total income before income tax from all sources of all persons intending to live in an Affordable Unit including, without limitation:

(a) all income from earnings, including commissions and tips;

(b) all income from all public and private pension plans, old age security and guaranteed income supplement;

(c) all income received under the *Employment and Assistance Act* and the *Employment and Assistance for Persons with Disabilities Act*;

(d) disabled veteran's allowance;

(e) alimony;

(f) child support;

(g) workers' compensation benefits;

(h) employment insurance; and

(i) Income from Assets,

but excluding the following:

(a) child tax benefit;

(b) capital gains, such as insurance settlement, inheritances, disability awards and sale of effects in the year they are received;

(c) the earnings of a person aged 18 and under;

(d) student loans, student loan equalization payments and student grants but excluding non-repayable training allowances, research fellowships or similar grants;

(e) shelter aid for elderly renters (SAFER) or rental assistance program (RAP) payments received prior to purchasing an Affordable Unit;

(f) GST rebates;

(g) taxable benefits received through employment;

(h) government provided daycare allowance; and

(i) payments for foster children, or child in home of relative (CIHR) income under the *Employment and Assistance Act*.

"Income from Assets" means computing income from assets of all persons intending to live in an Affordable Unit at a percentage per annum as determined by CRD, excluding the first $62,051.00 in assets of such persons, based on November 1, 2018 dollars, indexed over time by reference to changes from time to time in the consumer price index (all items, British Columbia) or if such consumer price index is no longer published, such substitute and comparable index as the NPO may designate.

"Proof of Income" means a tax return filed with Canada Revenue Agency or a notice of assessment from Canada Revenue Agency under the *Income Tax Act*.

Making a difference...together

**REPORT TO ELECTORAL AREAS COMMITTEE**
**MEETING OF WEDNESDAY, FEBRUARY 10, 2021**

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**SUBJECT** **Proposed Revisions to Capital Regional District Bylaw No. 3741 - Building Regulation Bylaw No. 5, 2010**

## ISSUE SUMMARY

The Building Regulation Bylaw was last updated in 2010 and is now in need of review to address legislative changes, revision to ensure accuracy with respect to division practices and updating of permit fee requirements. Building permit fee calculations specified in the bylaw are an important part of this review in order for fee values to be more reflective of today's industry and of the cost of service to the three Electoral Areas.

The Building Inspection Division has also been asked to review potable water regulations and to consider means to encourage deconstruction of buildings to allow for recycling and repurposing of materials as opposed to demolition.

## BACKGROUND

Building bylaws need to be reviewed and updated from time to time to ensure the requirements are current with respect to legislative changes, to accurately reflect practices within the Division and to address changes in the industry. Permit fees collected by the Building Inspection Division declined in 2020 from previous years and it was decided to review the fee structure within this Bylaw to ensure it reflects the ever-increasing cost of construction. Outside legal counsel have reviewed the Bylaw and recommended needed changes, shown in redlined version of existing Bylaw No. 3741 (Appendix A) and Amendment Bylaw No. 4403 (Appendix B). During this review counsel advised that we consider a complete rewrite of the Bylaw, and to follow the format of the model Building Bylaw recently created by the Municipal Insurance Association. A complete revision of our current bylaw will take considerable time, so it was decided to make changes considered to be immediately necessary at this point and at a later date to perform a more thorough review.

Revisions have been proposed to not only make necessary legal or legislative changes that have come about since the last review in 2010, but to add clarity and simplification. Further protection for the Capital Regional District (CRD) from matters of liability has been added. Requirements for permit renewal and reapplication have been simplified to ensure a consistent application and to reduce the number of incomplete permits. Tables and forms within the appendix have also been reviewed and revised where needed.

Currently the Building Regulation Bylaw specifies building permit fees based on the value of construction of the project. The determined construction value is then applied to a formula to calculate the permit fee. The formula specified in the Bylaw appears to be in line with those of other local municipalities and is not considered to be in need of adjustment.

The method of determination of the construction value however, is in need of revision. Most local Building Inspection departments base permit fees on the higher of the construction value provided by the applicant or other means to calculate fair market construction value, whereas the CRD Bylaw for single family projects does not make allowance for fees based on construction value provided by the applicant. It is recommended that this be changed.

The CRD Bylaw lists costs per square foot that are applied to the building design and used to calculate the construction value. The square foot costs in the Bylaw have not been adjusted in more than 10 years and no longer reflect today's construction costs. Proposed updated costs per square foot (Appendix A – Table M) have been derived from a review of local building departments and reflect construction value of an average house within our region. Construction cost assessment programs may also be considered for use by the Building Inspection Division to more accurately calculate realistic project values.

When considering permit fees within the three Electoral Areas, it is important to consider the additional cost of extended travel and staff time needed to deliver building inspection service within the areas.

*Rain Harvesting Potable Water Regulations*
Staff were directed at the September 9, 2020 CRD Board meeting as follows:

> *Be it resolved that the Regional Water Supply Commission recommends that the Electoral Area Service Committee recommends to the CRD Board: that staff be requested to review the building bylaw with respect to onsite water collection to align with the CSA B805-18 Canadian National Rainwater Harvesting Standard and report back.*

Staff considered the possibility to eliminate the current need for Professional Engineering approval of these systems due to a newly established national standard (Canadian National Rainwater Harvesting Standard CSA B805) and a certification program for designers and installers. This question was put to legal counsel and the advice given is to not withdraw the requirement for engineering approval as the referenced standard has not yet been incorporated into the BC Building Code and counsel believes the Province has not yet recognized the training and certification program. A further reason to continue to require professional certification is the liability protection for the CRD, provided through Section 743 of the *Local Government Act* when a professional engineer or architect certifies an aspect of a project.

*Deconstruction and Demolition*
Staff have also been asked to consider incentives to encourage the deconstruction of buildings and structures in order to allow for material reuse and recycling. In accordance with our current Bylaw demolition fees range from $42 to $95 and deconstruction fees range from $21 to $47. For further incentive for deconstruction, it is recommended that demolition fees be increased to a range from $100 to $200 and deconstruction fees be eliminated. Although this is a modest incentive, the CRD does support deconstruction and the reuse or recycling of materials but the infrastructure must be in place to make this a practical and successful option.

## ALTERNATIVES

*Alternative 1*
The Electoral Areas Committee recommends to the Capital Regional District Board:
a) That Bylaw 4403, "Building Regulation Bylaw No. 5, 2010, Amendment Bylaw No. 2, 2021" be introduced and read a first, second, and third time; and
b) That Bylaw No. 4403 be adopted.

*Alternative 2*
That the Proposed Revisions to Capital Regional District Bylaw No. 3741 – Building Regulation Bylaw No. 5, 2010 be referred back to staff for further information based on direction from the Electoral Areas Committee.

## IMPLICATIONS

*Financial Implications*
During the recent provisional budget approval process staff advised the Electoral Areas Committee that in order to address lower revenue expectations and offset a high potential increase to the requisition an increase to the permit fees of 10% was factored in to the revenue projections and that staff would bring forward a change to the permit fees early in 2021 to enable this. Permit fees based on realistic and fair market values of construction will allow the Building Inspection Division to meet service delivery at times of reduced construction activity.

*Legal Implications*
Should the Building Bylaw not be updated where needed for legal and legislative purposes the CRD could be subject to an increased amount of liability exposure or may have a reduced ability to enforce building regulations.

## CONCLUSION

Updating of the Building Regulation Bylaw is overdue and necessary as determined by legal counsel in order to address needed legal and legislative changes and to ensure it is clear and accurate with respect to division practices. A more thorough review of this Bylaw will follow in the near future to address further recommendations from legal counsel.

As proposed during the 2021 provisional budget approval process, building permit fee requirements have been adjusted to address the needed permit revenue increase to reflect the current value of construction and to be more in line with other local building departments.

## RECOMMENDATION

The Electoral Areas Committee recommends to the Capital Regional District Board:
a) That Bylaw 4403, "Building Regulation Bylaw No. 5, 2010, Amendment Bylaw No. 2, 2021" be introduced and read a first, second, and third time; and
b) That Bylaw No. 4403 be adopted.

| | |
|---|---|
| Submitted by: | Mike Taylor, RBO, Manager and Chief Building Inspector, Building Inspection |
| Concurrence: | Kevin Lorette, P. Eng., MBA, General Manager, Planning & Protective Services |
| Concurrence: | Kristen Morley, J.D., General Manager, Corporate Services & Corporate Officer |
| Concurrence: | Robert Lapham, MCIP, RPP, Chief Administrative Officer |

## ATTACHMENTS

Appendix A: Redlined Version of Existing Bylaw No. 3741
Appendix B: Amendment Bylaw No. 4403

Appendix A

# CAPITAL REGIONAL DISTRICT (CRD) BYLAW NO. 3741

# BUILDING REGULATION BYLAW NO. 5, 2010

*A Bylaw to Regulate the Construction, Alteration, Repair or Demolition of Buildings and Structures in the Electoral Areas of the Capital Regional District*

For further details, please contact

Robert Lapham
at (250) 360-3285
Planning and Protective Services Department
Capital Regional District
P.O. Box 1000, 625 Fisgard Street
Victoria, BC V8W 2S6

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**CAPITAL REGIONAL DISTRICT BYLAW NO. 3741**

**A BYLAW TO REPEAL EXISTING BUILDING REGULATIONS AND TO ADOPT NEW BUILDING REGULATIONS IN AREAS OF THE CAPITAL REGIONAL DISTRICT NOT WITHIN A CITY, DISTRICT, TOWN OR VILLAGE**

**WHEREAS:**

A. Section 298(1) ~~Section 694 (1)~~ of the *Local Government Act* and Section 53 of the *Community Charter* authorizes the Capital Regional District, for the health, safety and protection of persons and property to regulate the construction, alteration, repair, or demolition of buildings and structures by bylaw.

B. The Province of British Columbia has adopted a building code to govern standards in respect of the construction, alteration, repair and demolition of buildings in municipalities and regional districts in the province.

C. It is deemed necessary to provide for the administration of the building code.

**NOW THEREFORE** the Board of the Capital Regional District, in open meeting assembled hereby enacts as follows:

## PART 1 SCOPE AND DEFINITIONS

### 1.1 SCOPE

#### 1.1.1 Electoral Areas

The provisions of this Bylaw shall apply in all parts of Juan de Fuca, Southern Gulf Islands, and Salt Spring Island electoral areas in the Capital Regional District ~~not within a city, district, town or village~~.

#### 1.1.2 Other Legislation

Nothing contained in this Bylaw relieves any person from complying with all other applicable legislation or enactments respecting health, safety and the protection of persons and property.

#### 1.1.3 Application

The provisions of this Bylaw shall apply to the:

(1) design and construction of new buildings or structures; and

(2) alteration, reconstruction, demolition, deconstruction and change in use or class of occupancy of existing buildings or structures.

## 1.2 DEFINITIONS

### 1.2.1 Non-defined Terms

Definitions of words or phrases used in this Bylaw that are not specifically defined under Section 1.2 and are not defined under the *Building Code* shall have the meanings which are commonly assigned to them in the context in which they are used in this Bylaw, consistent with the specialized use of terms within the various trades and professions to which the terminology applies.

### 1.2.2 Definitions:

In this Bylaw:

**"Accessory Building"** means a building or structure, the use or intended use of which is ancillary, subordinate, customarily incidental and exclusively devoted to the principal use. ~~Human habitation is not permitted in an accessory building.~~

"**Alteration**" means a change or extension to any matter or thing or to any occupancy regulated by the Building Code.

**"Board"** means the Board of the Capital Regional District.

**"Building Code"** means the *British Columbia Building Code* as adopted from time to time by the Minister pursuant to Part 2 of the *Building Act*.
~~**"Building Code"** means the *British Columbia Building Code 2006* as adopted by the minister pursuant to Section 692(1) of the *Local Government Act*, or Part 3 of the *Community Charter* as amended or re-enacted from time to time.~~

**"Building Official"** means a Building Inspector appointed by the Capital Regional District to administer this Bylaw.

**"Complex Building"** means:

(a) a building classified as a post-disaster building;

(b) a building used for major occupancies classified as:

(i) assembly occupancies,
(ii) care or detention occupancies,
(iii) high hazard industrial occupancies; and

(c) a building exceeding 600 square meters in building area or exceeding three storeys in building height used for major occupancies classified as:

(i) residential occupancies,
(ii) business and personal services occupancies,
(iii) mercantile occupancies,
(iv) medium and low hazard industrial occupancies.

"**Construct**" includes build, erect, install, repair, alter, add, enlarge, move, locate, reconstruct, demolish, remove, excavate or shore.

"Construction Value" means the fair market value of the work proposed to be undertaken, including the value of all labour and materials whether contracted, volunteered or provided by the owner, together with the value of all design and professional consulting services, construction management services, and contractor's profit and overhead, as determined in accordance with section 2.4.4 of this Bylaw.

**"Deconstruction"** means the taking apart of a building or structure whereby at least 70% of the framing members of the building or structure are removed in salvageable form and are capable of being reused as framing members.

**"Excavation"** means ~~as the space created by~~ the removal of soil, rock or fill for the purpose of construction requiring a permit.

**"Health and Safety Aspects of the Work"** means design and construction regulated by Parts 3, 4, 5, 6, 7, 8, 9, and 10, Division B, of the *Building Code*, and subject to Parts 1 and 2 in relation to Parts 3 through 10, Division B.
~~**"Health and Safety Aspects of the Work"** means design and construction regulated by Part 3, Part 4, Part 7, Part 8, and Part 9 of the *Building Code*.~~

**"Owner"** includes a person who has been authorized by the owner to act as the owner's agent.

**"Permit"** means a Permit as required in Section 2 and may include a building permit, a plumbing permit, a demolition permit or a deconstruction permit, a permit for a change of occupancy, and a fireplace/chimney/woodstove/oil furnace/oil tank permit.

**"Registered Professional"** means a person who is registered or licensed to practice as an architect under the *Architects Act,* or a person who is registered or licensed to practice as a professional engineer under the *Engineers and Geoscientists Act.*

**"Simple Building"** means a building of three storeys or less in building height, having a building area not exceeding 600 square meters and used for major occupancies classified as:

(a) residential occupancies,

(b) business and personal services occupancies,

(c) mercantile occupancies, or

(d) medium and low hazard industrial occupancies.

**"Structure"** means a construction or portion of construction, of any kind, whether fixed to, supported by or sunk into land or water, except landscaping, fences, paving, and retaining structures less than 1.2 meters in height.
~~**"Structure"** means a building used or intended for supporting or sheltering any use or occupancy and retaining structures greater than 1.2 meters in height.~~

**"Wetland"** means land that is inundated or saturated by surface or groundwater at a frequency and duration sufficient to support, and that under normal conditions supports vegetation typically adapted for life in saturated soil conditions, including marshes, swamps and bogs.

## 1.3 PURPOSE OF BYLAW

### 1.3.1 Interpretation

This Bylaw shall, notwithstanding any other provision herein, be interpreted in accordance with this section.

### 1.3.2 General

This Bylaw is enacted for the purpose of regulating construction within all parts of the Juan de Fuca, Southern Gulf Islands and Salt Spring Island electoral areas ~~the Capital Regional District~~ in the general public interest. The activities undertaken by or on behalf of the Capital Regional District pursuant to this Bylaw are for the sole purpose of providing a limited spot check for health, safety, and protection of persons and property. It is not contemplated nor intended, nor does the purpose of this Bylaw extend:

(1) to the protection of owners, owner/builders or constructors from economic loss;

(2) to the assumption by the Capital Regional District or any building official of any responsibility for ensuring the compliance by an owner, his or her representatives or any employees, constructors or designers retained by him or her, with the *Building Code,* the requirements of this Bylaw or any other applicable codes, enactments or standards;

(3) to providing to any person a warranty of design or workmanship with respect to any building or structure for which a Permit or a Certificate of Occupancy is issued under this Bylaw;

(4) to providing to any person a warranty or assurance that construction undertaken pursuant to a Permit issued by the Capital Regional District is free of latent defects.

## PART 2 PERMITS AND PERMIT FEES

## 2.1 GENERAL

~~2.1~~2.1.1 A Permit is required whenever work regulated under the Building Code and this Bylaw is to be undertaken.

~~2.1.1 (1) Permit is required whenever work regulated under this Bylaw is to be undertaken.~~

~~(2) The *Building Code* does not apply to the following:~~

~~a) sewage, water, electrical, telephone, rail or similar public infrastructure systems located in a street or a public transit right of way;~~

~~b) utility towers and poles, television and radio or other communication aerials and towers, except for loads resulting from those located on or attached to buildings;~~

~~c) mechanical or other equipment and appliances not specifically regulated in these regulations;~~

~~d) flood control and hydro electric dams and structures;~~

~~e) accessory buildings less than 10 m² in building area that do not create a hazard;~~

~~f) temporary buildings such as construction site offices, seasonal storage buildings, special events facilities, emergency facilities, and such similar structures as authorized by the authority having jurisdiction;~~

~~g) factory built housing and components certified by a Standards Council of Canada, accredited agency, prior to placement on the site, as complying with Canadian Standards Association Standard A277, "Procedure for Certification of Factory Built Houses", or CAN/CSA-Z240 MH Series, "Mobile Homes", but this exemption does not extend to onsite preparations (foundations, basements, mountings), interconnection of modules, connection to services and installation of appliances; and~~

~~h) those areas that are specifically exempted from provincial building regulations or by federal statutes or regulations.~~

~~(3) Notwithstanding 2.1.1(2), a permit is required whenever work is regulated under this Bylaw, except for work exempted from a building permit under 2.1.3.~~

**2.1.2 Permits Required**

Every person shall apply for and obtain:

(1) a building permit before commencing:

(a) site excavation or blasting~~or blasting~~;

(b) construction, repairing or altering a building or structure;

(c) moving a building; or

(d) changing an occupancy;

(2) a plumbing permit prior to commencing the installation of any plumbing;

(3) a fireplace and chimney permit prior to the construction of a masonry fireplace or the installation of a solid fuel burning appliance or factory/masonry chimney unless the works are encompassed by a valid building permit;

~~(4) an oil burning appliance or oil tank permit prior to installation;~~

~~(5)~~(4) a demolition permit before demolishing a building or structure;

~~(6)~~(5) a deconstruction permit prior to commencing the deconstruction or removal of a building.

**2.1.3 Permits Not Required**

A Permit is not required in the following circumstances:

(1) for minor repairs or alterations to non-structural components of the building;

(2) when a valve, faucet, fixture or service water heater is repaired or replaced, a stoppage cleared, or a leak repaired if no change to the piping is required;

(3) for accessory buildings less than 10 square meters in area that do not create a hazard~~for an accessory building less than 10 m² that is used for utility purposes that do not create a hazard~~;

(4) retaining structures less than 1.2 meters in height;

(5) other retaining structures more than 1.2 meters in height and greater than 30° off vertical.

**2.1.4** Neither the issuance of a Permit under this Bylaw nor the acceptance or review of plans or specifications or supporting documents, nor any inspections made by or on behalf of the Capital Regional District shall in any way relieve the owner or his or her representatives from full and sole responsibility to perform the work in accordance with the *Building Code,* this Bylaw and all other applicable enactments, codes and standards.

**2.1.5** It shall be the full and sole responsibility of the owner and where the owner is acting through a representative, the representative to carry out the work in respect of which the Permit was issued in compliance with the *Building Code,* this Bylaw and all other applicable enactments, codes and standards.

**2.1.6** Neither the issuance of a Permit, Certificate of Occupancy under this Bylaw nor the acceptance or review of plans, drawings, specifications, or supporting documents, nor any inspections made by or on behalf of the Capital Regional District constitute in any way a representation, warranty, assurance or statement that the *Building Code,* this Bylaw or any other applicable enactments, codes and standards have been complied with, nor does it constitute a representation or warranty that the building or structure meets any standard of materials or workmanship.

**2.1.7** Essential Services

No Permit shall be issued for the construction of any residential, commercial, institutional or industrial buildings until the following essential services are provided for:

(1) **Water (Potable)** A community water service or other source of potable water, approved by the medical health officer, public health inspector or the authority having jurisdiction, shall be provided;

(2) **Sanitary Sewer** A community sewer or other method of sewage disposal, provided that, for a sewerage system, the owner has submitted to the building official all documents to be filed with the Vancouver Island Health Authority as prescribed in Section 8(2) of the Sewerage System Regulation BC Reg. 326/04; and for a holding tank, the owner has submitted to the building official a holding tank permit as prescribed in the Sewerage System Regulation BC Reg. 326/04;

(3) **Storm Drainage** An approved method of storm drainage disposal shall be available to service the building or structure;

(4) **Access to Property** A driveway of sufficient strength, grade and width for access and egress to all principal buildings by fire and emergency vehicles within 30 meters of a building;

(5) Water supply as per NFPA 1142 "standard for Water Supply for Suburban and Rural Fire Fighting" or equivalent documents for adequate water supply for fire fighting; and

(6) Site visit to be completed by a registered professional or building official to determine if land is subject to flooding, mud flows, debris flows, debris torrents, erosion, land slip, rock-fall, subsidence or avalanche.

## 2.2 COMPLIANCE

**2.2.1** No person shall rely upon any Permit as establishing compliance with this Bylaw or assume or conclude that this Bylaw has been administered or enforced according to its terms.

## 2.3 APPLICATIONS

**2.3.1** An application for a Permit shall be made on the appropriate form attached as Appendix A to this Bylaw.

**2.3.2** All plans submitted with Permit applications shall bear the name and address of the designer of the building or structure.

**2.3.3** Each building or structure to be constructed on a site requires a separate building permit and shall be assessed a separate building permit fee based on the value of the building or structure as determined in accordance with ~~appendices K, L and M attached to~~ this Bylaw.

### 2.3.4 Applications for Complex Buildings

(1) An application for a building permit with respect to a complex building shall:

(a) be made on the appropriate form attached as Appendix A to this Bylaw, signed by the owner, or by a signing officer with sufficient authority to bind the corporation if the owner is a corporation;

(b) include a copy of a title search made within 30 days of the date of this application, complete with copies of all easements, statutory rights of way and covenants;

(c) include a site plan prepared by a registered professional or British Columbia land surveyor showing:

(i) the bearing and dimensions of the parcel taken from the registered subdivision plan;
(ii) the legal description and civic address of the parcel;
(iii) the location and dimensions of all statutory rights of way, easements, development permit areas and setback requirements;
(iv) the location and dimensions of all existing and proposed buildings or structures on the parcel;
(v) setbacks to the natural boundary of any sea, lake, wetland, pond or watercourse;
(vi) the existing and finished ground levels to an established datum at or adjacent to the site and the geodetic elevation of the underside of the floor system of a building or structure where the Capital Regional District's or the Islands Trust's land use regulations establish siting requirements related to minimum floor elevation; and
(vii) the location, dimension and gradient of parking and driveway access.

(d) include floor plans showing the dimensions and uses of all areas; the location, size and swing of doors; the location, size and opening of windows; floor, wall, and ceiling finishes; plumbing fixtures; structural elements; and stair dimensions;

(e) include a cross-section through the building or structure illustrating foundations, drainage, ceiling heights, the dimensions and height of crawl and roof spaces, and construction systems;

(f) include elevations of all sides of the building or structure to confirm that it substantially conforms to the *Building Code* and any other applicable enactments;

(g) include cross-sectional details drawn at an appropriate scale and at sufficient locations to illustrate that the building or structure substantially conforms to the *Building Code;*

(h) include copies of approvals required under any enactment relating to health or safety, including, without limitation, Sewage Disposal permits, Highway Access permits and Ministry of Health Services approval;

(i) include a letter of assurance in the form of Schedule A, as referred to in Division C of Part 2 of the *Building Code,* signed by the owner, or a signing officer if the owner is a corporation, and the coordinating registered professional;

(j) ~~U)~~ include letters of assurance in the form of Schedule B as referred to in Division C of Part 2 of the *Building Code,* each signed by such registered professionals as the building official or Building Code may require to prepare the design for and conduct field reviews of the construction of the building or structure;

(k) include two copies of specifications and two sets of drawings (three of each on the Southern Gulf Islands) at a scale of ¼" = 1' or 1:50 (or other appropriate scale) of the design prepared by each registered professional and including the information set out in Section 2.3.4(1) (d) to (g) of this Bylaw.

(2) In addition to the requirements of Section 2.3.4(1), the following may be required by a building official to be submitted with a building permit application for the construction of a complex building where the complexity of the proposed building or structure or siting circumstances warrant:

(a) site servicing drawings, including sufficient detail of off-site services to indicate locations at the property line, prepared and sealed by a registered professional;

(b) a section through the site showing grades, buildings, structures, parking areas and driveways; and

(c) any other information required by the building official or the *Building Code* to establish substantial compliance with this Bylaw, the *Building Code* and other bylaws and enactments relating to the building or structure.

### 2.3.5 Applications for Simple Buildings

(1) An application for a building permit with respect to a simple building shall:

(a) be made on the appropriate form attached as Appendix A to this Bylaw, signed by the owner or by a signing officer with sufficient authority to bind the corporation if the owner is a corporation;

(b) include a copy of a title search made within 30 days of the date of the application, complete with copies of all easements, statutory rights of way and covenants;

(c) include a site plan showing:

(i) the bearing and dimensions of the parcel taken from the registered subdivision plan;
(ii) the legal description and civic address of the parcel;
(iii) the location and dimensions of all statutory rights of way, easements, development permit areas and setback requirements;
(iv) the location and dimensions of all existing and proposed buildings or structures on the parcel;
(v) setbacks to the natural boundary of any sea, lake, wetland, pond or watercourse;
(vi) the existing and finished ground levels to an established datum at or adjacent to the site and the geodetic elevation of the underside of the floor system of a building or structure where the Capital Regional District's or the Islands Trust's land use regulations establish siting requirements related to minimum floor elevation; and
(vii) the location, dimension and gradient of parking and driveway access.

(d) include floor plans showing the dimensions and uses of all areas; the dimensions and height of crawl and roof spaces; the location, size and swing of doors; the location, size and opening of windows; floor, wall, and ceiling finishes; plumbing fixtures; structural elements; and stair dimensions;

(e) include a cross-section through the building or structure illustrating foundations, drainage, ceiling heights and construction systems;

(f) include elevations of all sides of the building or structure showing finish details, roof slopes, windows, doors, natural or finished grade as applicable and building height;

(g) include cross-sectional details drawn at an appropriate scale and at sufficient locations to illustrate that the building or structure substantially conforms to the *Building Code;*

(h) include copies of approvals required under any enactment relating to health or safety, including, without limitation, Sewage Disposal permits, Highway Access permits and Ministry of Health Services approval;

(i) include two copies of specifications and two sets of drawings (three of each on the Southern Gulf Islands) at a scale of ¼" = 1' O" or 1:50 (or other appropriate scale) of the design including the information set out in Section 2.3.5(1) (d) to (g) of this Bylaw;

(j) ~~U)~~ include any other information required by the building official or the *Building Code* to establish substantial compliance with this Bylaw the *Building Code* and other bylaws and enactments relating to the building or structure.

**2.3.6 Applications for Moved Buildings or Structures**

(1) A Permit is required for the rehabilitation of a moved building or structure on the property to which it is to be moved.

(2) Before issuing a Permit under Section 2.3.6(1), the building official may require certification from a registered professional that the building meets the requirements of this Bylaw, the *Building Code* and any other applicable enactment.

**2.3.7 Professional Plan Certification**

(1) The letters of assurance in the form of Schedules A, Band C-A and C-B referred in Division C of Part 2 - Administrative Provisions of the *Building Code* and provided pursuant to this Bylaw are relied upon by the Capital Regional District and its building officials as certification that the design and plans to which the letters of assurance relate comply with the *Building Code* and other applicable enactments. Any failure on the part of the building official to provide the owner with the written notice will not diminish or invalidate the reliance by the Capital Regional District or its building officials on the registered professionals.

(2) A Permit issued pursuant to Section 2.3.4 or Section 3.4.1 of this Bylaw shall include a notice to the owner that the Permit is issued in reliance upon the certification of the registered professionals that the building complies with the *Building Code* and other applicable enactments relating to safety.

(3) When a Permit is issued in accordance with Section 2.3.4 or Section 3.4.1 of this Bylaw, the Permit fee shall be reduced by 10% of the fees payable pursuant to Appendix K to this Bylaw, up to a maximum reduction of $1000 (one thousand dollars).

## 2.4 PERMIT FEES AND PLAN PROCESSING FEES

**2.4.1** A Permit fee for any of the following work, calculated in accordance with the forms attached as appendices C, D, E, or F to this Bylaw, shall be paid in full prior to issuance of:

(1) a plumbing Permit pursuant to section 2.1.2(2) of this Bylaw;

(2) a Permit for the installation of a fireplace, chimney, or wood stove pursuant to section 2.1.2(3) of this Bylaw;

(3) a Permit for the demolition or deconstruction of a building or structure, pursuant to section 2.1.2(4) or (5) of this Bylaw.

**2.4.2** A Permit fee, calculated in accordance with Appendix K of this Bylaw, and based upon the construction value of the proposed work as determined in accordance with section 2.4.4 of this Bylaw, shall be paid in full prior to the issuance of a Permit for the construction, alteration or repair of a building or structure pursuant to section 2.1.2(1) of this Bylaw.

**2.4.3** An application for a Permit pursuant to section 2.1.2(1) of this Bylaw must be accompanied by the owner's declaration of the value of the proposed work.

2.4.4 For the purpose of section 2.4.2, the construction value of the proposed work shall be the greater of the following:

(1) the value of the proposed work, as declared by the owner under section 2.4.3;

(2) the construction value of the proposed work, as determined by the building inspector using one of the following sources:

(a) the construction values set out in Appendix L and M to this Bylaw; or

(b) a construction costing manual or service that is nationally-recognized by the construction and real estate industries as authoritative, including but not limited to the Marshall & Swift Valuation Service or Residential Cost Handbook.

~~2.4.1 A Permit fee calculated in accordance with the forms attached as appendices C, D, E, F, K, L or M to this Bylaw, shall be paid in full prior to issuance of any Permit under this Bylaw.~~

~~2.4.2~~2.4.5 A plan processing fee, as set out below, shall accompany an application made for a building permit to this Bylaw.

(1) The plan processing fee for a building or structure with a construction value as established ~~in either Appendix L or M~~ under section 2.4.4 of less than $50,000 (fifty thousand dollars) shall be $100 (one hundred dollars).

(2) The plan processing fee for a building or structure with a construction value as established ~~in either Appendix L or M~~under section 2.4.4 between $50,000 (fifty thousand dollars) and
$200,000 (two hundred thousand dollars) shall be $200 (two hundred dollars).

(3) The plan processing fee for a building or structure with a construction value as established ~~in either Appendix L or M~~under section 2.4.4 of greater than $200,000 (two hundred thousand dollars) shall be $300 (three hundred dollars).

~~2.4.3~~2.4.6 The plan processing fee is non-refundable and shall be credited against the building permit fee when the Permit is issued.

~~2.4.4~~2.4.7 **Cancellations and Refunds**

(1) An application shall be cancelled and the plan processing fee forfeited if the Permit has not been issued within six months of the date that the Permit application was received.

(2) When an application is cancelled, the plans and related documents submitted with the application may be destroyed.

(3) The owner may obtain a refund of the Permit fee set out in Section 2.4.1 of this Bylaw, by way of a written request, when a Permit is surrendered and cancelled within six months of the Permit being issued and before any excavation or construction begins.

(4) At the written request of the owner, after six months from the date of issuing the Permit and if the work has not commenced, including excavation, the Permit shall be cancelled and a refund to the Permit holder of 60% of the fees paid for the Permit.

~~2.4.5~~2.4.8 Where, due to non-compliance with this Bylaw, more than two inspections are necessary when one inspection is normally required, for each inspection after the second inspection, a re-inspection charge of $100 (one hundred dollars) shall be paid prior to additional inspections being performed.

~~2.4.6~~2.4.9 The fee for a special inspection or consultation with the building inspector for work which is not addressed by an existing Permit shall be at the charge-out rate of $92 (ninety-two dollars) per hour and prorated in the case of a partial hour to the nearest quarter hour.

~~2.4.7~~2.4.10 The fee for a letter report on the status of an existing building or structure shall be $30 (thirty dollars).

~~2.4.8~~2.4.11 The fee for removing a notice that has been placed on title to land in accordance with Section 57 of the *Community Charter* shall be $500 (five hundred dollars).

~~2.4.5~~2.4.12 The fee for the review of a 219 Restrictive Covenant required in accordance with Section 219 of the *Local Government Act* and/or Section 56 of the *Community Charter* shall be $300 (three hundred dollars) and, when requested, the fee for the execution of the approved covenant shall be $200 (two hundred dollars).

## 2.5 CONDITIONS OF A PERMIT

**2.5.1** A building official shall issue the Permit for which the application is made when:

(1) a completed application in compliance with Section 2.1.2 and with Section 2.3.4 or Section 2.3.5 of this Bylaw, including all required supporting documentation, has been submitted and the review of the application has been completed;

(2) the owner has paid all applicable fees set out in Section 2.4 of this Bylaw;

(3) the owner has paid all charges and met all regulations and requirements imposed by any other bylaw or enactment;

(4) the proposed construction does not contravene any covenant under Section 219 of the *Land Title Act;* and

(5) no enactment authorizes the Permit to be withheld.

**2.5.2** Every Permit is issued upon the condition that the Permit shall expire and the rights of the owner under the Permit shall terminate if:

(1) work authorized by the Permit is not commenced within six months from the date of issuance of the Permit;

(2) work is discontinued for a period of 12 months or no inspection as listed in Section 3.5.4 has been requested during that period;

(3) work has not been completed within 24 months from the date of the issuance of the Permit; or

(4) there is a sale or transfer of the property in respect of which the Permit is issued, unless the owner has first notified the building inspector in writing and the building inspector has authorized the transfer or assignment of the Permit to the new owner~~there is a proposed sale or transfer of the property in respect of which the Permit is issued, in which case Section 2.5.10 Renewal will apply~~.

### 2.5.3 Reapplication

(1) Except as provided in 2.5.9, where a permit expires under section 2.5.2 the owner must apply for a new permit in order to complete the work.

(2) An application under section 2.5.3(1) must be accompanied by any of the information referred to in sections 2.3.4 or 2.3.5 that the building inspector considers is necessary to verify that the health and safety aspects of the work that has yet to be completed substantially will conform with the requirements of the then-current *Building Code*, this Bylaw and any other applicable enactment.

(3) The fee for a Permit issued under section 2.5.3(1):

(a) will be based upon the value of the work that remains to be completed, as determined by the building inspector in accordance with section 2.4.4 of this Bylaw;

(b) will in no event be less than $300.00.

~~Where a permit expires under Section 2.5.2 an owner may reapply for a permit and the permit fee for work that was the subject of a previous Permit, which has been expired, will be based upon the value of the work that remains to be completed.~~

~~2.5.4 A building official may extend the period of time set out under Section 2.5.2 where construction has not been commenced or has been discontinued due to adverse weather, strikes, material or labour shortages. The maximum period of an extension is 12 months~~.

### ~~2.5.5~~2.5.4 Revocation of a Permit

The building official may revoke a Permit where there is a violation of:

(1) a condition under which the Permit was issued; or

(2) a provision of the *Building Code,* this Bylaw or other applicable bylaws or enactments.

The revoking of the Permit shall be in writing and transmitted to the Permit holder by registered mail, and deemed served at the expiration of three days after the date of mailing.

### ~~2.5.6~~2.5.5 Denial of Permits

Any person who has been notified in writing that work done by him or her or on his or her behalf is a violation referred to in Section 2.5.~~5~~4, shall have no Permit issued to him or her in respect of the same property, until he or she has complied, corrected the violation or satisfied the building official of his or her ability to do so.

### ~~2.5.7~~2.5.6 Partial Permit

A building official may issue a building permit for a portion of a building or structure before the design, plans and specifications for the entire building or structure have been accepted, provided sufficient information has been provided to the Capital Regional District to demonstrate to the building official that the portion authorized to be constructed substantially complies with this Bylaw and other applicable bylaws and the Permit fee applicable to that portion of the building or structure has been paid. The issuance of the Permit, notwithstanding the requirements of this Bylaw, applies to the remainder of the

building or structure as if the Permit for the portion of the building or structure had not been issued. This section does not apply to single family dwellings and accessory buildings.

~~2.5.8~~2.5.7 No person shall rely on the review or acceptance of the design, drawings, or specifications nor any inspection made by a building official as establishing compliance with the *Building Code,* this Bylaw, any other enactment or any standard of construction.

~~2.5.9~~2.5.8 An owner shall arrange for transportation of a building official to the property on which a building or structure is being constructed, where the location of the property is remote or not accessible by motor vehicle. Vessels used for the marine transportation of a building official shall comply with Transport Canada's Small Commercial Vessel Safety Guide.

~~2.5.10~~2.5.9 **Permit Renewal**

(1) Where the rights of an owner under a Permit terminate under section 2.5.2, the owner may apply to renew the Permit provided the renewal application is made no later than 30 days after the expiry of the Permit.

(2) Where all of the deficiencies listed on a Conditional Certificate of Occupancy have not been addressed to the satisfaction of the building inspector within 12 months of the issuance of the Conditional Certificate of Occupancy, the owner may apply to renew the Conditional Certificate of Occupancy provided the renewal application is made no later than 30 days after the expiry of the Conditional Certificate of Occupancy.

(3) The fee for an application under sections 2.5.9(1) or (2) shall be $300.00.

(4) Upon receipt of an application under sections 2.5.9(1) or (2), a building inspector may renew the Permit or Conditional Certificate of Occupancy, as applicable, for a period not to exceed 12 months.

(5) A Permit or Conditional Certificate of Occupancy may only be renewed once under this section 2.5.9.

~~Where the rights of an owner under a Permit terminate under Section 2.5.2, and the Permit is expired because of the sale or transfer of the property in respect of which the Permit is issued or where all of the deficiencies listed on the Conditional Certificate of Occupancy have not been addressed to the satisfaction of the building inspector, the owner may apply to renew the permit and the permit fee for such an application shall be $300 (three hundred dollars);~~

## 2.6 CERTIFICATE OF OCCUPANCY

**2.6.1** An owner must obtain a Certificate of Occupancy, on the form attached as Appendix I to this Bylaw, prior to occupying a building or structure. Certificates of Occupancy are not required for accessory buildings.

**2.6.2** A building official shall not issue a Certificate of Occupancy unless:

(1) all letters of assurance have been submitted (when required) in accordance with Section 2.3.4 and Section 3.4.2 of this Bylaw, and

(2) all aspects of the work requiring inspection and an acceptance pursuant to Section 3.5.4 of this Bylaw have been inspected and accepted.

Notwithstanding Sections 2.6.2(1) and 2.6.2(2), where owing to strikes, lock-outs or other emergencies, one or more of the inspections of buildings or structures required by this Bylaw have not been carried out, the building official may issue a Certificate of Occupancy stating the building or structure is substantially complete and suitable for occupancy if satisfied, after a final inspection, that the building is fit for occupancy, but the certificate shall list those inspections which were not carried out and shall state that the Certificate does not imply approval of such stages of construction.

### 2.6.3 Conditional Certificate of Occupancy

(1) A building official may issue a Conditional Certificate of Occupancy, on the form attached as Appendix **J** to this Bylaw, for part of a building or structure when that part of the building or structure is self-contained, provided with essential services and meets requirements set out in Section 2.6.2 of this Bylaw.

(2) A Conditional Certificate of Occupancy may be issued for a single family dwelling and is valid for a period of 12 months from date of issue.

(3) If at a date 12 calendar months from the date a Conditional Certificate of Occupancy is issued, all of the deficiencies listed on the Certificate have not been addressed to the satisfaction of the building inspector Section 2.5.10 Renewal shall apply.

~~(4) A renewal fee of $300 (three hundred dollars) shall be charged for each renewal, to a maximum of three renewals, after which the permit will expire and the Capital Regional District may register a notice against the title of the land, referring to the outstanding deficiencies.~~

~~(5)~~(4) If upon expiry of a Permit, an owner desires to obtain a Certificate of Occupancy for a single family dwelling, he or she may apply for a new Permit under Section 2.5.3

## PART 3 PROHIBITIONS AND OBLIGATIONS

### 3.1 GENERAL

### 3.1.1 Work Without Permits

No person shall commence or continue any construction, alteration, reconstruction, demolition, removal or relocation of any building or structure or other work related to construction, for which a Permit is required under this Bylaw, unless a building official has issued a valid and subsisting Permit for the work.

### 3.1.2 Demolish or Deconstruct

No person shall demolish or deconstruct a building or structure unless a building official has issued a valid and subsisting demolition or deconstruction permit for the work.

### 3.1.3 Occupancy

No person shall occupy or use any building or structure unless a valid and subsisting Certificate of Occupancy has been issued by a building official for the building or structure. No person shall occupy or use any building contrary to the terms of any Permit issued or contrary to any notice given by a building official.

### 3.1.4 Tampering with Notices

No person shall, unless authorized in writing by a building official, reverse, alter, deface, cover, remove or in any way tamper with any notice, Permit or certificate posted upon or affixed to a building or structure pursuant to this Bylaw.

### 3.1.5 Approved Plans

No person shall do any work that is substantially at variance with the approved design, plans or specifications of a building, structure or other works for which a Permit has been issued, unless that variance has been accepted in writing by a building official.

### 3.1.6 Obstruction to Entry

No person shall obstruct the entry of a building official or other authorized official of the Capital Regional District on a property in the administration of this Bylaw.

### 3.1.7 Cessation of Work

No person shall continue to do any work upon a building or structure or any portion of it after the building official has ordered cessation or suspension of work on it.

### ~~3.1.8~~ Work Contrary to Requirements~~Contrary~~

No person shall do any work or carry out any construction contrary to a provision or requirement of this Bylaw, the *Building Code* or any other applicable enactment.

## 3.2 BUILDING OFFICIALS

**3.2.1** Each building official ~~shall~~may:

(1) administer this Bylaw, but owes no public duty to do so; and

(2) keep records of Permit applications, Permits, notices and orders issued, inspections and tests made, and may retain copies of all documents related to the administration of this Bylaw.

~~(1) Administer this Bylaw;~~

~~(2) keep records of Permit applications, Permits, notices and orders issued, inspections and tests made, and shall retain copies of all documents related to the administration of this Bylaw;~~

~~(3) carry proper credentials.~~

### 3.2.2 Authority

The building official:

(1) is hereby authorized to enter, at all reasonable times, and in accordance with section 16 of the *Community Charter,* upon any property subject to the regulations of this Bylaw and the *Building Code,* in order to ascertain whether the regulations of or directions under them are being observed;

(2) is directed, where any dwelling, apartment or guest room is occupied, to obtain the consent of the occupant or provide written notice 24 hours in advance of entry pursuant to Section 3.2.2(1);

(3) may order the correction of any work which is being or has been improperly done under any Permit;

(4) may order the cessation of work that is proceeding in contravention of this Bylaw, the *Building Code* or any other applicable bylaw by advising the Permit holder by letter or by a written notice on a card posted adjacent to the work;

(5) may direct that tests of materials, devices, construction materials, structural assemblies, or foundation conditions be undertaken, or sufficient evidence be submitted, at the expense of the owner, where such evidence is necessary to determine whether the materials, devices, construction or foundation meet the requirements of this Bylaw, the *Building Code,* or any other applicable enactment. The records of such tests shall be kept available for inspection during the construction of the building as required by the building official.

## 3.3 RESPONSIBILITY OF THE OWNER

**3.3.1** Every owner shall ensure that all construction complies with the *Building Code,* this Bylaw and other applicable enactments.

**3.3.2** Every owner to whom a Permit is issued shall, during construction:

(1) post and maintain the Permit in a dry and conspicuous place on the property in respect of which the Permit was issued;

(2) keep a copy of the accepted designs, plans and specifications on the property; and

(3) post the civic address on the property in a location visible from any adjoining streets.

**3.3.3** Every owner shall, when notified of deficiencies by the building official, perform such alterations, corrections or replacements as may be necessary to ensure the work complies with this Bylaw, the *Building Code,* or any other applicable enactment or regulation, and advise the building official when the work is ready for re-inspection.

## 3.4 PROFESSIONAL DESIGN AND FIELD REVIEW

**3.4.1** When a building official considers that the site conditions, size or complexity of a development or an aspect of a development warrant, he or she may require a registered professional to provide design and plan certification and field *review* supported by letters of assurance in the form of Schedule B referred to in of Part 2 - Administrative Provisions of the *Building Code.*

**3.4.2** Prior to the issuance of a Certificate of Occupancy for a complex building, or simple building in circumstances where letters of assurance have been required in accordance with sections 2.3.4 or 3.4.1 of this Bylaw, the owner shall provide the building official with letters of assurance in the form of Schedule C-A and C-B as is appropriate, referred to in of Part 2 - Administrative Provisions of the *Building Code.*

**3.4.3** When a registered professional provides letters of assurance in accordance with sections 2.3.4 and 3.4.1 of this Bylaw, he or she shall also provide proof of professional liability insurance to the building official.

## 3.4 A PROFESSIONAL DESIGN (POTABLE WATER SYSTEMS)

Note: Provisions added by Building Regulation Bylaw No. 5, 2010, Amendment Bylaw No. 1, 2011 are not reproduced here, but are not affected by these amendments.

~~3.4.3~~

## 3.5 INSPECTIONS

**3.5.1** When a registered professional provides letters of assurance in accordance with sections 2.3.4 and 3.4.1 of this Bylaw, the Capital Regional District will rely solely on field reviews undertaken by the registered professional and the letters of assurance submitted pursuant to Section 3.4.2 of this Bylaw as certification that the construction substantially conforms to the design, plans and specifications and that the construction complies with the *Building Code,* this Bylaw and other applicable enactments.

**3.5.2** Notwithstanding Section 3.5.1 of this Bylaw, a building official may attend the site from time to time during the course of construction to ascertain that the field reviews are taking place and to monitor the field reviews undertaken by the registered professionals.

**3.5.3** A building official may attend periodically at the site of the construction of simple buildings or structures to ascertain whether the health and safety aspects of the work are carried out in substantial conformance with the portions of the *Building Code,* this Bylaw and any other applicable enactment.

**3.5.4** The owner, or his or her representative, shall *give* at least 24 hours notice to the Capital Regional District when requesting an inspection of the following aspects of the work and, in the case of a simple building, shall obtain an inspection and receive a building official's acceptance prior to concealing any aspect of the work:

(1) the foundation and footing forms, ~~after~~ before concrete is poured; location to be verified by legal survey;

(2) installation of perimeter drain tiles, roof water leader system and damp-proofing, prior to backfilling;

(3) the preparation of ground, including ground cover and insulation ~~,~~ when required, prior to the placing of a concrete slab (as applicable);

(4) rough-in of all chimneys and fireplaces and solid fuel and oil burning appliances;

(5) framing inspection, after the roof, all framing, fire blocking and bracing is in place, and all pipes, vents, chimneys, electrical wiring, roof space and crawlspace vents are completed;

(6) water and sewer connections (as applicable);

(7) rough-in plumbing;

(8) ventilation;

(9) building envelope;

(10) lath;

(11) stucco (1", 2nd final) (as applicable);

(12) insulation and vapour barrier;

(13) chimney (as applicable);

(14) solid fuel burning appliance, fireplace (as applicable);

(15) health and safety aspects of the work when the building or structure is substantially complete and ready for a Conditional Certificate of Occupancy

(16) final inspection/Certificate of Occupancy.

**3.5.5** The requirements of Section 3.5.4 of this Bylaw do not apply to any aspect of the work that is the subject of a registered professional's letter of assurance provided in accordance with sections 2.3.4, 3.4.1 or 3.4.2 of this Bylaw.

## PART 4 ADMINISTRATIVE PROVISIONS

### 4.1 PENALTIES AND ENFORCEMENT

#### 4.1.1 Stop Work Notice

A building official may order the cessation of any work that is proceeding in contravention of the *Building Code* or this Bylaw by posting a Stop Work Notice.

(1) The owner of a property on which a Stop Work Notice has been posted, and *every* other person, shall cease all construction work immediately and shall not do any work until all applicable provisions of this Bylaw have been substantially complied with and the Stop Work Notice has been rescinded in writing by a building official.

(2) Every person who commences work requiring a Permit without first obtaining such a Permit shall, if a Stop Work Notice is issued, pay an additional charge equal to 100% of the required Permit fee prior to obtaining the required building permit.

#### 4.1.2 Do Not Occupy

Where a person occupies a building or structure or part of a building or structure in contravention of Section 3.1.3 of this Bylaw a building official may post a Do Not Occupy Notice on the affected part of the building or structure.

#### 4.1.3 Penalty

Every person who contravenes any prov1s1on of this Bylaw commits an offense punishable on summary conviction and shall be liable to a fine of not more than $10,000 (ten thousand dollars) or to imprisonment for not more than six months.

## PART 5 GENERAL

### 5.1 SCHEDULES

The schedules annexed hereto shall be deemed to be an integral part of this Bylaw.

### 5.2 SEVERABILITY

If any section of this Bylaw is for any reason held to be invalid, by the decision of any court, such decision shall not affect the validity of the remaining portions of this Bylaw.

### 5.3 REPEAL OF BYLAWS

Capital Regional District Bylaw 2990, "Building Regulation Bylaw No. 4, 2002, and amendment bylaws 3099, 3172, 3265 and 3394, are hereby repealed.

### 5.4 CITATION

This Bylaw may be cited for all purposes as "Building Regulation Bylaw No. 5, 2010.

| | | | | |
|---|---|---|---|---|
| READ A FIRST TIME THIS | 13th | day of | October | 2010 |
| READ A SECOND TIME THIS | 13th | day of | October | 2010 |
| READ A THIRD TIME THIS | 9th | day of | March | 2011 |
| ADOPTED THIS | 9th | day of | March | 2011 |

CHAIR

Appendix A

# Building Permit Application

Hold No.

Permit No.

| SOUTHERN GULF ISLANDS<br>WILLIS POINT & MALAHAT<br>BUILDING INSPECTION<br>Mail to: P.O. Box 1000 (625 Fisgard St.)<br>Victoria, BC, V8W 2S6<br>(250)360-3230 FAX (250)360-3232<br>Toll Free: 1-866-475-1581 | JUAN DE FUCA<br>BUILDING INSPECTION<br>Mail to: P.O. Box 283<br>2 - 6868 West Coast Rd.<br>Sooke, BC, V9Z 0S9<br>(250)642-1500 FAX (250)642-5274 | SALT SPRING ISLAND<br>BUILDING INSPECTION<br>208 - 116 Fulford Ganges Rd.<br>Salt Spring Island, BC, V8K 2S4<br>(250)537-2711 FAX (250)537-9633 | PENDER ISLAND<br>BUILDING INSPECTION<br>Driftwood Centre, Box 46<br>Pender Island, B.C., V0N 2M0<br>(250)629-3424 FAX (250)629-3502 |
|---|---|---|---|

PLEASE PRINT CLEARLY: **Pursuant to the regulations applicable to the CAPITAL REGIONAL DISTRICT:**

I, _____ , address _____ ,

being the owner or representing the owner, hereby make application to, (Check one in box 1 and one in box 2 below)

**1**

- ☐ REACTIVATE
- ☐ CONSTRUCT
- ☐ ALTER
- ☐ REPAIR
- ☐ DECONSTRUCT
- ☐ ADD TO
- ☐ MOVE
- ☐ DEMOLISH

**2**

- ☐ SINGLE FAMILY DWELLING
- ☐ TWO FAMILY DWELLING
- ☐ MOBILE Complete form 1A
- ☐ OTHER .
- ☐ GARAGE
- ☐ CARPORT
- ☐ MULTI-FAMILY DWELLING
- ☐ COMMERCIAL

The above project is located at _____

Complete Address

Added Construction Value

LEGAL DESCRIPTION FOLIO No.

| LOT | SECTION | BLOCK | PLAN | LAND DISTRICT |
|---|---|---|---|---|
| | | | | |

Other Pertinent Information Contact Email: _____

OWNER _____ _____

FIRST & LAST NAME ADDRESS (UNIT#, HOUSE #, STREET, CITY, POSTAL CODE)

ARCHITECT _____ _____

FIRST & LAST NAME ADDRESS (UNIT#, HOUSE #, STREET, CITY, POSTAL CODE)

CONTRACTOR _____ _____

FIRST & LAST NAME ADDRESS (UNIT#, HOUSE #, STREET, CITY, POSTAL CODE)

## LIMITATION OF LIABILITY

Neither the issuance of a permit under this bylaw nor the acceptance or review of plans, drawings or specifications or supporting documents, nor any inspections made by or on behalf of the Capital Regional District shall in any way relieve the owner or his or her representatives from full and sole responsibility to perform the work in full accordance with the British Columbia Building Code, the Building Regulation Bylaw of the CRD and all other applicable enactments, codes, and standards.

## FREEDOM OF INFORMATION WAIVER

Personal Information contained on this form is collected under the authority of the Local Government Act and is subject to the Freedom of Information and Protection of Privacy Act. The personal information will be used for purposes of issuing this permit. Enquiries about the collection or use of information on this form can be directed to the appropriate building inspection office listed at the top of this appendix.

**All building in the Capital Regional District Electoral Areas is regulated by Building Regulation Bylaw No. 3741.**

NOTE: An Occupancy Permit will not be issued without either a holding tank permit issued by the Vancouver Island Health Authority or a letter of certification, as described in section 9 of the Sewerage System Regulation, B.C. Reg. 326/2004, from a registered practitioner or a professional confirming that an appropriate sewerage system has been constructed.

Phone Number _____ Date _____ Signature of Applicant _____

## THIS APPLICATION FORM MUST BE ACCOMPANIED BY THE FOLLOWING:

1. Plan processing fee.
2. Copy of ASSESSMENT NOTICE (Tax Notice).
3. Copy of a current TITLE SEARCH, including copies of all covenants, easements and rights of way.
4. Site Plan drawn to scale showing: dimensions of property, location of septic tank and disposal field, location of proposed building, ground elevations, location of all existing buildings, details of site drainage.
5. Copy of documents filed with the Vancouver Island Health Authority under section 8(2) of the Sewerage System Regulation, B.C. Reg. 326/2004 and proof of potable water supply and well log.
6. Include specifications and scale drawings (three sets for the Southern Gulf Islands; two sets for Salt Spring Island) of the building with respect to which the work is to be carried out showing: foundation plan (fully dimensioned), floor plan of each level (fully dimensioned), elevations of all sides of the building, proposed and or existing uses of all rooms shown on floor plans,
7. Reverse printed plans not acceptable.
8. Documentation as required by Homeowner Protection Office.

Date Received

Note: Permit duration period is two years or permit to complete will be required.

Appendix B

CRD

# Mobile Home Information Sheet

To be used in conjunction with BUILDING PERMIT APPLICATION (Appendix A)

Hold No.

Permit No.

Owner_____ Address_____

Details of Mobile Home

Name and Address of Manufacturer

_____
NAME

_____
ADDRESS

Model #_____ Serial #_____

Oil Approval #_____ Gas Approval #_____

Electrical Approval #_____ Z240 Series #_____

Year Built_____ Number of Bedrooms_____

Number of Plumbing Fixtures_____ Floor Area_____

Contractor _____

_____
ADDRESS

Engineer _____

_____
ADDRESS

**Note**

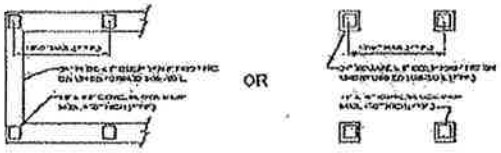
1. An approved mobile home may be permanently installed in the Electoral Areas of the Capital Regional District on property zoned for a Single Family Dwelling as long as all other requirements of the particular zone are met. Zoning Bylaws vary in their requirements depending on the location within the Capital Regional District. Please check with your local Building Inspection Office.
2. Factory built "Mobile Homes" must be certified as complying with Canadian Standards Association Standard "CAN/CSA-Z240 MH Series Mobile Homes". This standard does not apply to site preparations (foundations, basements, mountings), interconnection of modules, connection to services and installation of appliances. Mobile homes that do not meet the above standard will require the inspection and approval from a British Columbia registered professional engineer. It may be necessary for the Building Official to inspect the Mobile Home as well.
3. A completed Building Permit Application (form 1) must accompany this Information Sheet.
4. Include with the application a letter from the owner of the Mobile Home Park, the Tenant's Association or other relevant group or individual, confirming that there are no objections to the establishment of the mobile home, including any addition, on the proposed site.
5. The applicant will be notified of the permit fee when all aspects of the application have been approved.

For inspection purposes where is the mobile now located?

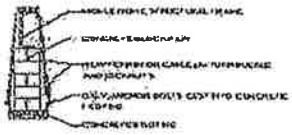
_____
ADDRESS

_____ _____ _____

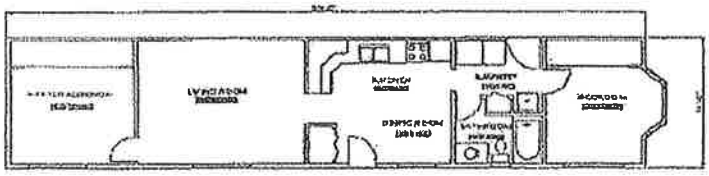
Telephone No. Date Signature of Owner



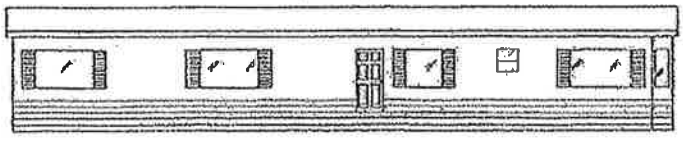
TYP. FOUNDATION PLANS



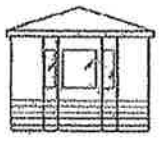
TYP. ANCHORAGE



FLOOR PLAN



FRONT ELEVATION



END ELEVATION

Appendix C

CRD
Making a difference...together

# Fireplace-Chimney-Wood Stove-~~Oil Furnace~~ Application

Hold No.

Permit No.

| SOUTHERN GULF ISLANDS<br>WILLIS POINT & MALAHAT<br>BUILDING INSPECTION<br>Mail to: P.O. Box 1000 (625 Fisgard Str.)<br>Victoria, BC, V8W 2S6<br>(250)360-3230 FAX (250)360-3232<br>Toll Free: 1-866-475-1581 | JUAN DE FUCA<br>BUILDING INSPECTION<br>Mail to: P.O. Box 283<br>2 - 6868 West Coast Rd.<br>Sooke, BC, V9Z 0S9<br>(250)642-1500 FAX (250)642-5274 | SALT SPRING ISLAND<br>BUILDING INSPECTION<br>206 - 116 Fulford Ganges Rd.,<br>Salt Spring Island, BC, V8K 2S4<br>(250)537-2711 FAX (250)537-9633 | PENDER ISLAND<br>BUILDING INSPECTION<br>Driftwood Centre, Box 45<br>Pender Island, B.C., V0N 2M0<br>(250)629-3424 FAX (250)629-3502 |
|---|---|---|---|

PLEASE PRINT CLEARLY

Pursuant to the regulations applicable to the CAPITAL REGIONAL DISTRICT: I, _____ (First Name / Surname)

_____ (ADDRESS (UNIT#, HOUSE #, STREET, CITY, POSTAL CODE)), being the owner or representing the owner hereby

make application to (Check the options below) located at:

Site address: _____ (House Number / Street)

LEGAL DESCRIPTION | FOLIO No.

| LOT | SECTION | BLOCK | PLAN | LAND DISTRICT |
|---|---|---|---|---|
| | | | | |

Other Pertinent Information

Location: sfd ☐ Garage ☐ Workshop ☐ other ☐ _____

New chimney ☐ Replace Existing Unit ☐

Owner _____ _____ (ADDRESS (UNIT#, HOUSE #, STREET, CITY, POSTAL CODE))

Contractor _____ _____ (ADDRESS (UNIT#, HOUSE #, STREET, CITY, POSTAL CODE))

## FEE CALCULATIONS FOR PROPOSED WORK

| Check the appropriate options below | Fees | Number | | Totals |
|---|---|---|---|---|
| ~~Oil Furnace~~ | ~~22. X~~ | | = | |
| Construct CHIMNEY-- one single flue (masonry or metal) | 44. X | | = | |
| Each additional flue in masonry chimney above | 22. X | | = | |
| Construct FIREPLACE connected to single flue | 22. X | | = | |
| SOLID FUEL BURNING APPLIANCE connected at time of construction | 22. X | | = | |
| SOLID FUEL BURNING APPLIANCE connected to existing acceptable chimney | 44. X | | = | |
| CHIMNEY reline, repair or alter (masonry) | 44. X | | = | |
| | TOTAL PERMIT FEE | | | |

* APPLIANCES CONNECTED TO CHIMNEYS MUST COMPLY WITH AND BE INSTALLED TO ALL APPLICABLE REGULATIONS. (See Building Inspector)

## LIMITATION OF LIABILITY

Neither the issuance of a permit under this bylaw nor the acceptance or review of plans, drawings or specifications or supporting documents, nor any inspections made by or on behalf of the Capital Regional District shall in any way relieve the owner or his or her representatives from full and sole responsibility to perform the work in full accordance with the British Columbia Building Code, the Building Regulation Bylaw of the CRD and all other applicable enactments, codes, and standards.

## FREEDOM OF INFORMATION

Personal Information contained on this form is collected under the authority of the Local Government Act and is subject to the Freedom of Information and Protection of Privacy Act. The personal information will be used for purposes of issuing this permit. Enquiries about the collection or use of information on this form can be directed to the appropriate building inspection office listed at the top of this appendix.

All building in the Capital Regional District Electoral Areas is regulated by Building Regulation Bylaw No. 3741.

Contact email: _____

_____ Phone Number

_____ Date

_____ Signature of Applicant

NOTE: Design details of the fireplace and or chimney may be requested for approval by the Building Inspector. An inspection must be requested for the reinforcement of the hearth before the concrete is poured.

Appendix D

CRD

# Plumbing Permit Application (RESIDENTIAL)

Hold No.

Permit No.

SOUTHERN GULF ISLANDS
WILLIS POINT & MALAHAT
BUILDING INSPECTION
Mail to: P.O. Box 1000 (625 Fisgard Str.)
Victoria, BC, V8W 2S6
(250)360-3230 FAX (250)360-3232
Toll Free: 1-866-475-1581

JUAN DE FUCA
BUILDING INSPECTION
Mail to: P.O. Box 283
2 - 6868 West Coast Rd.
Sooke, BC, V9Z 0S9
(250)642-1500 FAX (250)642-5274

SALT SPRING ISLAND
BUILDING INSPECTION
206 - 118 Fulford Ganges Rd.
Salt Spring Island, BC, V8K 2S4
(250)537-2711 FAX (250)537-9633

PENDER ISLAND
BUILDING INSPECTION
Driftwood Centre, Box 45
Pender Island, B.C., V0N 2M0
(250)629-3424 FAX (250)629-350

PLEASE PRINT CLEARLY

Pursuant to the regulations applicable to the CAPITAL REGIONAL DISTRICT: I, _____ (First Name / Surname), being the owner or representing the owner hereby

_____ (Apt.# House # / Street / City / Postal Code)

make application to, INSTALL OR ALTER PLUMBING SYSTEM OR SEWERS located at:

Site address: _____ (House Number / Street)

LEGAL DESCRIPTION

FOLIO No.

| LOT | SECTION | BLOCK | PLAN | LAND DISTRICT |
|---|---|---|---|---|
| | | | | |

Other Pertinent Information

Owner _____ (FIRST & LAST NAME) _____ (ADDRESS (UNIT#, HOUSE #, STREET, CITY, POSTAL CODE))

Contractor _____ (FIRST & LAST NAME) _____ (ADDRESS (UNIT#, HOUSE #, STREET, CITY, POSTAL CODE))

| FEE SCHEDULE — Total No. of Fixtures: | VALUE | UNITS | FEE |
|---|---|---|---|
| Fee (first 10 fixtures) | $ 22. per fixtur | X = | 0 |
| Fee (additional fixtures) | 17. per fixtu | X = | 0 |
| Hot Water Tank (domestic) | 22. per tank | X = | 0 |
| Lawn Sprinkler System | 49. | X = | |
| Hot Water Heating Boiler Connection | 17. | X = | |
| Connect to Existing Rough-in | 12. per fixtu | X = | |
| Alter Waste Lines (no additional fixtures) | 44. | X = | |
| Water Connection | 22. | X 1 = | |
| Alter Water Lines or Add Special Valve | 22. | X = | |
| Sanitary Sewer Connection | 22. | X 1 = | |
| Storm or Sewage Lift Station | 17. | X = | |
| Remove or Make Safe Private Sewage System | 17. | X = | |
| Installation of Floor Drain | 12. each | X = | |
| Install or Alter Rain Water Leads or Roof Drain | 12. | X = | |
| Install or Replace Cistern For Potable Water | 34. | X = | |
| Lawn Service Stand Pipe (not part of building plumbing) | 22. | X = | |
| Area Drains, Sumps, Catch Basins | 22. | X = | |
| Fire Protection Sprinkler System | 22. each of | X = | |
| Each Group of 10 Sprinklers or Portion Over First 10 | 17. | X = | |
| | | TOTAL FEES | |

Payment received by way of

☐

cash ☐

date _____

## LIMITATION OF LIABILITY

Neither the issuance of a permit under this bylaw nor the acceptance or review of plans, drawings or specifications or supporting documents, nor any inspections made by or on behalf of the Capital Regional District shall in any way relieve the owner or his or her representatives from full and sole responsibility to perform the work in full accordance with the British Columbia Building Code, the Building Regulation Bylaw of the CRD and all other applicable enactments, codes, and standards.

## FREEDOM OF INFORMATION WAIVER

Personal information contained on this form is collected under the authority of the Local Government Act and is subject to the Freedom of Information and Protection of Privacy Act. The personal information will be used for purposes of issuing this permit. Enquiries about the collection or use of information on this form can be directed to the appropriate building inspection office listed at the top of this appendix.

**All building in the Capital Regional District Electoral Areas is regulated by Building Regulation Bylaw No. 3741.**

_____ Telephone No. _____ Date _____ Signature of Applicant

Appendix E

CRD CAPITAL REGIONAL DISTRICT

# Plumbing Permit Application (COMMERCIAL)

Hold No.

Permit No.


SOUTHERN GULF ISLANDS
WILLIS POINT & MALAHAT
BUILDING INSPECTION
Mail to: P.O. Box 1000 (625 Fisgard Str.)
Victoria, BC, V8W 2S6
(250)360-3230 FAX (250)360-3232
Toll Free: 1-866-475-1581

JUAN DE FUCA
BUILDING INSPECTION
Mail to: P.O. Box 283
2 - 6868 West Coast Rd.
Sooke, BC, V0Z 0S0
(250)642-1500 FAX (250)642-5274

SALT SPRING ISLAND
BUILDING INSPECTION
206 - 116 Fulford Ganges Rd.
Salt Spring Island, BC, V8K 2S4
(250)537-2711 FAX (250)537-9633

PENDER ISLAND
BUILDING INSPECTION
Driftwood Centre, Box 45
Pender Island, B.C., V0N 2M0
(250)629-3424 FAX (250)629-350:


PLEASE PRINT CLEARLY

Pursuant to the regulations applicable to the CAPITAL REGIONAL DISTRICT: I, _____ (First Name) _____ (Surname)

_____ (Apt. # / House # / Street / City / Postal Code), being the owner or representing the owner hereby

make application to, INSTALL OR ALTER PLUMBING SYSTEM OR SEWERS located at:

Site address: _____ (House Number) _____ (Street)

LEGAL DESCRIPTION

FOLIO No.

LOT _____ BLOCK _____ PLAN _____ LAND DISTRICT _____

Other Pertinent Information

OWNER _____ (FIRST & LAST NAME) _____ (ADDRESS (UNIT#, HOUSE #, STREET, CITY, POSTAL CODE))

CONTRACTOR _____ (FIRST & LAST NAME) _____ (ADDRESS (UNIT#, HOUSE #, STREET, CITY, POSTAL CODE))

| FEE SCHEDULE Total No. of Fixtures: | VALUE | UNITS | FEE |
|---|---|---|---|
| Fee (First 10 fixtures) | $ 22. per fxt. | X = | |
| Fee (Additional fixtures) | 17. per fixt. | X = | |
| Hot Water Tank (domestic) | 22. per tank | X = | |
| Lawn Sprinkler System | 49. per zone | X = | |
| Hot Water Heating Boiler Connection | 17. | X = | |
| Connect to Existing Rough-in | 12. per fixt. | X = | |
| Alter Sanitary/Storm Drainage Sytem (existing) | 42. | X = | |
| Water Connection | 22. | | |
| Sanitary Sewer Connection | 22. | | |
| Alter or Add to Water System | 22. | X = | |
| Install Floor Drain or Funnel Drain | 12. each | X = | |
| Install or alter Rain Water Leads or Roof Drain | 12. | X = | |
| Install or Replace Cistern For Potable Water | 34. | X = | |
| Installation of Building Sanitary Sewer | 21. per 100' | X = | |
| Installation of Building Storm Sewer | 21. per 100' | X = | |
| **FIRE PROTECTION** | | | |
| Fire Protection Sprinkler System | 21. each first 10 heads | X = | |
| Each Group of 10 Sprinklers or Portion Over First 10 | 21. | X = | |
| Fire Stand Pipe | 21. | X = | |
| Fire Hydrant | 32. each | X = | |
| **OUTSIDE SERVICES** | | | |
| Pumping Station other than for S.F.D. | 32. each | X = | |
| Lawn Service Stand Pipe (not part of building plbg.) | 21. | X = | |
| Storm or Sanitary Lift Station | 32. each | X = | |
| Remove or Make Safe Private Sewage System | 16. | X = | |
| Area Drains / Catch Basins / Sumps | 21. | X = | |
| Manholes and Interceptors (all kinds) | 21. | X = | |
| Acid neutralizers or Special Control Valve or Cap Off Sanitary, Storm, Water Connections | 21. | X = | |
| | **TOTAL FEES** | | |

## LIMITATION OF LIABILITY

Neither the issuance of a permit under this bylaw nor the acceptance or review of plans, drawings or specifications or supporting documents, nor any inspections made by or on behalf of the Capital Regional District shall in any way relieve the owner or his or her representatives from full and sole responsibility to perform the work in full accordance with the British Columbia Building Code, the Building Regulation Bylaw of the CRD and all other applicable enactments.

## FREEDOM OF INFORMATION WAIVER

Personal information contained on this form is collected under the authority of the Local Government Act and is subject to the Freedom of Information and Protection of Privacy Act. The personal information will be used for purposes of issuing this permit. Enquiries about the collection or use of information on this form can be directed to the appropriate building inspection office listed at the top of this appendix.

**All building in the Capital Regional District Electoral Areas is regulated by Building Regulation Bylaw No. 3741.**

Payment received by way of

cheque ☐

cash ☐

date _____

_____ Telephone No. _____ Date _____ Signature of Applicant

Appendix F

CRD
Making a difference...together

# Demolition - Deconstuction Permit Application

Hold No.

Permit No.

SOUTHERN GULF ISLANDS
WILLIS POINT & MALAHAT
BUILDING INSPECTION
Mail to: P.O. Box 1000 (625 Fisgard Str.)
Victoria, BC, V8W 2S6
(250)360-3230 FAX (250)360-3232
Toll Free: 1-866-475-1581

JUAN DE FUCA
BUILDING INSPECTION
Mail to: P.O. Box 283
2 - 6868 West Coast Rd.
Sooke, BC, V9Z 0S0
(250)642-1500 FAX (250)642-5274

SALT SPRING ISLAND
BUILDING INSPECTION
206 - 118 Fulford Ganges Rd.
Salt Spring Island, BC, V8K 2S4
(250)537-2711 FAX (250)537-96

PENDER ISLAND
BUILDING INSPECTION
Driftwood Centre, Box 45
Pender Island, B.C., V0N 2M0
(250)629-3424 FAX (250)629-350

PLEASE PRINT CLEARLY

Pursuant to the regulations applicable to the CAPITAL REGIONAL DISTRICT

I, _____ Address _____ Being the owner or representing the own

hereby make application to DEMOLISH or DECONSTRUCT _____ located at:
single family dwelling, accessory buildings, etc.

Site address : _____
House Number Street

Reason for Demolition _____ Age of Building _____

LEGAL DESCRIPTION

FOLIO No.

Lot _____ Section _____ Block _____ Plan No. _____ District _____

Other Pertinent Information

Owner _____ Address _____
# Street City Postal Code

Contractor _____ Address _____
# Street City Postal Code

**All work relating to this application, including rendering sewage disposal system safe, and providing a safe demolition site shall meet the requirements of the Capital Regional District and the British Columbia Building Code and be completed by _____ .**

## LIMITATION OF LIABILITY

Neither the issuance of a permit under this bylaw nor the acceptance or review of plans, drawings or specifications or supporting documents, nor any inspections made by or on behalf of the Capital Regional District shall in any way relieve the owner or his or her representatives from full and sole responsibility to perform the work in full accordance with the British Columbia Building Code, the Building Regulation Bylaw of the CRD and all other applicable enactments, codes, and standards.

## FREEDOM OF INFORMATION WAIVER

Personal information contained on this form is collected under the authority of the Local Government Act and is subject to the Freedom of Information and Protection of Privacy Act. The personal information will be used for purposes of issuing this permit. Enquiries about the collection or use of information on this form can be directed to the appropriate building inspection office listed at the top of this appendix.

**All building in the Capital Regional District Electoral Areas is regulated by Building Regulation Bylaw No. 3741.**

Telephone Number _____ Date _____ Signature of Applicant _____

FEE SCHEDULE

| | Check one of the following | Demolition Fee | Deconstruction Fee | Totals |
|---|---|---|---|---|
| ☐ | Buildings up to 400 square feet in area | $100 ~~$42.00~~ | ~~$21.00~~ $0.00 | |
| ☐ | Buildings over 400 square feet in area | $200 95.00 | ~~47.00~~ $0.00 | |
| ☐ | Rendering private sewage disposal system safe | 21.00 | 21.00 | |
| ☐ | Cap building sewer | 16.00 | 16.00 | |
| | | | Total Permit Fee | |

Payment received by way of

cheque ☐

cash ☐

date _____

Appendix G

CRD

# Change of Occupancy Classification

Hold No.

Permit No.


SOUTHERN GULF ISLANDS
WILLIS POINT & MALAHAT
BUILDING INSPECTION
Mail to: P.O. Box 1000 (625 Fisgard St.)
Victoria, BC, V8W 2S6
(250)360-3230 FAX (250)360-3232
Toll Free: 1-866-475-1561

JUAN DE FUCA
BUILDING INSPECTION
Mail to: P.O. Box 283
2 - 6868 West Coast Rd.
Sooke, BC, V9Z 0S9
(250)642-1500 FAX (250)642-5274

SALT SPRING ISLAND
BUILDING INSPECTION
206 - 118 Fulford Ganges Rd.
Salt Spring Island, BC, V8K 2S4
(250)537-2711 FAX (250)537-9933

PENDER ISLAND
BUILDING INSPECTION
Driftwood Centre, Box 45
Pender Island, B.C., V0N 2M0
(250)629-3424 FAX (250)629-3502


**PLEASE PRINT CLEARLY**

Pursuant to the regulations applicable to the CAPITAL REGIONAL DISTRICT:

I, _____ _____ _____ _____ , being
# Street City Postal Code

the owner hereby make application to **CHANGE THE OCCUPANCY CLASSIFICATION**

of the building or a portion of the building located at: _____.

LEGAL DESCRIPTION

FOLIO No.

Lot _____ Section _____ Block _____ Plan No. _____ District _____

Present use of Building or Part of Building: _____.

Proposed Change to: _____ Use.

_____ _____ _____ _____

Telephone No. Date Signature of Applicant Signature of Property Owner

**Office Use Only**

| | | | | |
|---|---|---|---|---|
| FROM | ☐ Group A, Division 1 | ☐ Group A, Division 2 | ☐ Group A, Division 3 | ☐ Group A, Division 4 |
| | ☐ Group B, Division 1 | ☐ Group B, Division 2 | ☐ Group C | ☐ Group D |
| | ☐ Group E | ☐ Group F, Division 1 | ☐ Group F, Division 2 | ☐ Group F, Division 3 |
| TO | ☐ Group A, Division 1 | ☐ Group A, Division 2 | ☐ Group A, Division 3 | ☐ Group A, Division 4 |
| | ☐ Group B, Division 1 | ☐ Group B, Division 2 | ☐ Group C | ☐ Group D |
| | ☐ Group E | ☐ Group F, Division 1 | ☐ Group F, Division 2 | ☐ Group F, Division 3 |

| AUTHORITY | REJECTED | APPROVED | SIGNATURE | DATE | COMMENTS |
|---|---|---|---|---|---|
| BUILDING INSPECTION | | | | | |
| PLANNING ZONING | | | | | |
| HEALTH | | | | | |
| FIRE DEPARTMENT | | | | | |

Appendix H

# BUILDING PERMIT
## CAPITAL REGIONAL DISTRICT
### Building Inspection Division

G.S.T. Registration No. R121299836

Hold No.

Permit No.


SOUTHERN GULF ISLANDS
WILLIS POINT & MALAHAT
BUILDING INSPECTION
Mail to: P.O. Box 1000 (625 Fisgard Str.)
Victoria, BC, V8W 2S6
(250)360-3230 FAX (250)360-3232
Toll Free: 1-866-475-1581

JUAN DE FUCA
BUILDING INSPECTION
Mail to: P.O. Box 283
2 - 6868 West Coast Rd.
Sooke, BC, V9Z 0S9
(250)642-1500 FAX (250)642-5274

SALT SPRING ISLAND
BUILDING INSPECTION
206 - 118 Fulford Ganges Rd.
Salt Spring Island, BC, V8K 2S4
(250)537-2711 FAX (250)537-9633

PENDER ISLAND
BUILDING INSPECTION
Driftwood Centre, Box 45
Pender Island, B.C., V0N 2M0
(250)629-3424 FAX (250)629-3502


PURSUANT TO REGULATIONS APPLICABLE TO THE CAPITAL REGIONAL DISTRICT:

Mr. / Mrs. / Ms. _____
# Street City Postal Code

Being the owner is hereby granted a PERMIT to

Located at _____ and as shown by the accompanying plan.

Telephone Number _____

LEGAL DESCRIPTION

FOLIO No.

LOT SECTION BLOCK PLAN LAND DISTRICT

Owner _____ Address _____
# Street City Postal Code

Builder _____ Address _____
# Street City Postal Code

**THIS PERMIT IS ISSUED SUBJECT TO THE FOLLOWING SPECIAL REQUIREMENTS:**

Notes:

1. Permit issued according to the above SPECIAL REQUIREMENTS, the accompanying plans and the applicable regulations.
2. Inspections must be requested in accordance with Building Regulation Bylaw requirements. At least 24 hours notice is required.
3. A re-inspection fee will be charged in accordance with the Building Regulation Bylaw
4. Work related to this permit must be started within 6 months of the date of issue and must not be discontinued or suspended for more than one year. Separate permits are required for plumbing installations, and fireplace / chimney construction.
5. A CERTIFICATE OF OCCUPANCY MUST BE APPLIED FOR AND OBTAINED PRIOR TO THE OCCUPANCY OF ANY BUILDING.

### LIMITATION OF LIABILITY

Neither the issuance of a permit under this bylaw nor the acceptance or review of plans, drawings or specifications or supporting documents, nor any inspections made by or on behalf of the Capital Regional District shall in any way relieve the owner or his or her representatives from full and sole responsibility to perform the work in full accordance with the British Columbia Building Code, the Building Regulation Bylaw of the CRD and all other applicable enactments, codes, and standards.

### FREEDOM OF INFORMATION WAIVER

Personal information contained on this form is collected under the authority of the Local Government Act and is subject to the Freedom of Information and Protection of Privacy Act. The personal information will be used for purposes of issuing this permit. Enquiries about the collection or use of information on this form can be directed to the appropriate building inspection office listed at the top of this appendix.

**All building in the Capital Regional District Electoral Areas is regulated by Building Regulation Bylaw No. 3741.**

### FEE SUMMARY

| AREA OF BUILDING | FEE |
|---|---|
| ESTIMATED COST | |
| PLUMBING PERMIT (residential) | |
| PLUMBING PERMIT (commercial) | |
| CHIMNEY / APPLIANCE PERMIT | |
| DEMOLITION / DECONSTRUCTION PERMIT | |
| OTHER | |
| Total Permit Fee | |

_____
BUILDING INSPECTOR
CAPITAL REGIONAL DISTRICT

Payment By ☐ cheque
date _____ ☐ cash

_____
DATE PERMIT GRANTED

Appendix I

# Conditional Certificate of Occupancy

Permit No.

ISSUED BY THE BUILDING INSPECTION DIVISION OF THE
CAPITAL REGIONAL DISTRICT

FOLIO No.

Owner_____ Address_____.
# Street

LEGAL DESCRIPTION

| LOT | SECTION | BLOCK | PLAN | LAND DISTRICT |
|---|---|---|---|---|
| | | | | |

**THE CONDITIONAL CERTIFICATE OF OCCUPANCY IS ISSUED SUBJECT TO THE FOLLOWING CONDITIONS:**

1. The deficiencies listed below shall be rectified to the satisfaction of the building inspector.
2. Upon satisfactory completion of all deficiencies the building inspector may issue a CERTIFICATE OF OCCUPANCY for the building.
3. If at a date 12 calendar months from the date of issue of this CONDITIONAL CERTIFICATE OF OCCUPANCY, all of the deficiencies listed below have not been addressed to the satisfaction of the building inspector, the permit will need to be renewed for an additional one year period. A renewal fee of $300 shall be charged for each renewal, to a maximum of three years after which the permit will expire and the Capital Regional District will register a notice against the title of the land, referring to the outstanding deficiencies. The notice will remain in place until the deficiencies have been rectified to the satisfaction of the building inspector. Upon expiry of a building permit and in order for the building inspector to conduct the required final inspection and issue the CERTIFICATE OF OCCUPANCY, it will be necessary for the owner to apply for a permit to complete the outstanding work. Upon completion of all deficiencies the notice will be removed and the building inspector may issue a permanent CERTIFICATE OF OCCUPANCY for the building.
4. The CONDITIONAL CERTIFICATE OF OCCUPANCY confirms only that the building is believed to meet the minimum level of health and safety requirements and is not a representation, warranty, assurance or statement that the building complies with the Building Code, the Building Regulation Bylaw of the CRD, or any other applicable enactments, codes or standards.

The following list of deficiencies should not be construed as a definitive list of all requirements. Known deficiencies outstanding at date of issue of CONDITIONAL CERTIFICATE OF OCCUPANCY are:

Date of Sewerage System Certification_____ Authorized Use ☐ SFD ☐ Other_____

**APPROVED FOR OCCUPANCY**_____ **DATE**_____

Building Inspector

Appendix J

CRD
Making a difference...together

# Certificate of Occupancy

ISSUED BY THE BUILDING INSPECTION DIVISION OF THE
CAPITAL REGIONAL DISTRICT
PURSUANT TO THE BRITISH COLUMBIA LOCAL GOVERNMENT ACT

Hold No.

Permit No.

THIS IS TO CERTIFY that the premises named herein have been constructed under the authority of a valid Building Permit and have received the final inspection.

**THIS BUILDING IS NOW COMPLETED AND READY FOR OCCUPANCY.**

FOLIO No.

Owner_____ Address_____
# Street

LEGAL DESCRIPTION

LOT SECTION BLOCK PLAN LAND DISTRICT

No action may be brought against the Capital Regional District or its officials or servants for anything done or left undone in good faith in the performance or intended performance of any authority conferred or duty imposed under this or any other Bylaw adopted by the Capital Regional District pursuant to the British Columbia Local Government Act.

**NO REPRESENTATION BY CRD**

Neither the issuance of a permit, Certificate of Occupancy or Conditional Certificate of Occupancy under this bylaw nor the acceptance or review of plans, drawings or specifications or supporting documents, nor any inspections made by or on behalf of the Capital Regional District constitute in any way a representation, warranty, assurance or statement that the Building Code, this Bylaw or any other applicable enactments, codes, and standards have been complied with.

All building in the Capital Regional District Electoral Areas is regulated by Building Regulation Bylaw No. 3741.

_____ _____
Date Signature of Owner

_____ _____
Date Signature Building Inspector

Appendix K

CRD
Making a difference...together

# Permit Fees Schedule

for

## Capital Regional District

| TOTAL CONSTRUCTION VALUE AS PRESCRIBED IN APPENDIX "L" OR "M". | FEE |
|---|---|
| Less than $100.00 | $ NIL |
| Over $100.00 and not over $1,000.00 | 50.00 |
| Each additional $1,000.00 or fraction thereof and not exceeding $5,000.00 | 25.00 |
| Each additional $1,000.00 or fraction thereof not exceeding $400,000.00 | 13.00 |
| Each additional $1,000.00 or fraction thereof over $400,000.00 | 10.00 |
| | |
| | |
| | |
| | |

Appendix L

# Construction Values *

for

**Buildings Other Than Single Family Dwellings, Factory Built Homes**

**Mobile Homes and Moved Buildings**

The construction value for buildings shall be the contract price or, where there is no contract price, the value shall be calculated according to the following schedule. Refer to Bylaw No. 3741 where there is more than one building.

Language revised

| TYPE OF BUILDING | TYPE OF CONSTRUCTION | | VALUE PER SQ. FT. | VALUE PER METER SQ. | |
|---|---|---|---|---|---|
| Hotel / Motel | Wood frame | 200 | $ ~~180.00~~ | $ ~~1937.56~~ | 2152.00 |
| Hotel / Motel | Reinforced masonry or concrete | 260 | ~~240.00~~ | ~~2583.42~~ | 2797.60 |
| Hotel / Motel | Steel frame | | Contract | Value | |
| Town House or Apartment | Wood frame | 200 | ~~180.00~~ | ~~1937.56~~ | 2152.00 |
| Town House or Apartment | Reinforced masonry or concrete | 260 | ~~240.00~~ | ~~2583.42~~ | 2797.60 |
| Town House or Apartment | Steel frame | | Contract | Value | |
| Commercial Building (shell only) | Wood frame or heavy timber | 150 | ~~120.00~~ | ~~1291.70~~ | 1614.00 |
| Commercial Building (shell only) | Steel frame | 150 | ~~120.00~~ | ~~1291.70~~ | 1614.00 |
| Commercial Building (shell only) | Reinforced masonry or concrete | 200 | ~~180.00~~ | ~~1937.56~~ | 2152.00 |
| Commercial Buildings Except Offices and Restaurant | Completion of interior | 80 | ~~60.00~~ | ~~645.85~~ | 860.80 |
| Commercial Buildings Restaurants | Completion of interior | 110 | ~~90.00~~ | ~~968.78~~ | 1183.60 |
| Commercial Building Office Interiors | Completion of interior | 80 | ~~72.00~~ | ~~775.02~~ | 860.80 |
| Industrial Buildings (shell only) | Wood frame or heavy timber | 110 | ~~90.00~~ | ~~968.78~~ | 1183.60 |
| Industrial Buildings (shell only) | Steel frame | 110 | ~~90.00~~ | ~~968.78~~ | 1183.60 |
| Industrial Buildings | Reinforced masonry or concrete | 150 | ~~120.00~~ | ~~1291.70~~ | 1614.00 |
| Industrial Buildings (interiors) | Completion of interior | 35 | ~~30.00~~ | ~~322.92~~ | 376.66 |
| Temporary Buildings | Wood frame | 70 | ~~60.00~~ | ~~645.85~~ | 753.20 |

Appendix M

# Construction Values *

for

**Single and Two Family Dwellings, Factory Built Homes, Mobile Homes, and Moved Buildings in the Electoral Areas of Juan de Fuca, Salt Spring Island, Southern Gulf Islands**

Language added

| FLOOR AREA OR TYPE OF STRUCTURE | | VALUE PER SQ. FT. | VALUE PER METER SQ. | |
|---|---|---|---|---|
| Finished Main* Floor Areas | 200 | $ ~~150.00~~ | $ ~~1614.64~~ | 2152.00 |
| Finished Areas Other than Main* Floor | 150 | ~~100.00~~ | ~~1076.42~~ | 1614.00 |
| Finishing Previously Unfinished Basement**, Attics, or Other Floors | 45 | ~~35.00~~ | ~~376.74~~ | 484.20 |
| Garages and or Workshops, Barns, or Sheds (Semi-detached) floor + roof + wall | 90 | ~~75.00~~ | ~~807.31~~ | 968.40 |
| Carports (roof) | 35 | ~~25.00~~ | ~~269.11~~ | 376.60 |
| Sundecks (floor) | 35 | ~~25.00~~ | ~~269.11~~ | 376.60 |
| Additions Where an Existing Wall Forms Part of the Addition | 200 | ~~150.00~~ | ~~1614.64~~ | 2152.00 |
| Finished Floor Areas of Factory Built Homes, Mobile Homes or Moved Dwellings | | 100.00 | ~~1076.42~~ | 1076.00 |

* Main floor shall be defined as the floor area where the main activity takes place, usually the floor where the living room, dining room and/or kitchen are located.

** Basement shall be defined as in the British Columbia Building Code.

For renovations, and for other construction work not in this appendix or elsewhere in this bylaw, the permit fees shall be based on the value of the works that are subject to the British Columbia Building Code as submitted by the owner.

**CAPITAL REGIONAL DISTRICT**
**BYLAW NO. 4403**

**A BYLAW TO AMEND BYLAW NO. 3741, "BUILDING REGULATION BYLAW No. 5, 2010"**

**WHEREAS** the Capital Regional District wishes to amend Bylaw No. 3471, "Building Regulation Bylaw No. 5, 2010";

**NOW THEREFORE**, the Board of the Capital Regional District in open meeting assembled enacts as follows:

1. Building Regulation Bylaw No. 5, 2010 is amended in Paragraph A of the Recitals by deleting the reference to section 694(1) of the *Local Government Act* and substituting a reference to section 298(1) of the *Local Government Act*.

2. Building Regulation Bylaw No. 5, 2010 is amended in section 1.1.1 by deleting the words "not within a city, district, town or village".

3. Building Regulation Bylaw No. 5, 2010 is amended in section 1.1.3(2) by adding the words "use or" after the words "change in" in the first line.

4. Building Regulation Bylaw No. 5, 2010 is amended in section 1.2.2 by:

   (a) deleting the words "Human habitation is not permitted in an accessory building." from the definition of "Accessory Building";

   (b) deleting the words "as the space created by" from the definition of "Excavation";

   (c) deleting the definitions of "Building Code", "Health and Safety Aspects of the Work", and "Structure" and substituting the following definitions in their place:

   **"Building Code"** means the *British Columbia Building Code* as adopted from time to time by the Minister pursuant to Part 2 of the *Building Act*.

   **"Health and Safety Aspects of the Work"** means design and construction regulated by Parts 3, 4, 5, 6, 7, 8, 9, and 10, Division B, of the *Building Code,* and subject to Parts 1 and 2 in relation to Parts 3 through 10, Division B.

   **"Structure"** means a construction or portion of construction, of any kind, whether fixed to, supported by or sunk into land or water, except landscaping, fences, paving, and retaining structures less than 1.2 meters in height.

   (d) adding the following definitions in alphabetical order:

   **"Alteration"** means a change or extension to any matter or thing or to any occupancy regulated by the Building Code.

   **"Construct"** includes build, erect, install, repair, alter, add, enlarge, move, locate, reconstruct, demolish, remove, excavate or shore.

**"Construction Value"** means the fair market value of the work proposed to be undertaken, including the value of all labour and materials whether contracted, volunteered or provided by the owner, together with the value of all design and professional consulting services, construction management services, and contractor's profit and overhead, as determined in accordance with section 2.4.4 of this Bylaw.

5. Building Regulation Bylaw No. 5, 2010 is amended in section 1.3.2 by deleting the words "within the Capital Regional District" in the first sentence and substituting the words "within all parts of the Juan de Fuca, Southern Gulf Islands and Salt Spring Island electoral areas".

6. Building Regulation Bylaw No. 5, 2010 is amended by deleting section 2.1.1 in its entirety and substituting:

   "**2.1.1** A Permit is required whenever work regulated under the Building Code and this Bylaw is to be undertaken."

7. Building Regulation Bylaw No. 5, 2010 is amended in section 2.1.2 by:

   (a) by deleting sub-section (4), and renumbering sub-sections (5) and (6) as sub-sections (4) and (5).

8. Building Regulation Bylaw No. 5, 2010 is amended by deleting section 2.1.3(3) and substituting the following:

   "(3) for accessory buildings less than 10 square meters in area that do not create a hazard;"

9. Building Regulation Bylaw No. 5, 2010 is amended in section 2.1.6 by adding the following at the end of that section:

   ", nor does it constitute a representation or warranty that the building or structure meets any standard of materials or workmanship".

10. Building Regulation Bylaw No. 5, 2010 is amended in section 2.3.3 by deleting the words "appendices K, L and M attached to".

11. Building Regulation Bylaw No. 5, 2010 is amended in section 2.3.7(1) by adding the following at the end:

    "Any failure on the part of the building official to provide the owner with the written notice will not diminish or invalidate the reliance by the Capital Regional District or its building officials on the registered professionals."

12. Building Regulation Bylaw No. 5, 2010 is amended by deleting section 2.4.1, by renumbering sections 2.4.2 through 2.4.9 as sections 2.4.5, 2.4.6, 2.4.7, 2.4.8, 2.4.9., 2.4.10, 2.4.11, and 2.4.12, and by adding the following sections:

    "**2.4.1** A Permit fee for any of the following work, calculated in accordance with the forms attached as appendices C, D, E, or F to this Bylaw, shall be paid in full prior to issuance of:

    (1) a plumbing Permit pursuant to section 2.1.2(2) of this Bylaw;

(2) a Permit for the installation of a fireplace, chimney, or wood stove pursuant to section 2.1.2(3) of this Bylaw;

(3) a Permit for the demolition or deconstruction of a building or structure, pursuant to section 2.1.2(4) or (5) of this Bylaw.

**2.4.2** A Permit fee, calculated in accordance with Appendix K of this Bylaw, and based upon the construction value of the proposed work as determined in accordance with section 2.4.4 of this Bylaw, shall be paid in full prior to the issuance of a Permit for the construction, alteration or repair of a building or structure pursuant to section 2.1.2(1) of this Bylaw.

**2.4.3** An application for a Permit pursuant to section 2.1.2(1) of this Bylaw must be accompanied by the owner's declaration of the value of the proposed work.

**2.4.4** For the purpose of section 2.4.2, the construction value of the proposed work shall be the greater of the following:

(1) the value of the proposed work, as declared by the owner under section 2.4.3;

(2) the construction value of the proposed work, as determined by the building inspector using one of the following sources:

(a) the construction values set out in Appendix L and M to this Bylaw; or

(b) a construction costing manual or service that is nationally-recognized by the construction and real estate industries as authoritative, including but not limited to the Marshall & Swift Valuation Service or Residential Cost Handbook."

13. Building Regulation Bylaw No. 5, 2010 is amended in section 2.4.5 by deleting the words "in either Appendix L or M" where they appear in subsections (1), (2) and (3), and by substituting the words "under section 2.4.4.".

14. Building Regulation Bylaw No. 5, 2010 is amended by deleting section 2.5.2(4) and substituting the following:

"(4) there is a sale or transfer of the property in respect of which the Permit is issued, unless the owner has first notified the building inspector in writing and the building inspector has authorized the transfer or assignment of the Permit to the new owner."

15. Building Regulation Bylaw No. 5, 2010 is amended by deleting sections 2.5.3 and 2.5.4 and substituting the following:

**2.5.3 Reapplication**

(1) Except as provided in 2.5.9, where a permit expires under section 2.5.2 the owner must apply for a new permit in order to complete the work.

(2) An application under section 2.5.3(1) must be accompanied by any of the information referred to in sections 2.3.4 or 2.3.5 that the building inspector

considers is necessary to verify that the health and safety aspects of the work that has yet to be substantially completed will conform with the requirements of the then-current *Building Code*, this Bylaw and any other applicable enactment.

(3) The fee for a Permit issued under section 2.5.3(1):

(a) will be based upon the value of the work that remains to be completed, as determined by the building inspector in accordance with section 2.4.4 of this Bylaw;

(b) will in no event be less than $300.00.

16. Building Regulation Bylaw No. 5, 2010 is amended by renumbering sections 2.5.5 through 2.5.10 as sections 2.5.4, 2.5.5, 2.5.6, 2.5.7, 2.5.8. and 2.5.9.

17. Building Regulation Bylaw No. 5, 2010 is amended in section 2.5.5 by deleting “Section 2.5.5” and substituting “Section 2.5.4”.

18. Building Regulation Bylaw No. 5, 2010 is amended by deleting section 2.5.9 and substituting the following:

**2.5.9 Permit Renewal**

(1) Where the rights of an owner under a Permit terminate under section 2.5.2, the owner may apply to renew the Permit provided the renewal application is made no later than 30 days after the expiry of the Permit.

(2) Where all of the deficiencies listed on a Conditional Certificate of Occupancy have not been addressed to the satisfaction of the building inspector within 12 months of the issuance of the Conditional Certificate of Occupancy, the owner may apply to renew the Conditional Certificate of Occupancy, provided the renewal application is made no later than 30 days after the expiry of the Conditional Certificate of Occupancy.

(3) The fee for an application under sections 2.5.9(1) or (2) shall be $300.00.

(4) Upon receipt of an application under sections 2.5.9(1) or (2), a building inspector may renew the Permit or Conditional Certificate of Occupancy, as applicable, for a period not to exceed 12 months.

(5) A Permit or Conditional Certificate of Occupancy may only be renewed once under this section 2.5.9.

19. Building Regulation Bylaw No. 5, 2010 is amended by deleting section 2.6.3(4) and by renumbering section 2.6.3(5) as section 2.6.3(4).

20. Building Regulation Bylaw No. 5, 2010 is amended in section 3.1.1 by adding “, for which a Permit is required under this Bylaw,” after the word “construction” in the third line.

21. Building Regulation Bylaw No. 5, 2010 is amended by deleting the sub-heading to section 3.1.8 and substituting **“Work Contrary to Requirements”**.

22. Building Regulation Bylaw No. 5, 2010 is amended by deleting section 3.2.1 and substituting the following:

    "3.2.1 Each building official may:

        (1) administer this Bylaw, but owes no public duty to do so; and

        (2) keep records of Permit applications, Permits, notices and orders issued, inspections and tests made, and may retain copies of all documents related to the administration of this Bylaw."

23. Building Regulation Bylaw No. 5, 2010 is amended in section 3.2.2(1) by adding "and in accordance with section 16 of the *Community Charter*," after the words "at all reasonable times," in the first line.

24. Building Regulation Bylaw No. 5, 2010 is amended in section 3.5.4(1) by deleting the word "after" and substituting the word "before".

25. Building Regulation Bylaw No. 5, 2010 is amended in section 3.5.4(2) by adding ", roof water leader system" after the words "drain tiles".

26. Building Regulation Bylaw No. 5, 2010 is amended in section 3.5.4(3) by deleting the comma after "ground cover", and by adding "and insulation" after the words "ground cover".

27. Building Regulation Bylaw No. 5, 2010 is amended by deleting Appendices A, C, F, L and M and substituting the Appendices A, C, F, L and M that are attached as Schedule "A" to this Bylaw.

28. This Bylaw may be cited for all purposes as the "Building Regulation Bylaw No. 5, 2010, Amendment Bylaw No. 2, 2021".

| | | |
|---|---|---|
| READ A FIRST TIME THIS | day of | 2021 |
| READ A SECOND TIME THIS | day of | 2021 |
| READ A THIRD TIME THIS | day of | 2021 |
| ADOPTED THIS | day of | 2021 |

Chairperson

Corporate Officer

**Schedule "A"**
**Building Regulation Bylaw No. 5, 2010 Amendment Bylaw No. 2, 2021**

**Appendices A, C, F, L and M**

Appendix A

## Building Permit Application

Hold No.

Permit No.

| SOUTHERN GULF ISLANDS<br>WILLIS POINT & MALAHAT<br>BUILDING INSPECTION<br>Mail to: P.O. Box 1000 (625 Fisgard St.)<br>Victoria BC, V8W 2S6<br>(250) 360-3230, Fax-3232<br>Toll Free: 1-866-473-1381 | JUAN DE FUCA<br>BUILDING INSPECTION<br>Mail to: P.O. Box 283<br>2 - 6868 West Coast Rd.<br>Sooke BC, V9Z 0S9<br>(250) 642-1500, Fax-5274 | SALT SPRING ISLAND<br>BUILDING INSPECTION<br>206 - 118 Fulford Ganges Rd.<br>Salt Spring Island BC, V8K 2S4<br>(250) 537-2711, Fax-9633 | PENDER ISLAND<br>BUILDING INSPECTION<br>Driftwood Centre, Box 46<br>Pender Island BC, V0N 2M0<br>(250) 629-3424, Fax-3502 |
|---|---|---|---|

**PLEASE PRINT CLEARLY:** **Pursuant to the regulations applicable to the CAPITAL REGIONAL DISTRICT:**

I, _____, address _____,

**being the owner or representing the owner hereby make application to, (check one in box 1 and one in box 2 below)**

| 1 | | | 2 | | |
|---|---|---|---|---|---|
| ☐ REACTIVATE | ☐ DECONSTRUCT | | ☐ SINGLE FAMILY DWELLING | ☐ GARAGE | |
| ☐ CONSTRUCT | ☐ ADD TO | | ☐ TWO FAMILY DWELLING | ☐ CARPORT | |
| ☐ ALTER | ☐ MOVE | | ☐ MULTI-FAMILY DWELLING | ☐ MOBILE | |
| ☐ REPAIR | ☐ DEMOLISH | | ☐ OTHER: | ☐ COMMERCIAL | |

**Construction Value:** _____
Total Cost of Construction

**The above project is located at:** _____
Complete address

**LEGAL DESCRIPTION**

LOT _____ SECTION _____ BLOCK _____ PLAN _____ LAND DISTRICT _____

**Other Pertinent Information** **Contact Email:** _____

**OWNER** _____ _____
FIRST & LAST NAME ADDRESS (UNIT, HOUSE, STREET, CITY, POSTAL CODE)

**ARCHITECT** _____ _____
FIRST & LAST NAME ADDRESS (UNIT, HOUSE, STREET, CITY, POSTAL CODE)

**CONTRACTOR** _____ _____
FIRST & LAST NAME ADDRESS (UNIT, HOUSE, STREET, CITY, POSTAL CODE)

**LIMITATION OF LIABILITY**

Neither the issuance of a permit under this bylaw nor the acceptance or review of plans, drawings or specifications or supporting documents, nor any inspections made by or on behalf of the Capital Regional District shall in any way relieve the owner or his or her representatives from full and sole responsibility to perform the work in full accordance with the British Columbia Building Code, the Building Regulation Bylaw of the CRD and all other applicable enactments, codes, and standards.

**FREEDOM OF INFORMATION WAIVER**

Personal information contained on this form is collected under the authority of the Local Government Act and is subject to the Freedom of Information and Protection of Privacy Act. The personal information will be used for purposes of issuing this permit. Enquiries about the collection or use of information on this form can be directed to the appropriate building inspection office listed at the top of this appendix.

**All building in the Capital Regional District Electoral Areas is regulated by Building Regulation Bylaw No. 3741.**

NOTE: An Occupancy Permit will not be issued without either a holding tank permit issued by the Vancouver Island Health Authority or a letter of certification, as described in sectoin 9 of the Sewerage System Regulation, B.C. Reg. 326/2004, from a registered practitioner or a professional confirming that an appropriate sewerage system has been constructed.

_____ _____ _____
**Phone Number** **Date** **Signature of Applicant**

**THIS APPLICATION MUST BE ACCOMPANIED BY THE FOLLOWING:**

1. Plan Processing Fee.
2. Copy of ASSESSMENT NOTICE (Tax Notice).
3. Copy of current TITLE SEARCH, including copies of all covenants, easements and rights of way.
4. Site Plan drawn to scale showing: dimensions of property, location of septic tank and disposal field, location of proposed building, ground elevations, location of all existing buildings, details of site drainage.
5. Copy of documents filed with the Vancouver Island Health Authority under section 8(2) of the Sewerage System Regulation, B.C. Reg. 326/2004 and proof of potable water supply and well log.
6. Include specifications and scale drawings (three sets for the Southern Gulf Islands; two sets for Salt Spring Island) of the buildg with respect to which the work is to be carried out showing: foundation plan (fully dimensioned), floor floor plan of each level (fully dimensioned), elevations of all sides of the building, proposed and or existing uses of rooms shown on floor plans.
7. Reverse printed plans not acceptable.
8. Documentation as required by the Homeowner Protection Office.

**Date Received**

Appendix C

# Fireplace-Chimney-Wood Stove Application

Hold No.

Permit No.

| SOUTHERN GULF ISLANDS WILLIS POINT & MALAHAT BUILDING INSPECTION | JUAN DE FUCA BUILDING INSPECTION | SALT SPRING ISLAND BUILDING INSPECTION | PENDER ISLAND BUILDING INSPECTION |
|---|---|---|---|
| Mail to: P.O. Box 1000 (625 Fisgard St.) Victoria, BC, V8W 2S6 (250)360-3230 FAX (250)360-3232 Toll Free: 1-866-475-1581 | 3-7450 Butler Rd. Sooke, BC V9Z 1N1 (250)642-8109 FAX (250)642-5274 | 208 - 118 Fulford Ganges Rd., Salt Spring Island, BC, V8K 2S4 (250)537-2711 FAX (250)537-9933 | PO BOX 1000 VICTORIA BC V8W 2S6 (250)360-3230 |

**PLEASE PRINT CLEARLY**

Pursuant to the regulations applicable to the CAPITAL REGIONAL DISTRICT: I, _____ (First Name) _____ (Surname)

_____ (ADDRESS (UNIT#, HOUSE#, STREET, CITY, POSTAL CODE)), being the owner or representing the owner hereby

make application to (Check the options below) located at:

Site address: _____ (House Number) _____ (Street)

LEGAL DESCRIPTION

FOLIO No.

| LOT | SECTION | BLOCK | PLAN | LAND DISTRICT |
|---|---|---|---|---|
| | | | | |

Other Pertinent Information

Location: sfd ☐ garage ☐ workshop ☐ other ☐ _____

New chimney ☐ Replace Existing Unit ☐

Owner _____ _____ (ADDRESS (UNIT#, HOUSE#, STREET, CITY, POSTAL CODE))

Contractor _____ _____ (ADDRESS (UNIT#, HOUSE#, STREET, CITY, POSTAL CODE))

**FEE CALCULATIONS FOR PROPOSED WORK**

| Check the appropriate options below | Fees | Number | | Totals |
|---|---|---|---|---|
| Construct CHIMNEY-- one single flue (masonry or metal) | 44. X | | = | |
| Each additional flue in masonry chimney above | 22. X | | = | |
| Construct FIREPLACE connected to single flue | 22. X | | = | |
| SOLID FUEL BURNING APPLIANCE connected at time of construction | 22. X | | = | |
| SOLID FUEL BURNING APPLIANCE connected to existing acceptable chimney | 44. X | | = | |
| CHIMNEY reline, repair or alter (masonry) | 44. X | | = | |
| | TOTAL PERMIT FEE | | = | |

* APPLIANCES CONNECTED TO CHIMNEYS MUST COMPLY WITH AND BE INSTALLED TO ALL APPLICABLE REGULATIONS. (See Building Inspector)

**LIMITATION OF LIABILITY**

Neither the issuance of a permit under this bylaw nor the acceptance or review of plans, drawings or specifications or supporting documents, nor any inspections made by or on behalf of the Capital Regional District shall in any way relieve the owner or his or her representatives from full and sole responsibility to perform the work in full accordance with the British Columbia Building Code, the Building Regulation Bylaw of the CRD and all other applicable enactments, codes, and standards.

**FREEDOM OF INFORMATION**

Personal information contained on this form is collected under the authority of the Local Government Act and is subject to the Freedom of Information and Protection of Privacy Act. The personal information will be used for purposes of issuing this permit. Enquiries about the collection or use of information on this form can be directed to the appropriate building inspection office listed at the top of this appendix.

All building in the Capital Regional District Electoral Areas is regulated by Building Regulation Bylaw No. 3741.

Contact email: _____

_____ Phone Number _____ Date _____ Signature of Applicant

NOTE: Design details of the fireplace and or chimney may be requested for approval by the Building Inspector. An inspection must be requested for the reinforcement of the hearth before the concrete is poured.

Appendix F

CRD

# Demolition - Deconstuction Permit Application

Hold No.

Permit No.

SOUTHERN GULF ISLANDS
WILLIS POINT & MALAHAT
BUILDING INSPECTION
Mail to: P.O. Box 1000 (625 Fisgard St.)
Victoria, BC, V8W 2S6
(250)360-3230 FAX (250)360-3232
Toll Free: 1-866-475-1581

JUAN DE FUCA
BUILDING INSPECTION
3-7450 Butler Rd.
Sooke, BC V9Z 1N1
(250)642-8109 FAX (250)642-5274

SALT SPRING ISLAND
BUILDING INSPECTION
206 - 116 Fulford Ganges Rd.
Salt Spring Island, BC, V8K 2S/
(250)537-2711 FAX (250)537-66

PENDER ISLAND
BUILDING INSPECTION
PO BOX 1000
VICTORIA BC V8W 2S6
(250)360-3230

PLEASE PRINT CLEARLY

Pursuant to the regulations applicable to the CAPITAL REGIONAL DISTRICT:

I, _____ Address _____ Being the owner or representing the own

hereby make application to DEMOLISH or DECONSTRUCT _____ located at:
single family dwelling, accessory buildings, etc

Site address : _____
House Number Street

Reason for Demolition _____ Age of Building _____

LEGAL DESCRIPTION

FOLIO No.

Lot _____ Section _____ Block _____ Plan No. _____ District _____

Other Pertinent Information

Owner _____ Address _____
# Street City Postal Code

Contractor _____ Address _____
# Street City Postal Code

**All work relating to this application, including rendering sewage disposal system safe, and providing a safe demolition site shall meet the requirements of the Capital Regional District and the British Columbia Building Code and be completed by**

_____.

## LIMITATION OF LIABILITY

Neither the issuance of a permit under this bylaw nor the acceptance or review of plans, drawings or specifications or supporting documents, nor any inspections made by or on behalf of the Capital Regional District shall in any way relieve the owner or his or her representatives from full and sole responsibility to perform the work in full accordance with the British Columbia Building Code, the Building Regulation Bylaw of the CRD and all other applicable enactments, codes, and standards.

## FREEDOM OF INFORMATION WAIVER

Personal Information contained on this form is collected under the authority of the Local Government Act and is subject to the Freedom of Information and Protection of Privacy Act. The personal information will be used for purposes of issuing this permit. Enquiries about the collection or use of information on this form can be directed to the appropriate building inspection office listed at the top of this appendix.

**All building in the Capital Regional District Electoral Areas is regulated by Building Regulation Bylaw No. 3741.**

_____

Telephone Number Date Signature of Applicant

FEE SCHEDULE

| | Check one of the following | Demolition Fee | Deconstruction Fee | Totals |
|---|---|---|---|---|
| ☐ | Buildings up to 400 square feet in area | $ 100.00 | $ 0.00 | |
| ☐ | Buildings over 400 square feet in area | $ 200.00 | $ 0.00 | |
| ☐ | Rendering private sewage disposal system safe | $ 21.00 | $ 21.00 | |
| ☐ | Cap building sewer | $ 16.00 | $ 16.00 | |
| | | | Total Permit Fee | |

Payment received by way of

cheque ☐

cash ☐

date _____

**Appendix L**

CRD Making a difference...together

## Construction Values

*for*
*Buildings Other than Single Family Dwellings, Factory Built Homes, Mobile Homes and Moved Buildings*

For the use and application of this schedule, see section 2.4.4 of the Bylaw.

| TYPE OF BUILDING | TYPE OF CONSTRUCTION | VALUE | |
|---|---|---|---|
| | | PER SQ. FT. | PER METER SQ. |
| Hotel / Motel | Wood frame | $ 200.00 | $ 2,152.00 |
| Hotel / Motel | Reinforced masonry or concrete | 260.00 | 2797.60 |
| Hotel / Motel | Steel frame | Contract | Value |
| Town House or Apartment | Wood frame | 200.00 | 2152.00 |
| Town House or Apartment | Reinforced masonry or concrete | 260.00 | 2797.60 |
| Town House or Apartment | Steel frame | Contract | Value |
| Commercial Building (shell only) | Wood frame or heavy timber | 150.00 | 1614.00 |
| Commercial Building (shell only) | Steel frame | 150.00 | 1614.00 |
| Commercial Building (shell only) | Reinforced masonry or concrete | 200.00 | 2152.00 |
| Commercial Buildings Except Offices and Restaurants | Completion of interior | 80.00 | 860.80 |
| Commercial Buildings Restuarants | Completion of interior | 110.00 | 1183.60 |
| Commercial Buildings Offices Interiors | Completion of interior | 80.00 | 860.80 |
| Industrial Buildings (shell only) | Wood frame or heavy timber | 110.00 | 1183.60 |
| Industrial Buildings (shell only) | Steel frame | 110.00 | 1183.60 |
| Industrial Buildings | Reinforced masonry or concrete | 150.00 | 1614.00 |
| Industrial Buildings (interiors | Completion of interior | 35.00 | 376.60 |
| Temporary Buildings | Wood frame | 70.00 | 753.20 |

**Appendix M**

CRD Making a difference...together

## Construction Values

*for*
*Single and Two family Dwellings, Factory Built Homes, Mobile Homes, and Moved Buildings in the Electoral Areas of Juan de Fuca, Salt Spring Island, Southern Gulf Islands*

For the use and application of this schedule, see section 2.4.4 of the Bylaw.

| FLOOR AREA OR TYPE OF STRUCTURE | VALUE | |
|---|---|---|
| | PER SQ. FT. | PER METER SQ. |
| Finished Main* Floor Areas | $ 200.00 | $ 2,152.00 |
| Finished Areas other than Main* Floor | 150.00 | 1614.00 |
| Finishing Previously Unfinished Basement**, Attics, or Other Floors | 45.00 | 484.20 |
| Garages and/or Workshops, Barns, or Sheds (semi-detached) floor + roof + wall | 90.00 | 968.40 |
| Carports (roof) | 35.00 | 376.60 |
| Sundecks (floor) | 35.00 | 376.60 |
| Additions Where an Existing Wall Forms Part of the Addition | 200.00 | 2152.00 |
| Finished Floor Areas of Factory Built Homes, Mobile Homes or Moved Dwellings | 100.00 | 1076.00 |

* Main floor shall be defined as the floor area where the main activity takes place, usually the floor where the living room, dining room and/or kitchen are located.
** Basement shall be defined as in the British Columbia Building Code.

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**ERM 21-08**

**REPORT TO ENVIRONMENTAL SERVICES COMMITTEE**
**MEETING OF WEDNESDAY, FEBRUARY 17, 2021**

---

**SUBJECT** **Kitchen Scraps Tipping Fee Rate**

## ISSUE SUMMARY

To seek direction regarding the tipping fee charged at the Hartland Landfill transfer station for source-separated kitchen scraps.

## BACKGROUND

At its November 18, 2020 meeting, the Capital Regional District (CRD) Board approved a new Kitchen Scraps Hauling and Processing contract and directed staff to bring back a report to the Environmental Services Committee on aligning tipping fees with actual costs. Under the new contract, the cost to haul and process kitchen scraps to create compost and energy for beneficial use in compliance with regulatory requirements will result in a projected subsidy over the term of the contract of approximately $972,000. The tipping fee at the Hartland transfer station for source-separated kitchen scraps is currently $120 per tonne. The kitchen scraps tipping fee was increased from $110 to $120 per tonne in 2016. Since 2017, the cost to haul and process kitchen scraps has exceeded the tipping fee charge set by the Board, resulting in the subsidization of the Hartland kitchen scraps transfer station.

Any proposed change to kitchen scraps tipping fee will need to occur no earlier than 2022, to account for the municipal budget cycle.

## ALTERNATIVES

*Alternative 1*

The Environmental Services Committee recommends to the Capital Regional District Board:

That Bylaw No. 3881, Hartland Landfill and Tipping Fee Regulation Bylaw No. 6, be amended to set the tipping fee rate for kitchen scraps at $140 per tonne beginning January 1, 2022 to offset kitchen scraps hauling and processing costs.

*Alternative 2*

That the Hartland tipping fee rate for kitchen scraps be maintained at $120 per tonne.

## FINANCIAL IMPLICATIONS

The cost to haul and process kitchen scraps under Contract 30.20.16-1 (March 1, 2021-February 28, 2025) will be $138.60 per tonne, meaning the CRD will incur a net loss of $18.60 per tonne of kitchen scraps it receives at Hartland for a total annual net subsidy of about $223,000 in the first year of the contract. Since the contract contains a 1.5% inflation adjustment that will come into effect January 1, 2022, this loss will grow to $20.68 per tonne for the remainder of the contract, assuming the tipping fee remains unchanged, for a total project subsidy over the term of the contract of approximately $972,000, as follows:

| Year | Annual Tonnage | Tipping Fee | Processing Fee | Difference | Total Annual Loss |
|---|---|---|---|---|---|
| 2021 | 10,000 | $120.00 | $138.60 | -$18.60 | -$186,000.00 |
| 2022 | 12,000 | $120.00 | $140.68 | -$20.68 | -$248,148.00 |
| 2023 | 12,000 | $120.00 | $140.68 | -$20.68 | -$248,148.00 |
| 2024 | 12,000 | $120.00 | $140.68 | -$20.68 | -$248,148.00 |
| 2025 | 2,000 | $120.00 | $140.68 | -$20.68 | -$41,358.00 |
| | | | | **Total Subsidy** | **-$971,802.00** |

This subsidy can be curtailed by adjusting the fee levied at Hartland for the receipt of kitchen scraps, as follows:

| Year | Estimated Tonnage | Tipping Fee | Processing Fee | Difference | Total Annual Loss |
|---|---|---|---|---|---|
| 2021 | 10,000 | $120.00 | $138.60 | -$18.60 | -$186,000.00 |
| 2022 | 12,000 | $140.00 | $140.68 | -$0.68 | -$8,148.00 |
| 2023 | 12,000 | $140.00 | $140.68 | -$0.68 | -$8,148.00 |
| 2024 | 12,000 | $140.00 | $140.68 | -$0.68 | -$8,148.00 |
| 2025 | 2,000 | $140.00 | $140.68 | -$0.68 | -$1,358.00 |
| | | | | **Total Subsidy** | **-$211,802.00** |

Bylaw No. 3881, Hartland Landfill and Tipping Fee Regulation Bylaw No. 6, could be amended to increase the tipping fee for kitchen scraps to offset processing costs. This would necessitate a rate of $140 per tonne, which represents an increase of about 17%. In order to provide time for both municipalities to adjust their budgets, and for businesses to adjust rates charged to their customers, should the Board wish to implement an increased tipping fee, it is recommended that it be put into effect January 1, 2022.

It should also be noted that a tipping fee of $140 per tonne may result in a decrease in the quantity of kitchen scraps received at the transfer station, as private haulers may seek to find other less costly alternatives.

## INTERGOVERNMENTAL IMPLICATIONS

Kitchen scraps collected by the municipalities of Esquimalt, Sidney and View Royal have historically been managed through CRD kitchen scraps hauling and processing contracts. Increasing the tipping fee for kitchen scraps under Alternative 1 will require these municipalities to increase the budgets for their programs.

Victoria, Oak Bay and Saanich have made separate arrangements for the processing of their kitchen scraps which, in the case of the latter municipality, are co-collected with yard and garden material.

## ENVIRONMENTAL IMPLICATIONS

The diversion of kitchen scraps saves landfill air space and reduces greenhouse gas emissions by avoiding methane generation at Hartland Landfill. The finished compost produced from kitchen scraps can also help reduce the use of fossil-fuel based fertilizers when used in agriculture. The higher tipping fee posed under Alternative 1 may serve as a disincentive to divert kitchen scraps. Alternative 2 will help to facilitate the diversion of kitchen scraps by maintaining a subsidized kitchen scraps diversion option to both public and private haulers using the Hartland transfer station.

## CONCLUSION

The current Hartland kitchen scraps tipping fee is $120 per tonne; however, the rate the CRD will pay to manage these materials under the four-year hauling and processing contract that is scheduled to begin March 1, 2021 is $138.60 and will rise to $140.68 by January 1, 2022. This represents a net average cost to the CRD of approximately $20.16 per tonne over the four years of that contract. Amending Bylaw 3881 to increase the tipping fee for kitchen scraps to $140 per tonne beginning January 1, 2022 would significantly reduce the subsidy over the term of the contract.

## RECOMMENDATION

The Environmental Services Committee recommends to the Capital Regional District Board:

That Bylaw No. 3881, Hartland Landfill and Tipping Fee Regulation Bylaw No. 6, be amended to set the tipping fee rate for kitchen scraps at $140 per tonne beginning January 1, 2022 to offset kitchen scraps hauling and processing costs.

| | |
|---|---|
| Submitted by: | Russ Smith, Senior Manager, Environmental Resource Management |
| Concurrence: | Larisa Hutcheson, P. Eng., General Manager, Parks & Environmental Services |
| Concurrence: | Robert Lapham, MCIP, RPP, Chief Administrative Officer |

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**REPORT TO THE FINANCE COMMITTEE**
**MEETING OF WEDNESDAY, MARCH 03, 2021**

---

**SUBJECT** **Bylaw Nos. 4404 and 4405: Transfer of Individual Trunk Reserve Funds**

## ISSUE SUMMARY

To transfer operating and equipment replacement reserve funds established under the former service structure for the Core Area and Western Communities Service to relevant reserve funds established with the new service structure, per amendment "Liquid Waste Management Core Area and Western Communities Service Establishment Bylaw No. 1, 1995, Amendment Bylaw No. 3, 2020" (Bylaw No. 4304).

## BACKGROUND

On August 12, 2020, the Board adopted Liquid Waste Management Core Area and Western Communities Service Establishment Bylaw No. 1, 1995, Amendment Bylaw No. 3, 2020 (Bylaw No. 4304). As a result, costs and cost sharing of the existing services was amalgamated and combined into the new Core Area Wastewater Service (CAWW). Applicable reserve funds were established and the existing reserves are now being closed.

On October 14, 2020, the CRD Board approved and established the operating reserve by amending the operating reserve fund (ORF) to include the CAWW Service under Bylaw No. 4376. The reserve transfer Bylaw No. 4405 being proposed authorizes the transfer of funds from the existing ORFs to the new ORF.

The CAWW equipment replacement reserve fund (ERF) is pre-authorized through the existing Bylaw No. 945 "Equipment Replacement Fund By-law No. 1, 1981". The reserve transfer bylaw being proposed authorizes the transfer of funds from the existing ERFs to the new ERF established.

The reserve transfer bylaws, presented for approval, will enable the transfer of funds from both the existing operating and equipment replacement funds to the two newly established funds.

## ALTERNATIVES

*Alternative 1*
The Finance Committee recommends to the Capital Regional District Board:

1. That Bylaw No. 4404, "Core Area and Western Communities Liquid Waste Management Service Equipment Replacement Reserve Fund Transfer Bylaw No. 1, 2021", be introduced and read a first, second, and third time;
2. That Bylaw No. 4404 be adopted;
3. That Bylaw No. 4405, "Core Area and Western Communities Liquid Waste Management Service Operating Reserve Fund Transfer Bylaw No. 1, 2021", be introduced and read a first, second and third time; and
4. That Bylaw No. 4405 be adopted.

*Alternative 2*
The Finance Committee recommends to the Capital Regional District Board:
That Bylaw Nos. 4404 and 4405 be deferred to a future meeting pending receipt of further information.

## IMPLICATIONS

Transferring the balances from the existing ORFs and ERFs to the new CAWW ORF and ERF is required to administer Bylaw No. 4304, "Liquid Waste Management Core Area and Western Communities Service Establishment Bylaw No. 1, 1995, Amendment Bylaw No. 3, 2020" and to facilitate use of funds set aside for their intended purpose.

The unappropriated amounts in the individual ORFs to be transfered totals $3,072,331 as of December 31, 2020. The appended bylaw authorizes the transfer of these funds.

The unappropriated amounts in the individual ERFs to be transferred totals $3,687,028 as of December 31, 2020. The appended bylaw authorizes the transfer of these funds.

## CONCLUSION

Staff are seeking committee recommendation to the Board for approval of the reserve transfer Bylaw Nos. 4404 and 4405. The reserve transfer bylaws will enable the transfer of funds from the existing operating and equipment replacement funds under Bylaw No. 2312, "Liquid Waste Management Core Area and Western Communities Service Establishment Bylaw No. 1, 1995" to the two newly established and related funds under Bylaw No. 4304, "Liquid Waste Management Core Area and Western Communities Service Establishment Bylaw No. 1, 1995, Amendment Bylaw No. 3, 2020".

## RECOMMENDATION

The Finance Committee recommends to the Capital Regional District Board:
1. That Bylaw No. 4404, "Core Area and Western Communities Liquid Waste Management Service Equipment Replacement Reserve Fund Transfer Bylaw No. 1, 2021", be introduced and read a first, second, and third time;
2. That Bylaw No. 4404 be adopted;
3. That Bylaw No. 4405, "Core Area and Western Communities Liquid Waste Management Service Operating Reserve Fund Transfer Bylaw No. 1, 2021", be introduced and read a first, second and third time; and
4. That Bylaw No. 4405 be adopted.

| | |
|---|---|
| Submitted by: | Rianna Lachance, BCom, CPA, CA, Senior Manager, Financial Services |
| Concurrence: | Nelson Chan, MBA, FCPA, FCMA, Chief Financial Officer |
| Concurrence: | Kristen Morley, J.D., General Manager, Corporate Services & Corporate Officer |
| Concurrence: | Robert Lapham, MCIP, RPP, Chief Administrative Officer |

## ATTACHMENT(S)

Appendix A: Bylaw 4404 Equipment Replacement Reserve Fund
Appendix B: Bylaw 4405 Operating Reserve Fund

**CAPITAL REGIONAL DISTRICT**

**BYLAW NO. 4404**

**********

**A BYLAW TO AUTHORIZE THE TRANSFER OF MONIES FROM THE TRUNK EQUIPMENT REPLACMENT RESERVE FUNDS TO THE CORE AREA AND WESTERN COMMUNITIES LIQUID WASTE MANAGEMENT SERVICE EQUIPMENT REPLACMENT RESERVE FUND**

**********

**WHEREAS:**

A. The Capital Regional District established by Bylaw No. 945, the "Equipment Replacement Reserve Fund Bylaw No. 1, 1981". There is an unappropriated balance in the Trunk Sewers & Sewage Disposal Equipment Replacement Reserve Funds, established as a sub-fund under Bylaw No. 945, which amounts to three million, six hundred eighty-seven thousand, and twenty-eight ($3,687,028 Dollars);

B. The Regional District is empowered by sections 189 and 190 of the *Community Charter* to transfer, by bylaw, unusable capital reserve money to another capital reserve;

C. It is deemed desirable to transfer all of the monies to the Core Area and Western Communities Liquid Waste Management Service Equipment Replacement Reserve Fund, a sub-fund under Bylaw No. 945, for or in respect to replacement of machinery and or equipment necessary to support the continued operations of the service and the intent of the original reserve.

**NOW THEREFORE**, the Board of the Capital Regional District enacts as follows:

1. The sum of three million, six hundred eighty-seven thousand, and twenty-eight ($3,687,028 Dollars) shall be transferred to the Core Area and Western Communities Liquid Waste Management Service Equipment Replacement Reserve Fund established under Equipment Replacement Reserve Fund Bylaw No. 1, 1981 (Bylaw No. 945), for or in respect to replacement of machinery and or equipment necessary to support the continued operations of the service, from the Trunk Sewers & Sewage Disposal Equipment Replacement Reserve Fund established under Bylaw No. 945.

2. This bylaw may be cited as the "Core Area and Western Communities Liquid Waste Management Service Equipment Replacement Reserve Fund Transfer Bylaw No. 1, 2021".

READ A FIRST TIME THIS th day of 20__

READ A SECOND TIME THIS th day of 20__

READ A THIRD TIME THIS th day of 20__

ADOPTED THIS th day of 20__

CHAIR

CORPORATE OFFICER

**CAPITAL REGIONAL DISTRICT**

**BYLAW NO. 4405**

**********

**A BYLAW TO AUTHORIZE THE TRANSFER OF MONIES FROM THE TRUNK SEWERS AND SEWAGE DISPOSAL OPERATING RESERVE FUNDS TO THE CORE AREA AND WESTERN COMMUNITIES LIQUID WASTE MANAGEMENT SERVICE OPERATING RESERVE FUND**

**********

**WHEREAS:**

A. By Bylaw 4376, the Regional District established the Core Area and Western Communities Liquid Waste Management Service Operating Reserve Fund;

B. The Regional District is empowered by Section 189 of the *Community Charter* to transfer all or part of the amount in one reserve fund to another reserve fund;

C. There is an unappropriated balance in the Trunk Sewers & Sewage Disposal Operating Reserve Funds, which amounts to three million, seventy-two thousand, three hundred and thirty-one ($3,072,331 Dollars);

D. It is deemed desirable to transfer all of the monies to the Core Area and Western Communities Liquid Waste Management Service Operating Reserve Fund for or in respect of prudent management of ongoing operations.

**NOW THEREFORE**, the Board of the Capital Regional District enacts as follows:

1. The sum of three million, seventy-two thousand, three hundred and thirty-one ($3,072,331 Dollars); shall be transferred to the Core Area and Western Communities Liquid Waste Management Service Operating Reserve Fund for or in respect of prudent management of ongoing operations.

2. This bylaw may be cited as the “Core Area and Western Communities Liquid Waste Management Service Operating Reserve Fund Transfer Bylaw No. 1, 2021”.

| | | | |
|---|---|---|---|
| READ A FIRST TIME THIS | th | day of | 202_ |
| READ A SECOND TIME THIS | th | day of | 202_ |
| READ A THIRD TIME THIS | th | day of | 202_ |
| ADOPTED THIS | th | day of | 202_ |

_____ _____

CHAIR CORPORATE OFFICER

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**REPORT TO CAPITAL REGIONAL DISTRICT FINANCE COMMITTEE**
**MEETING OF WEDNESDAY, MARCH 03, 2021**

---

**SUBJECT** **Reconsideration of Coastal Communities Social Procurement Initiative Membership**

## ISSUE SUMMARY

Reconsideration of membership in the Coastal Communities Social Procurement Initiative (CCSPI), and to seek direction relating to social procurement

## BACKGROUND

On January 6, 2021 the Finance Committee passed the following motion with notice, brought by Director Helps, co-chair of the CCSPI, and Director Tait:

> That staff be directed to report to the Finance committee about the potential for the Capital Regional District to join the Coastal Communities Social Procurement Initiative.

Previously, in February of 2019 the CRD Board considered membership in CCSPI and chose not to join at that time. The prior board report is attached as Appendix A. The Board passed the following motion:

> That the CRD not pursue membership in Coastal Communities Social Procurement Initiatives at this time, but revisit the issue if the Board directs staff to pursue asocial procurement strategy.

CCSPI is an unincorporated, consensus-based project of coastal local governments attempting to standardize and promote the use of social procurement to aid public authorities, industry, and equity-seeking vendors. In 2019, CCSPI had yet to demonstrate significant work product. Since then, CCSPI completed templates and standards, vetted by local governments and CCSPI's consultants. Training videos, online content including numerous case studies of coastal projects have been published, from P-Card purchase training to community benefit approaches on larger construction projects, and group training sessions coordinated with governments and industry. Key performance indicators are in development.

The cost of CRD membership for 2021 is $2,528.20, the equivalent of the CRD's 2021 AVICC dues. Benefits include:

- completed templates for public procurement processes;
- training on P-Card programs relating to "social" small buys;
- three online training modules;
- group training sessions tailored to needs;
- 10 hours of consulting with resource partners (Scale Collaborative for program delivery; Buy Social Canada for social procurement expertise; Presentations Plus for communications and training; and Vancouver Island Construction Association for advice relating to use on larger projects); and

- a members-only website with certain resource articles, project examples of successful social procurement projects in the service area, and the like.

Membership does not:

- impose any obligations to engage in certain procurements, espouse certain values, or work with specific suppliers;
- impose a specific set of guidelines or values on the CRD. CRD will need to determine its own goals, either corporate wide or on a procurement-by-procurement basis;
- require CRD to be lobbied on behalf of specific consultancies or interests. CCSPI represents it is designed for member local governments to work together to implement social procurement programs, not as a place for industry to lobby for specific advances or interests; or
- compel ongoing membership.

The CCSPI requires an elected official representative and a senior CRD staff person to participate in quarterly meetings. It requests a procurement professional attend a regular community of practice to do the hands-on development and review of social procurement materials.

## ALTERNATIVES

*Alternative 1*

The Finance Committee recommends to the Capital Regional District Board:

1. That the Capital Regional District join the Coastal Communities Social Procurement Initiative for the 2021 year, with a membership fee equal to AVICC dues;
2. That staff report back to the Board prior to incorporating CCSPI's preferred social procurement principles into CRD's procurement processes.

*Alternative 2*

The Finance Committee recommends to the Capital Regional District Board:

1. That the Capital Regional District not pursue membership in the Coastal Communities Social Procurement Initiative at this time but continue to undertake social procurement initiatives when appropriate under the CRD Procurement Policy.

*Alternative 3*

The Finance Committee recommends to the Capital Regional District Board:

1. That the Capital Regional District not pursue membership in the Coastal Communities Social Procurement Initiative at this time.

## IMPLICATIONS

*Current Procurement at CRD*

CRD currently undertakes purchases and practices that would fall under the "social procurement" definition: buying from local suppliers, non-profits, and social enterprises; planning procurements to ensure diverse suppliers can compete; and direct opportunities to indigenous-controlled businesses and First Nations public authorities. Consistent with its existing policies, CRD is

nearing completion of an approved Initiative Business Case (IBC) relating to ensuring visibility of indigenous-controlled businesses as well as non-profits and social enterprises to purchasing staff, to assist equity-seeking and historically under-represented groups in identifying CRD opportunities.

CRD uses a decentralized procurement model. Staff receive training in processes and procedures, but each department has flexibility to purchase in accordance with the Procurement Policy without coordinating with a centralized procurement department. Though this speeds up procurement and reduces overhead, it may result in difficulty standardizing use of CCPSI-recommended social procurement processes and principles, absent a corporate approach. CRD would need to consider how best to incorporate the CCSPI training and materials into this process. CRD has a limited purchasing function, with a small procurement team for Integrated Water Services' needs, with the remainder conducted by Legal Services-approved templates and oversight.

*Financial and Staffing Implications*

Membership for the 2021 year is based on CRD's 2021 AVICC dues, currently set at $2,528.20. If pursued, it will be funded through a regional requisition within the legislative and general government service. CRD will also incur expenses and costs, to be determined, to resource itself for a broader approach to social procurement as advocated for by CCSPI.

Quarterly Director and staff attendance, as well as assignment of staff to specific project-based work or a community of practice is an additional administrative task for CRD, which uses decentralized procurement. It may have a cost associated with it or may require additional staffing to manage existing workloads. Director attendance may also have a cost associated with it.

CRD will need to conduct a process to identify social procurement values to be considered for future projects, balancing this need with CRD's existing obligations relating to procurement under its decentralized model.

*Future of CCSPI*

CCSPI was a two year pilot. It has been extended for another year, continuing its service contract with its vendors. The initiative now services other public sector organizations, such as colleges and universities. Its intent is to continue until the standards and training materials are adopted by all coastal communities.

*Legal Implications*

The CCSPI is an unincorporated association governed by an MOU, not a society such as AVICC. Funds are held by the City of Victoria. Its budget and minutes are private and members-only, unlike AVICC which publicly publishes its annual general meeting minutes, annual report, and budget.

Relating to content provided as part of membership, CCSPI does not have a licensing agreement or terms relating to the material produced by its members or shared through the CCSPI website. This presents a slight legal risk to the CRD that, should it choose to leave the CCSPI after the 2021 year, it may no longer be able to work with templates or materials it has on hand. CRD has

been assured by the co-chair and program delivery staff that this will not be an issue, and that members own the content in perpetuity should they download and use it.

## CONCLUSION

The CCSPI now has significantly more materials available now than when membership was first considered in 2019. The cost of annual membership is low at $2,528.20, however, it will require devoted staff time to attend meetings and contribute to the work of the initiative. CRD is currently undertaking projects that overlap with some of the goals of CCSPI. If the Board decides a coastal-region social procurement framework is advisable to examine or adopt, over-and-above CRD's current practices, it is recommended CRD join for the 2021 year and proceed to consider IBCs to further social procurement projects.

## RECOMMENDATION

The Finance Committee recommends to the Capital Regional District Board:
1. That the Capital Regional District join the Coastal Communities Social Procurement Initiative for the 2021 year, with a membership fee equal to AVICC dues;
2. That staff report back to the Board prior to incorporating CCSPI's preferred social procurement principles into CRD's procurement processes.

| | |
|---|---|
| Submitted by: | Steven N. Carey, B.Sc, J.D., Manager, Legal Services |
| Concurrence: | Kristen Morley, J.D., General Manager, Corporate Services & Corporate Officer |
| Concurrence: | Nelson Chan, MBA, FCPA, FCMA, Chief Financial Officer |
| Concurrence: | Robert Lapham, MCIP, RPP, Chief Administrative Officer |

/SNC

## ATTACHMENTS

Appendix A: Staff Report of February 6, 2019

Making a difference...together

**REPORT TO GOVERNANCE AND FINANCE COMMITTEE**
**MEETING OF Wednesday, February 06, 2019**

**SUBJECT** **Membership in Local Government Social Procurement Initiative**

## ISSUE

Membership in Coastal Communities Social Procurement Initiative (CCSPI)

## BACKGROUND

On December 12, 2018, the CRD Board heard a presentation from the Coastal Communities Social Procurement Initiative, a project comprised of local governments, private business, and non-profit organizations to develop, standardize, and share social procurement frameworks and community benefit agreement templates of value to small-to-mid-size coastal local governments. The CRD Board referred this matter to the Governance and Finance Committee for consideration.

The CCSPI was formed by certain member local governments of the Association of Vancouver Island and Coastal Communities (AVICC). The CCSPI is a coalition of local governments, operating together through a memorandum of understanding, who have raised approximately $200,000 to fund social procurement consultative work. The City of Victoria and the Island Coastal Economic Trust contributed $100,000 each, while each of the current nine local government members – Victoria, Ladysmith, the Cowichan Valley Regional District, Qualicum Beach, Campbell River, Powell River, Tofino and Cumberland – contributed a membership fee in the equivalent of their AVICC dues. The current consulting project, to be conducted by a group of non-profits selected by a competitive process, has a two year term.

Beginning in February 2019, the CCSPI will work with Scale Collaborative, a Victoria-based non-profit, to begin the process of collecting information and developing templates and standards. Together with Buy Social Canada, a non-profit expert in the area of social procurement, as well as Presentations Plus and the Vancouver Island Construction Association, Scale Collaborative will conduct consultative exercises and develop materials with the CCSPI members.

The anticipated outcomes of the consultation, in addition to sharing costs between interested local governments, are templates, frameworks, training materials, collaboration tools; in-person and online training sessions for elected officials, staff, and vendors; a public website to provide information to other local governments and vendors; as well as a members-only website providing access to the tools and materials developed.

## ALTERNATIVES

*Alternative 1*
That the Governance and Finance Committee recommend to the Capital Regional District Board:
The CRD not pursue membership in CCSPI at this time but revisit the issue if the Board directs staff to pursue a social procurement strategy.

*Alternative 2*
That the Governance and Finance Committee recommend to the Capital Regional District Board:

a. Staff be directed to engage with the Coastal Communities Social Procurement Initiative to confirm CRD membership in the two year consultation process; and,

b. That the Corporate Services 2019 provisional budget be recommended to be amended to include the CCSPI membership fee as part of the final 2019 budget approval process.

## IMPLICATIONS

### CURRENT PRACTICE AT CRD

Consistent with its *Procurement Policy*, the CRD currently undertakes activities which fall within a "social procurement" definition. In making purchases, the CRD policy requires not only consideration of the lowest price, but the "best value" – the optimal combination of total cost, performance, economic, environmental and social sustainability, reduced carbon dependency, and reduced waste. Many social procurement approaches adopt a similar definition.

The CRD also may undertake, through contracts, memorandums of understanding, or contribution services, projects directly with non-profits, aboriginal groups, small to mid-size local companies, organizations and individuals specific to local areas or with specific local knowledge, and equity-seeking groups. An example of this is hiring Gulf Islands companies to perform work on the islands, or hiring a First Nation sawmill to mill timber for work in traditional territories.

The CRD also directly funds non-profits or other groups who may operate CRD services or a portion thereof more effectively than CRD due to their local knowledge, specialized expertise, or ability to deliver a service through volunteers rather than staff.

Internally, the CRD has undertaken consideration of various social and sustainable procurement (or "green" procurement) best practices, including matrices for proposal rankings and up-front procurement questionnaires and analysis. Social procurement is not necessarily sustainable or green procurement, which is a more developed area. In most cases, green or social procurements are undertaken without a formal intake or non-profit identification process, either through organizations directly approaching the CRD or by knowledge of subject-area experts during the project planning process.

The CRD also participates in the BC Government's Procurement Community of Practice, an online training community that regularly provides no-fee information on procurement best-practices, including most recently on social procurement. Though this community, CRD staff are able to obtain additional training on requirements under trade agreements, appropriate use of procurement methods, and the CRD's treaty obligations as mandated by the Province of British Columbia.

A list of some social procurement initiatives underway in Canada is included as Appendix A.

### SOCIAL IMPLICATIONS

Social procurement clearly has benefits in a region. Requiring payment of a living wage to staff and/or contractors, requiring best-efforts hiring practices to ensure equity-seeking or under-represented groups have equal access to bidding processes, positions, or apprenticeships, or requiring a certain number of positions be created as part of a procurement (as a community benefit) would all have positive effects on a community.

The model used by most social procurement organizations, including the CCSPI, splits social procurement into two areas: social purchasing, with a focus on leveraging purchases to include the social, economic, and environmental well-being of the community; and community benefit

agreements, with a focus on providing a benefit the community as part of a particular project, either in the form of training, apprenticeships, or infrastructure.

Methods used presently in social procurement range from vendor and purchaser certification, such that social needs (e.g. employment of under-represented groups or supply chains that rely on specific forms of social enterprises) are confirmed; others identify social procurement goals through scoring on competive procurements (such as the BC Government's suggest guidelines, which provide up to 10% bonus for demonstrated supplier diversity, provision of job skills training or employment operations, or ensuring the above are done in the supply chain), or require social procurement goals to be included in contract performance on a best-efforts basis.

## ENVIRONMENTAL IMPLICATIONS

The CCSPI intends to conduct some research into "sustainable" and "green" procurement as a result of the consultation, considering it forming a part of coastal social procurement. This may be a way to share both knowledge and cost with other local governments.

CRD presently has a climate lens which is conducted for projects $100,000 in estimated value and greater. Staff are internally examining other green and social procurement frameworks as part of streamlining procurement practices at the CRD. There is an opportunity to include environmental criteria, a more established area, into the social procurement tools being developed and it may be of value to participate in this group at this time as a result of this in order to avoid consulting costs individually on social or sustainable procurement.

## ECONOMIC IMPLICATIONS

The approximate cost of participating in this is population based, and is estimated at the same cost as CRD's membership in the AVICC. The total costs of membership remains to be finalized by the CCSPI but is anticipated to be between $3,000 and $3,500 per year.

Membership in CCSPI will require additional staff time in Corporate Service to participate in this project, however the additional staff time required may complement internal work already being done to review social and sustainable procurement programs and services. The templates and frameworks assembled and generated may be beneficial as it will avoid a duplication of effort between CRD staff and the CCSPI consultants.

Having a template or framework for a social enterprises, non-profit, public authority, and equity-seeking peoples intake process, to identify what groups are available for services, goods, and construction in our region would also be useful, as staff in making procurement planning decisions could approach such groups as part of the procurement process. It would also lead to potentially more competition between such groups as well as standard private business and industry, leading to competitive procurements which considered social procurement goals and thereby, potentially better value through competition.

## INTERGOVERNMENTAL IMPLICATIONS

Collaboration with other coastal local governments to share costs of consultants and generate standards of use to all is beneficial, as is building relationships between procurement staff at these local governments, which may spill over into information and best-practices sharing relationships.

## CONCLUSION

CCSPI is an initiative in the developmental stage. While CRD membership in the project would demonstrate support for the initiative and the underlying goal of social procurement, the ultimate benefit to the CRD will not be apparent until the end of the 2 year consultation process.

CRD's participation in the initiative would require payment of a membership fee and require staff resources to participate in the consultation process. Social procurement has not been idendtified in the Corporate Services service plan for 2019, and there is currently no budget identified to pay the membership fee. That said, CCSPI has the potential to develop important resources to assist in operationalizing social procurement. In future, should the Board direct that social procurement be made a priority, membership in CCSPI may complement current CRD initiatives underway with respect to green procurement, and may help reduce consulting fees for social and sustainable procurement templates and frameworks.

## RECOMMENDATION

That the Governance and Finance Committee recommend to the Capital Regional District Board:

The CRD not pursue membership in CCSPI at this time but revisit the issue if the Board directs staff to pursue a social procurement strategy.

| | |
|---|---|
| Submitted by: | Steven Carey, JD, Manager, Legal Services, Corporate Services |
| Concurrence: | Kristen Morley, JD, General Manager, Corporate Services |
| Concurrence: | Robert Lapham, MCIP, RPP, Chief Administrative Officer |

:snc

Attachments:
Appendix A: Presentation to CRD Board dated December 12, 2018
Appendix B: List of other social procurement initiatives



# Coastal Communities Social Procurement Initiative

## Why is Social Procurement Important?

Communities today are facing complex social, economic and environmental challenges. Every year, local governments across BC award contracts for goods and services with significant public funds.

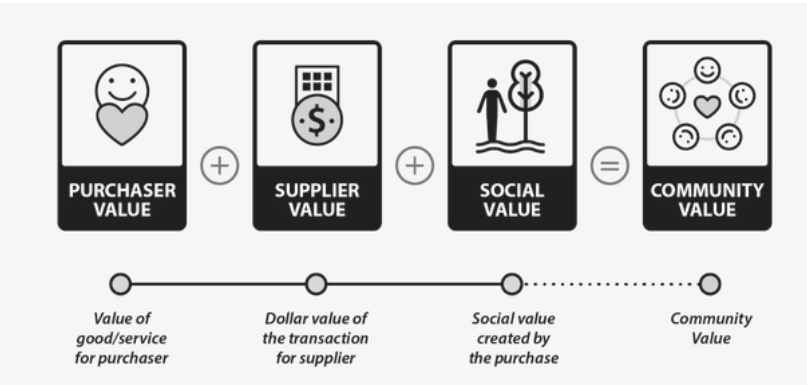
Social procurement focuses on 'best value for money' beyond just a financial transaction. Procurement becomes a tool for building healthy communities.

It is becoming an increasingly expected practice that RFPs include local community and environmental impact assessments and goals, at all levels of government.

## What is Social Procurement?

Social procurement is an additional way that local governments can direct resources towards community benefit. Since 2016, local coastal governments have been identifying ways to integrate social procurement principles and actions into their processes.

From November 2018 - October 2020, the Coastal Communities Social Procurement Initiative will assist coastal communities to advance local social procurement.

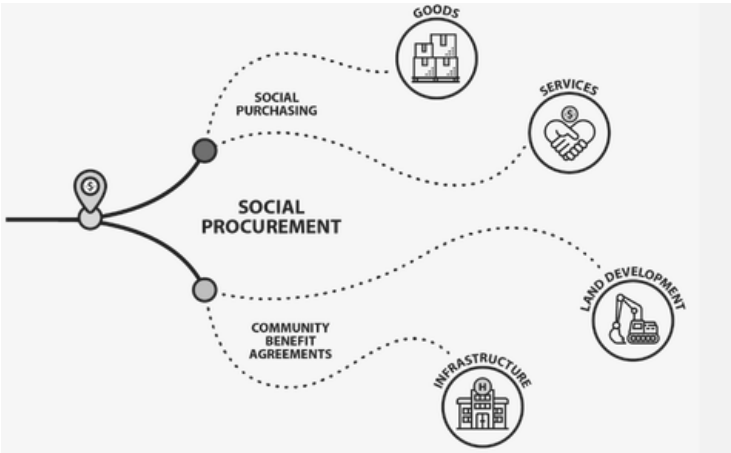



Social Procurement means leveraging a social value from your existing procurement.

# HOW CAN SOCIAL PROCUREMENT CREATE ADDITIONAL VALUE?

Social procurement can be adapted to meet specific community needs. Some communities have integrated into RFPs criteria such as employment of marginalized population groups, local food, housing affordability, community engagement, local economic revitalization, beautification and cultural amenities.

The first step is identifying what your community's challenges and needs are, and how procurement can help address them.




## What is the Coastal Communities Social Procurement Initiative (CCSPI)?

CCSPI is a 2-year initiative to assist local governments in the AVICC region to implement social procurement assessments, policies, strategies and measurement.

Launching in February 2019, member organizations will have access to:

- Education and training of elected officials and staff
- Communication and networking to collect and share stories of success and learning
- Awareness raising, education and training for suppliers and contractors

## How do we become a member organization?

Contact Mayor Josie Osborne at osborne@tofino.ca

## How can I learn more about CCSPI?

Contact Beth Schmidt, CCSPI Project Coordinator at bschmidt@scalecollaborative.ca

CCSPI services will be delivered by a partnership between four expert organizations in social procurement, supply chains, social enterprise and local community development.

SCALE COLLABORATIVE
VICA Vancouver Island Construction Association
BUY SOCIAL
PRESENTATIONS PLUS

## Appendix B: List of Other Social Procurement Initiatives

**The City of Vancouver** recently announced a type of pre-qualification process for non-profits, social enterprises, and equity-seeking groups, where they identify themselves to the City and can then be considered for future procurement needs. Vancouver also requires suppliers to confirm they adhere to a specific code of conduct relating to sustainability.

The **Province of British Columbia** has begun to announce plans for making procurement easier for local and small to mid-sized contractors, and has produced frameworks as of January 2019 for social procurement use, for up to 10% of a contract's value determination or scope for contracts for services only less than $75,000. It also encourages direct-awards under $75,000 to social enterprises, that is, businesses which provide employment to specific equity-seeking groups. As an example, it recently conducted a public procurement for WorkBC services which gave preference to service providers who hired or planned to hire workers or contractors who formerly collected employment and social assistance. The CCSPI intends to consider these guidelines as part of their ongoing community consultation work.

The **Municipal Collaboration for Sustainable Procurement**, a network of 20 Canadian municipalities, colleges, and universities offering a peer-based forum to share best practices and technical expertise in sustainable procurement, recently published an *Annual Report on the State of Sustainable Public Procurement in Canada* and offers a membership to an organization such as the CRD for $4,000 per annum.

The **City of Toronto** has a social procurement program, aiming to address economic disadvantage, discrimination, and barriers to equal opportunity, while establishing an effective balance between accountability, transparency and efficiency. It applies to most competitive purchases greater than $3,000.

The **Government of Canada** has undertaken a social procurement pilot project for catering services, an area which commonly has a significant number of under-represented groups and social enterprises associated with it.

**Imagine Canada**, a Canadian non-profit, advocates for government to undertake social procurement and community benefit agreements in order to offset a foreseen potential defecit to Canadian charitable services, such as job-training, poverty services, wellness centres and the like due to fewer funds being available to provide services, assuming slower economic growth or recession. An offset to a lack of potential social funding could be found in the form of social and sustainable government procurement, which may ripple throughout the supply chain.

Canadian non-profit and CCSPI member **Buy Social Canada** operates a system of vendor and buyer certification for social procurement and community benefit and provides samples of Canadian social procurement materials on its website. It also provides a social enterprise list on its website.

Making a difference...together

**REPORT TO HOSPITALS AND HOUSING COMMITTEE**
**MEETING OF WEDNESDAY, MARCH 03, 2021**

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**SUBJECT** **3656 Raymond Street South Housing Agreement and Bylaw**

## ISSUE SUMMARY

The *Local Government Act* requires a bylaw to enable the Capital Regional District (CRD) to enter into a developer-initiated housing agreement to administer six below-market home ownership units at a housing development proposed for 3656 Raymond Street South in the District of Saanich.

## BACKGROUND

The CRD currently administers the resale control agreements on a number of below-market home ownership units within existing and proposed housing developments throughout the region.

The CRD's Regional Housing Division has been in discussions with the District of Saanich and Abstract Developments (the Developer) regarding a proposed housing development that will include six price-restricted, below-market units as part of the project. The District of Saanich and the Developer have requested the CRD administer resales of the below-market units.

The units are part of a proposed development located at 3656 Raymond Street South in the District of Saanich. The terms of the Bylaw and Housing Agreement (Appendix A) require all sales of below-market units be restricted to a sale price no higher than 90% of market value, as determined by an appraisal. Initial and subsequent sales will require a qualifying income level based on unit size as follows:

- Less than 500 square feet (less than two bedrooms): the gross household income cannot exceed the $74,450 or approximately 64% of BC Housing's Moderate Income for couples without children, as determined by BC Housing from time to time.
- Greater than 500 square feet (two or more bedrooms): the gross household income cannot exceed $105,000 or approximately 64% of BC Housing's Moderate Income for families with children, as determined by BC Housing from time to time.

A resale control and administrative procedure based on best practice has been prepared within the Agreement to ensure the units may only be sold as described, and, in cases of hardship, may be rented at a below-market rate for up to two years at which time they must be re-occupied with an approved occupant or relisted for sale. The Agreement provides for cost-recovery measures to pay for the CRD's administrative services. Staff are taking the same resale control approach consistent with projects previously approved by the CRD Board whereby, in the event the owner is in default with the terms of the Agreement, the CRD may take control in its own name in order to most effectively administer the provisions for any below-market unit.

The District of Saanich and the Developer have requested the CRD adopt this Agreement as a covenant and housing agreement within Section 483 of the *Local Government Act*, which further requires the CRD to do so by way of a bylaw.

## ALTERNATIVES

*Alternative 1*
The Hospitals and Housing Committee recommends to the Capital Regional District Board:
a) That Bylaw No. 4402, "Resale Control and Housing Agreement Bylaw (3656 Raymond Street South), 2021" be introduced and read a first, second and third time; and
b) That Bylaw No. 4402 be adopted.

*Alternative 2*
That the 3656 Raymond Street South Housing Agreement and Bylaw report be referred back to staff with alternative direction from the Hospitals and Housing Committee.

## IMPLICATIONS

*Financial Implications*
The CRD is assessing a one-time $3,500 fee to the Developer to cover CRD costs associated with setting up the Housing Agreement and facilitating the approval of the Bylaw. Administration of the resale control function and ensuring compliance with the terms of use of the affordable units has a cost associated with it, which is factored into the program by charging the buyer a fee of 0.5% of the gross selling price of the unit at time of completion (e.g., $1,500 on a $300,000 sale). Staff review and monitor the administration of previously approved projects on the basis of the amount of staff time and other resources in order to ensure full cost recovery for the provided service. It should be noted that the administration fee will change with market fluctuations, where required.

*Social Implications*
For the households who become able to purchase and occupy these units through a discounted price, the economic implications of home ownership will be significant. The measure of resale control allows the homeowner the opportunity to build a modest level of equity while also providing them with security of tenure.

## CONCLUSION

The CRD has experience unique in the region, and the potential to enter into agreements with developers to administer the sale of affordable home ownership units aligns with the goals and objectives of the Regional Housing Affordability Strategy. The Developer and CRD staff have negotiated the Agreement and the Developer has recommended a household income limit that has been identified as acceptable and will be presented to the District of Saanich Council within the rezoning application. The Agreement includes the terms of use and matters related to the resale of units, and the Developer has executed the Agreement. The CRD has developed administrative procedures that ensure unit use conforms to the Agreement terms, provides reasonable authority for the CRD to act when use is non-conforming and provides the CRD adequate cost recovery for the administration of the program.

## RECOMMENDATION

The Hospitals and Housing Committee recommends to the Capital Regional District Board:
a) That Bylaw No.4402, "Resale Control and Housing Agreement Bylaw (3656 Raymond Street South), 2021" be introduced and read a first, second and third time; and
b) That Bylaw No. 4402 be adopted.

| | |
|---|---|
| Submitted by: | Don Elliott, MUP, Senior Manager, Regional Housing |
| Concurrence: | Kevin Lorette, P. Eng., MBA, General Manager, Planning & Protective Services |
| Concurrence: | Kristen Morley, J.D., General Manager, Corporate Services & Corporate Officer |
| Concurrence: | Robert Lapham, MCIP, RPP, Chief Administrative Officer |

## ATTACHMENT

Appendix A – Bylaw No. 4402 “Resale Control and Housing Agreement Bylaw (3656 Raymond Street South), 2021”

**CAPITAL REGIONAL DISTRICT**
**BYLAW NO. 4402**

**********

**A BYLAW TO AUTHORIZE A HOUSING AGREEMENT**
**FOR 3656 RAYMOND STREET SOUTH (BYLAW NO. 4402)**

**********

**WHEREAS:**

A. The owner of land legally described as Lot E (D.D. 386779I) of Section 14, Victoria District, Plan 14121, PID: 004-356-993 wishes to develop it in the District of Saanich to provide, among a strata development of market housing, six units of affordable housing, in the form of one studio, four one-bedroom, and one two-bedroom units;

B. Under the *Local Government Act*, RSBC 2015, c 1, section 483, the Capital Regional District may enter into an agreement, by bylaw, to ensure the availability of the housing units to certain classes of persons identified in the agreement, the administration and management of the units, rents, leases, and sale prices that may be charged, and the rates at which these may be increased over time as specified in the agreement or as determined by a formula; and under the *Land Title Act*, RSBC 1996, c 250, section 219, it may place a covenant on property to restrict its use and alienation; and

C. Whereas the Capital Regional District Board wishes to enter into such a housing agreement and covenant to secure the affordable housing;

**NOW THEREFORE**, the Capital Regional District Board in open meeting enacts as follows:

1 The Capital Regional District is authorized to enter into the *Local Government Act* section 483 housing agreement and *Land Title Act* section 219 covenant attached to this Bylaw as Appendix 1 (the “Housing Agreement”).

2 The Chair of the Capital Regional District is authorized to execute the Housing Agreement and the Corporate Officer or designate is authorized to sign and file in the Land Title Office a notice of the Housing Agreement, as required by the *Local Government Act*.

3 This bylaw may be cited for all purposes as “Resale Control and Housing Agreement Bylaw (3656 Raymond Street South), 2021".

| | | | |
|---|---|---|---|
| READ A FIRST TIME THIS | __ | day of | 2021 |
| READ A SECOND TIME THIS | __ | day of | 2021 |
| READ A THIRD TIME THIS | __ | day of | 2021 |
| ADOPTED THIS | __ | day of | 2021 |

| | |
|---|---|
| CHAIR | CORPORATE OFFICER |

FORM_C_V2 (Charge)

**LAND TITLE ACT**
**FORM C (Section 233) CHARGE**
**GENERAL INSTRUMENT - PART 1 Province of British Columbia**



Your electronic signature is a representation that you are a designate authorized to certify this document under section 168.4 of the *Land Title Act,* RSBC 1996 c.250, that you certify this document under section 168.41(4) of the act, and that an execution copy, or a true copy of that execution copy, is in your possession.

1. APPLICATION: (Name, address, phone number of applicant, applicant's solicitor or agent)

Mullin DeMeo Wirk
Barristers and Solicitors
1626 Garnet Road
Victoria BC V8P 3C8

Telephone: (250) 477-3327
File No.: RaymondStreet/92252/JDM/km
Covenant and Housing Agreement

Deduct LTSA Fees? Yes ☑

2. PARCEL IDENTIFIER AND LEGAL DESCRIPTION OF LAND:

[PID] [LEGAL DESCRIPTION]

**004-356-993 LOT E (D.D. 386779I) OF SECTION 14, VICTORIA DISTRICT, PLAN 14121**

STC? YES ☐

3. NATURE OF INTEREST CHARGE NO. ADDITIONAL INFORMATION

**SEE SCHEDULE**

4. TERMS: Part 2 of this instrument consists of (select one only)

(a) ☐ Filed Standard Charge Terms D.F. No. (b) ☑ Express Charge Terms Annexed as Part 2

A selection of (a) includes any additional or modified terms referred to in Item 7 or in a schedule annexed to this instrument.

5. TRANSFEROR(S):

**RAYMOND STREET HOLDINGS LTD. (INC.NO. BC1071887)**
**COAST CAPITAL SAVINGS FEDERAL CREDIT UNION**

6. TRANSFEREE(S): (including postal address(es) and postal code(s))

**SEE SCHEDULE**

7. ADDITIONAL OR MODIFIED TERMS:

N/A

8. EXECUTION(S): This instrument creates, assigns, modifies, enlarges, discharges or governs the priority of the interest(s) described in Item 3 and the Transferor(s) and every other signatory agree to be bound by this instrument, and acknowledge(s) receipt of a true copy of the filed standard charge terms, if any.

Officer Signature(s)

JOHN D. MULLIN
BARRISTER & SOLICITOR
1626 GARNET ROAD
VICTORIA, BC V8P 3C8

| Execution Date | | |
|---|---|---|
| Y | M | D |
| 21 | 02 | 05 |

Transferor(s) Signature(s)

Raymond Street Holdings Ltd. by its Authorized Signatory(ies):

Print Name: MIKE MILLER

Print Name:

OFFICER CERTIFICATION:

Your signature constitutes a representation that you are a solicitor, notary public or other person authorized by the *Evidence Act*, R.S.B.C. 1996, c.124, to take affidavits for use in British Columbia and certifies the matters set out in Part 5 of the *Land Title Act* as they pertain to the execution of this instrument.

**LAND TITLE ACT**
**FORM D**

**EXECUTIONS CONTINUED** 

| Officer Signature(s) | Execution Date Y | M | D | Transferor / Borrower / Party Signature(s) |
|---|---|---|---|---|
| | | | | Coast Capital Savings Federal Credit Union by its Authorized Signatory(ies): |
| | | | | Print Name: |
| | | | | Print Name: |
| | | | | |
| | | | | |
| | | | | |

OFFICER CERTIFICATION:
Your signature constitutes a representation that you are a solicitor, notary public or other person authorized by the *Evidence Act*, R.S.B.C. 1996, c.124, to take affidavits for use in British Columbia and certifies the matters set out in Part 5 of the *Land Title Act* as they pertain to the execution of this instrument.

**LAND TITLE ACT**
**FORM D**

**EXECUTIONS CONTINUED** 

| Officer Signature(s) | Execution Date Y | M | D | Transferor / Borrower / Party Signature(s) |
|---|---|---|---|---|
| | | | | CAPITAL REGIONAL DISTRICT by its Authorized Signatory(ies): |
| | | | | Print Name: |
| | | | | Print Name: |
| | | | | |
| | | | | |
| | | | | |

OFFICER CERTIFICATION:
Your signature constitutes a representation that you are a solicitor, notary public or other person authorized by the *Evidence Act*, R.S.B.C. 1996, c.124, to take affidavits for use in British Columbia and certifies the matters set out in Part 5 of the *Land Title Act* as they pertain to the execution of this instrument.

**LAND TITLE ACT**
**FORM E**

**SCHEDULE** 

| NATURE OF INTEREST | CHARGE NO. | ADDITIONAL INFORMATION |
|---|---|---|
| Covenant | | Section 219 page 10 Paragraph 2.1 |
| NATURE OF INTEREST | CHARGE NO. | ADDITIONAL INFORMATION |
| Rent Charge | | Page 13 Paragraph 2.4 |
| NATURE OF INTEREST | CHARGE NO. | ADDITIONAL INFORMATION |
| Option to Purchase | | Page 15 Paragraph 3.1 |
| NATURE OF INTEREST | CHARGE NO. | ADDITIONAL INFORMATION |
| Priority Agreement | | Granting the Section 219 Covenant with 3 registration numbers less than this priority agreement priority over Mortgage CA5309605 and Assignment of Rents CA5309606 Page 20 |
| NATURE OF INTEREST | CHARGE NO. | ADDITIONAL INFORMATION |
| Priority Agreement | | Granting the Rent Charge with 3 registration numbers less than this priority agreement priority over Mortgage CA5309605 and Assignment of Rents CA5309606 Page 20 |
| NATURE OF INTEREST | CHARGE NO. | ADDITIONAL INFORMATION |
| Priority Agreement | | Granting the Option to Purchase with 3 registration numbers less than this priority agreement priority over Mortgage CA5309605 and Assignment of Rents CA5309606 Page 20 |

ENTER THE REQUIRED INFORMATION IN THE SAME ORDER AS THE INFORMATION MUST APPEAR ON THE FREEHOLD TRANSFER FORM, MORTGAGE FORM, OR GENERAL INSTRUMENT FORM.

6. TRANSFEREE(S): (including postal address(es) and postal code(s)):

CAPITAL REGIONAL DISTRICT
625 Fisgard Street
Victoria BC V8W 2S6
Canada

**TERMS OF INSTRUMENT – PART 2**

## SECTION 219 COVENANT AND HOUSING AGREEMENT

**WHEREAS:**

A. Raymond Street Holdings Ltd. (the "**Developer**") is the registered owner of the Lands described in Item 2 of General Instrument – Part 1 and the Developer intends to complete a multi-unit residential development on the Lands (the "**Strata Development**") and shall designate six (6) affordable in perpetuity units, comprising four (4) studio/junior one-bedroom units, one (1) one-bedroom unit, and one (1) two-bedroom unit, of the strata lots to be created by the strata plan for the Strata Development as the Affordable Units to which strata lots this Agreement will apply.

B. The Developer intends to build the Affordable Units to ensure the availability of affordable housing in Victoria, British Columbia.

C. To ensure that each Affordable Unit continues to be available as affordable housing, the Developer has agreed to grant the Capital Regional District ("**CRD**"):

(a) a covenant under Section 219 of the *Land Title Act* (the "**Covenant**") and a housing agreement under Section 483 of the Local Government Act setting out, amongst other things, the procedure to be followed in connection with any sale of an Affordable Unit as well as restrictions on the sale price on use and rental of an Affordable Unit;

(b) an option to purchase an Affordable Unit if it is sold, rented or used in breach of the Covenant; and

D. For clarity, the Owner acknowledges and agrees that:

(a) this Agreement constitutes both a covenant under Section 219 of the Land Title Act and a housing agreement entered into under Section 483 of the Local Government Act;

(b) the CRD is required to file a notice of housing agreement in the Land Title Office against title to the Land; and

(c) once such notice is filed, this Agreement binds all persons who acquire an interest in the Land as a housing agreement under Section 483 of the Local Government Act.

NOW THEREFORE in consideration of the mutual covenants set out below and other good and valuable consideration (the receipt and sufficiency of which are acknowledged by each of the parties), the parties agree as follows:

### SECTION 1.
### INTERPRETATION

1.1 **Definitions**. In this Agreement:

1.1.1 "Affordable Unit" or "Affordable Units" shall mean the six (6) strata lots to be designated by the Developer within the Strata Development as the strata lots to which this Agreement shall apply, and shall be comprised of four (4) studio/junior one-bedroom units, one (1) one-bedroom unit, and one (1) two-bedroom unit;

1.1.2 "Affordable Rate" means a rate determined from time-to-time by the NPO in its sole discretion with reference to BC Government guidelines, if any;

1.1.3 "Agreement" means Parts 1 and 2 of this General Instrument;

1.1.4 "Appraisal" has the meaning stated in Section 2.2;

1.1.5 "Appraisal Review Period" has the meaning stated in Section 2.2.4.1;

1.1.6 "Appraiser" means an appraiser accredited by the Appraisal Institute of Canada and duly qualified to appraise an Affordable Unit and on an approved list maintained by the NPO, if any;

1.1.7 "Approved Lender" means an "approved lender" (as defined in the *National Housing Act*, R.S.C. 1985, c. N-11) which holds an Insured Mortgage of an Affordable Unit;

1.1.8 "Below Market Value" means 90% of the Fair Market Value of the Affordable Unit from time to time;

1.1.9 "Business Day" means any day other than Saturday, Sunday or a statutory holiday in the Province of British Columbia;

1.1.10 "Closing Date" means the 30th day after the Notice Date, or the first Business Day thereafter that the LTO is open for business to the public;

1.1.11 "CMHC" means Canada Mortgage and Housing Corporation or any successor thereto;

1.1.12 "Covenant" has the meaning stated in Recital C and is the covenant set out in Section 2.1;

1.1.13 "CRD" has the meaning stated in Recital C;

1.1.14 "Developer" has the meaning stated in Recital A;

1.1.15 "Environmental Law" means any applicable federal, provincial or municipal laws pertaining to the presence, handling, release or removal of Hazardous Substances;

1.1.16 "Fair Market Value" of an Affordable Unit means the purchase price from time to time which a willing purchaser would pay to a willing vendor, dealing at arm's length from each other, for an Affordable Unit, unencumbered with the exception of Permitted Encumbrances and without the benefit of a parking stall or other parking entitlement;

1.1.17 "General Instrument - Part 1" means the General Instrument - Part 1 to which this Terms of Instrument - Part 2 is attached;

1.1.18 "Hazardous Substances" collectively means contaminants, pollutants or other substances which are hazardous or dangerous to the health of humans, animals or plants or to the environment and includes substances defined as hazardous substances or special waste under any law, regulation or order of a Statutory Authority;

1.1.19 "Immediate Family" means grandparent, parent, sibling, spouse, common-law partner, son or daughter;

1.1.20 "Insured Mortgage" means a mortgage insured pursuant to the *National Housing Act*, R.S.C. 1985, c. N-11;

1.1.21 "LTO" means the Land Title Office for the jurisdiction in which an Affordable Unit is located;

1.1.22 "Notice" means any written notice which CRD may deliver to the Owner under Section 3.3, exercising the Option;

1.1.23 "Notice Date" means the day on which the Owner is deemed by Section 6.2 to have received the Notice;

1.1.24 "NPO" means the Capital Region Housing Corporation or other non-profit housing organization or Person retained by CRD from time to time to administer the sale of the Affordable Units and to manage the rental of the Affordable Units;

1.1.25 "NPO Appraisal" has the meaning stated in Section 2.2.4.1;

1.1.26 "Offer" has the meaning stated in Section 2.2;

1.1.27 "Option" means the option to purchase granted by the Developer and the Owner to CRD under Section 3.1;

1.1.28 "Option Purchase Price" means:

(1) 95% of the Below Market Value; or

(2) if the Owner has granted a bona fide arm's length mortgage or mortgages of the Affordable Unit to an Approved Lender which, as at the Closing Date, secures in aggregate an amount which exceeds 95% of the Below Market Value, the amount owing under and required to discharge the mortgage or mortgages to the Approved Lender as at the Closing Date;

1.1.29 "Owner" means the registered owner of an Affordable Unit from time to time and includes the Developer in its capacity as developer of the Affordable Units until the first conveyance to a Qualified Buyer, and their respective heirs, legal representatives, successors and assigns;

1.1.30 "Permitted Encumbrances" means those charges or encumbrances stated in Schedule "A" and any other encumbrances approved as required by the City of Victoria or Developer from time to time to complete the Strata Development or as in writing by CRD but shall not include any mortgage or other financial encumbrance and shall not include this Agreement;

1.1.31 "Person" means any individual, society, corporation, partnership, trustee, administrator, legal representative, Statutory Authority or other legal entity;

1.1.32 "Personal Property" means all lighting fixtures, appliances, equipment, cabinetry, affixed carpeting, drapes and blinds located within an Affordable Unit (except to the extent otherwise agreed in writing by CRD) but does not include an Owner's personal effects;

1.1.33 "Proceeding" has the meaning stated in Section 2.3.1;

1.1.34 "Project" means the Strata Development of which the Affordable Units will be a part and comprises all of the Lands referred to in Item 2 of the General Instrument - Part 1;

1.1.35 "Property" means the Affordable Unit and all Personal Property within the Affordable Unit;

1.1.36 "Qualified Buyer" means an individual who meets the criteria stated in Schedule "B";

1.1.37 "Statutory Authority" means any federal, provincial or municipal governmental authority which has jurisdiction over any matter referred to in this Agreement;

1.1.38 "Term" means the period commencing on the date of registration of this Agreement in the LTO and ending on the earlier of (a) the date which is ninety- nine (99) years thereafter, and (b) the date of any destruction or statutorily deemed destruction of the Project;

1.1.39 "Transaction" means the transfer of an Affordable Unit from the Owner to CRD;

1.1.40 "Transfer" means an instrument in a statutorily prescribed form by which the Owner transfers title to the Affordable Unit to CRD.

1.2 **Time**. Time will be of the essence of this Agreement. If any party expressly or impliedly waives this requirement, that party may reinstate it by delivering notice to the other party. If a time is specified in this Agreement for observing or performing any obligation, such time will be local time in Victoria, British Columbia.

1.3 **Governing Law**. This Agreement will be governed by and construed and enforced in accordance with the laws of British Columbia and the laws of Canada applicable in British Columbia.

1.4 **References**. In this Agreement, words importing the singular include the plural and vice versa, and words importing gender include all genders.

1.5 **Construction**. The division of this Agreement into sections and the use of headings are for convenience of reference only and are not intended to govern, limit or aid in the interpretation of this Agreement. The wording of this Agreement will be construed simply, according to its fair meaning, and not strictly for or against any party.

1.6 **Validity of Provisions**. If a Court of competent jurisdiction finds that any provision contained in this Agreement is invalid, illegal or unenforceable, such invalidity, illegality or unenforceability will not affect any other provision of this Agreement which will be construed as if such invalid, illegal or unenforceable provision had never existed and such other provisions will be enforceable to the fullest extent permitted at law.

1.7 **No Waiver**. Failure by either party to exercise any of its rights, powers or remedies hereunder or its delay to do so, will not be interpreted as a waiver of those rights, powers or remedies except in the case of a written waiver. No waiver of a particular right will be deemed to be a waiver of that right in any other instance or a waiver of any other right.

1.8 **Statutes**. Any reference to a statute and to any regulations under that statute means the statute and regulations as amended or replaced from time to time.

1.9 **Remedies**. Any party to this Agreement, in addition to its rights under this Agreement or at law, will be entitled to all equitable remedies including specific performance, injunction and/or declaratory relief, to enforce its rights under this Agreement. No reference to or exercise of any specific right or remedy under this Agreement or at law or in equity by any party will prejudice or preclude that party from exercising any other such right or remedy. No such right or remedy will be exclusive or dependent upon any other such right or remedy, but any party, from time to

time, may exercise any one or more of such rights or remedies independently, successively or in combination. The Owner acknowledges that specific performance, injunctive relief (mandatory or otherwise) or other equitable relief may be the only adequate remedy for a default by the Owner under this Agreement.

1.10 **Schedules**. The following Schedules are attached to and form integral parts of this Agreement:

Schedule "A" Permitted Encumbrances Schedule
"B" Qualified Buyer Criteria

**SECTION 2.**
**SECTION 219 COVENANT**

2.1 **Covenant**. The Owner hereby covenants with CRD that:

(a) the Affordable Unit will not be sold, assigned or otherwise transferred otherwise than:

(i) to a Qualified Buyer;

(ii) for a selling price not greater than the Below Market Value;

(iii) subject to the Covenant and the Option; and

(iv) in a way which complies with Section 2.2, or to CRD under Section 3;

(b) the Affordable Unit will not at any time be subject to a conventional high ratio mortgage or mortgages which, in total, secure an amount which exceeds 95% of the Below Market Value; and

(c) the Owner shall not permit (whether by renting or otherwise) any person other than the Owner and members of the owner's Immediate Family to occupy the Affordable Unit, and shall not use or permit the premises to be used solely for conducting a business or profession,

and the Owner and CRD agree that, subject to Section 2.3 the covenant set out above will be registered as a charge against the Affordable Unit and run with the Affordable Unit for the Term.

2.2 Procedure for Sale of Affordable Unit.

2.2.1 Owner Notifies NPO of Intention to Sell.

If at any time after the first conveyance of an Affordable Unit by the Developer, the Owner wishes to sell, assign or otherwise transfer the Affordable Unit, the Owner will do so in accordance with a bona fide arm's length agreement of purchase and sale (or as a court may order in a proceeding to enforce a mortgage of the Affordable Unit) and the Owner will, prior to:

(a) listing or offering the Affordable Unit for sale; or

(b) accepting an offer to purchase the Affordable Unit,

deliver to the NPO written notice of their intention to sell an Affordable Unit, such notice to be in the form required by the NPO.

2.2.2 Owner Retains Appraiser.

Within 7 days after the Owner notifies the NPO of their intention to sell an Affordable Unit, the Owner will select an Appraiser to be retained by the Owner to undertake an appraisal (the "Owner Appraisal") of the Fair Market Value of the Affordable Unit. The Owner will deliver a copy of the Owner Appraisal to the NPO within 7 days after the Owner receives the Owner Appraisal.

2.2.3 Owner and NPO Agree on Maximum Selling Price.

If the Owner and the NPO agree within 7 days after the Owner Appraisal is delivered to the NPO that the Fair Market Value of the Affordable Unit is as stated in the Owner Appraisal, the Fair Market Value stated in the Owner Appraisal, less 10%, will be the maximum price at which the Owner will be permitted to sell the Affordable Unit during a period of 6 months commencing on the effective date of the Owner Appraisal.

2.2.4 Owner and NPO Do Not Agree on Maximum Selling Price.

2.2.4.1 If the Owner and the NPO do not agree within 7 days (the "Appraisal Review Period") after the Owner Appraisal is delivered to the NPO that the Fair Market Value of the Affordable Unit is as stated in the Owner Appraisal, the NPO will retain its own Appraiser to undertake an appraisal (the "NPO Appraisal") of the Fair Market Value of the Affordable Unit in which case the average of the Fair Market Value stated in the Owner Appraisal and the NPO Appraisal, less 10%, will be the maximum price at which the Owner will be permitted to sell the Affordable Unit during a period of 6 months commencing on the effective date of the NPO Appraisal.

2.2.4.2 The NPO will deliver a copy of the NPO Appraisal to the Owner within 7 days after the NPO receives the NPO Appraisal.

2.2.4.3 If the NPO Appraisal is not delivered to the Owner within 30 days after the end of the Appraisal Review Period, the Fair Market Value stated in the Owner Appraisal, less 10%, will be the maximum price at which the Owner will be permitted to sell the Affordable Unit during a period of 6 months commencing on the effective date of the Owner Appraisal.

2.2.5 Owner Responsible for Appraisal Costs.

The Owner will be responsible for the cost of both the Owner Appraisal and the NPO Appraisal. If the cost of the NPO Appraisal is initially paid by the NPO, the Owner will reimburse the NPO for the cost of the NPO Appraisal within 30 days after demand by the NPO. If any amount owed by the Owner to the NPO with respect to the NPO Appraisal is not paid prior to the completion of the sale of the Affordable Unit by the Owner, a portion of the sale proceeds equal to the amount owing to the NPO will be deemed to have been irrevocably assigned by the Owner to the NPO.

2.2.6 NPO Notifies Owner of Maximum Selling Price.

Within 7 days after the Fair Market Value of the Affordable Unit has been determined under Section 2.2.3 or 2.2.4, the NPO will notify the Owner of the maximum price, determined under Section 2.2.3 or 2.2.4, at which time the Owner will be permitted to offer to sell the Affordable Unit, which price shall be deemed to be its Below Market Value.

2.2.7 **Owner to Deliver True Copy of Sale Contract to NPO**.

The Owner will immediately deliver a true copy of any contract of purchase and sale which the Owner may enter into with respect to the sale of the Affordable Unit or any interest therein (the "Sale Contract"). The Owner will deliver to the NPO with the Sale Contract, or upon the request of the NPO, such information with respect to the buyer named in the Sale Contract as the NPO may reasonably require to determine whether the buyer is a Qualified Buyer.

2.2.8 **Terms to be Included in Sale Contract**.

The Sale Contract will be in writing and will:

(a) be for a selling price not greater than the Below Market Value of the Affordable Unit;

(b) be subject to the NPO determining and notifying the Owner in writing (within a period of 10 Business Days after the NPO receives a true copy of the Sale Contract) that (1) the Owner has complied with the requirements of this Section 2.2, and (2) the buyer is a Qualified Buyer, failing which the Sale Contract will be null and void; and

(c) include a statement that the buyer agrees to purchase the Affordable Unit subject to the Covenant, the Option and all other terms of this Agreement.

2.2.9 **No Sale after 6 Months Without New Appraisal**.

The NPO will not be obligated to review or make any determination with respect to a Sale Contract as stated in subsection 2.2.8(b) above if the date of receipt by the NPO of a true copy of the Sale Contract and any other information required by the NPO under Section 2.2.7 is after the expiry of the 6 month period during which the Owner is permitted to sell the Affordable Unit. If the 6 month period has expired, the process under Section 2.2 will begin again, with the Owner giving fresh notice to the NPO of their intention to sell the Affordable Unit.

2.2.10 **CRD Will Notify Owner of Change in NPO**.

CRD will notify the Owner in writing of any appointment or replacement of an NPO and of the address to which notices to the NPO will be sent.

2.2.11 **Fee to NPO**

The NPO will be entitled to payment of a fee equal to 0.5% of the gross selling price of an Affordable Unit, such fee to be paid on closing of the sale of such Affordable Unit by the Owner and a portion of the sale proceeds equal to the amount owing to the NPO will be deemed to have been irrevocably assigned by the Owner to the NPO.

2.3 Procedure for Foreclosure.

2.3.1 **CRD Right to Market and Sell.**

If the Approved Lender or CMHC commences a foreclosure proceeding (the "Proceeding") under an Insured Mortgage of the Affordable Unit the Owner covenants and agrees with CRD that:

(a) the Owner shall notify CRD of the Proceeding;

(b) at the time which is the midpoint of any redemption period (the "Redemption Period") ordered in the Proceeding, CRD shall have the right and may apply for an order in the Proceeding, unopposed by the Owner, to market and sell the Affordable Unit in accordance with Section 2.1(a)(i), (ii), (iii) and (iv);

(c) on receipt of the order in the Proceeding under Section 2.3.1(b) CRD shall have the right to enter into an agreement with a licensed realtor to market and sell the Affordable Unit at the prevailing commission or fee; and

(d) the Owner shall provide reasonable access to the Affordable Unit by CRD, the licensed realtor and any prospective purchaser of the Affordable Unit for the purpose of repairing, cleaning, appraising, marketing and selling the Affordable Unit.

2.3.2 **CMHC Notice to CRD.**

In the event that CRD does not sell the Affordable Unit pursuant to Section 2.3.1, CMHC or the Approved Lender may, 120 days after expiry of the Redemption Period ordered in the Proceeding, issue a 30 day notice (the "Notice Period") to CRD to redeem the Insured Mortgage. In the event that CRD does not redeem the Insured Mortgage within the Notice Period, CRD shall cause this Agreement to be discharged from title to the Affordable Unit at the LTO within 7 days of expiry of the Notice Period.

2.3.3 **CMHC Sale.**

In the event that the Affordable Unit is sold by the Approved Lender or CMHC after discharge of this Agreement from title to the Affordable Unit and such sale generates funds in excess of the balance owing under the Insured Mortgage and related costs, including charges, taxes, commissions and utilities regarding the Affordable Unit, such excess funds shall forthwith be paid to CRD, for its own use absolutely. This Section2.3.3 shall bind the Owner, the Approved Lender, CMHC (where CMHC has a mortgage loan insurance policy in force for the Affordable Unit) and CRD both before and after discharge of this Agreement from title to the Affordable Unit.

2.4 Procedure for Rental and Recovery of Rent Charges.

2.4.1 **Rental Prohibited.**

2.4.1.1 All rentals of the Affordable Units are prohibited, except:

(a) In the case of hardship, as decided by the NPO in its sole discretion, and on making an application to the NPO in the form provided by the

NPO, if any, an Affordable Unit may be rented at an Affordable Rate for a period no shorter than six months; or

(b) If a qualified buyer cannot be located, as decided by the NPO in its sole discretion, and on making an application to the NPO in the form provided by the NPO, if any, an Affordable Unit may be rented at an Affordable Rate for a period no shorter than six months.

2.4.1.2 The maximum term of any rental shall be two years, at which point the Affordable Unit must be listed for sale in accordance with section 2.2. Rental may continue at an Affordable Rate at the discretion of the NPO. If hardship continues or a qualified buyer cannot be located after this listing, additional sales listings may be required at any time at intervals decided by the NPO at its discretion.

2.4.1.3 Any tenancy shall be governed by an agreement under the *Residential Tenancy Act* (BC) which shall include the following provisions:

(a) permitting the Owner to terminate the tenancy agreement in accordance with the *Residential Tenancy Act* if the tenant uses or occupies, or allows use or occupation of, the Affordable Unit in breach of the use or occupancy restrictions contained in this Agreement;

(b) explicitly prohibiting the assignability, sub-letting, and use of the Affordable Unit for short term vacation rentals;

(c) explicitly specifying that only persons named in the tenancy agreement may occupy the Affordable Unit;

(d) providing that the Owner will have the right, at its option, to terminate the tenancy agreement should the tenant remain absent from the Affordable Unit for three consecutive months or longer, notwithstanding the timely payment of rent;

(e) prohibiting guests residing in the Affordable Unit for more than 30 days, whether or not consecutive, in any 12 month period without the prior written consent of the Owner; and

(f) prohibiting use of the Affordable Unit for non-residential rentals, assignments, sub- lets, licenses and uses, such as vacation rentals, including such services as AirBNB or Vacation Rental By Owner, short term licenses, or short-stay use of any kind, and business-only premises.

2.4.1.4 The Owner will terminate the tenancy if the tenant uses or occupies, or allows use or occupancy in breach of the use and occupancy restrictions in this Agreement.

2.4.2 **Rent Charge and Acknowledgement.**

2.4.2.1 The Owner acknowledges that the CRD requires affordable housing to ensure prosperity and economic growth for the residents of the Capital Region. The Owner acknowledges the purpose of the Affordable Unit is to provide affordable housing to residents of the Capital Region, and it is not to be used for a short term vacation rental or left as a vacant home. The Owner therefore agrees that

for each day an Affordable Unit is occupied in breach of this Agreement, the Owner will pay to the CRD $150 for each day on which the breach has occurred and continues to occur, as liquidated damages and not as a penalty, due and payable at the offices of the CRD on the last day of the calendar month in which the breach occurred. The $150 per day amount will increase on January 1 of each year by the amount calculated by multiplying the amount per day payable on the previous January 1 by the percentage increase between that previous January 1 and the immediately preceding December 31 in the CPI.

2.4.2.2 The Owner hereby grants to the CRD a rent charge under s. 219 of the *Land Title Act* (British Columbia), and at common law, securing payment by the Owner to the CRD of the amount payable by the Owner pursuant to section 2.4.2 of this Agreement. The Owner agrees that the CRD, at its option, may enforce payment of such outstanding amount in a court of competent jurisdiction as a contract debt, by an action for and order for sale, by proceedings for the appointment of a receiver, or in any other method available to the CRD in law or in equity.

## SECTION 3.
## OPTION TO PURCHASE

3.1 Option to Purchase. The Owner hereby grants CRD an exclusive and irrevocable option to purchase the Affordable Unit during the Term at the Option Purchase Price in accordance with Sections 3 and 4.

3.2 Exercise of Option. CRD may exercise the Option only if the Owner:

(a) defaults in its obligations under Sections 2.1 or 2.2; or

(b) acquired the Affordable Unit from a previous Owner for a price which was, as of the date of closing of that transaction, greater than the Below Market Value or if the Owner was not, as of that date, a Qualified Buyer; or

(c) defaults in its obligations under any mortgage of the Affordable Unit.

3.3 Method of Exercise of Option. CRD may exercise the Option by delivering Notice of exercise of the Option to the Owner.

3.4 Effect of Exercise of Option. From and after the Notice Date, this Agreement and the Notice will together constitute a binding and enforceable contract between the Owner and CRD for the purchase and sale of the Affordable Unit in accordance with the terms and conditions of Section 4.

## SECTION 4.
## PURCHASE AND SALE

4.1 Purchase and Sale. Subject to the terms and conditions of this Section 4 and relying on the warranties and representations herein set out, the Owner agrees to sell and CRD agrees to purchase the Affordable Unit on the Closing Date for the Option Purchase Price, and the Owner agrees that, at the request of CRD, it will transfer registered title to the Affordable Unit to CRD or such other Person as CRD may designate.

4.2 Option Purchase Price. CRD will pay the Option Purchase Price, subject to adjustment pursuant to Section 4.10, to the Owner on the Closing Date.

4.3 **Repair and Maintenance**. From and after the Notice Date to the Closing Date, the Owner will take good care of the Property, will carry out all necessary repairs, maintenance, and replacements, will take reasonable care to protect and safeguard the Property and will in all other respects deal with the Property so that the warranties and representations of the Owner set out in this Agreement remain true and correct.

4.4 **Insurance**. From and after the Notice Date to the Closing Date, the Owner will ensure that all policies of insurance with respect to the Property remain in full force and effect.

4.5 **Risk**. The Property will be at the risk of the Owner up to the time the Transfer is submitted for registration at the LTO on the Closing Date and will be at the risk of CRD after the time the Transfer is submitted for registration at the LTO on the Closing Date.

4.6 **Damage**. If, prior to the time the Transfer is submitted for registration at the LTO, any damage occurs to the Property or any of the assets comprising the Property, CRD, by notice to the Owner, may elect to postpone the Closing Date for a period of not more than 30 days and may also elect:

(a) not to acquire the Affordable Unit, in which case neither party will have any further obligation to the other under this Section 4 pertaining to that particular Notice; or

(b) that the Owner assign to CRD the Owner's right to receive any and all insurance proceeds payable with respect to the damage, subject to any bona fide loss payee designation, in which case the Owner will execute and deliver to CRD an assignment satisfactory to CRD.

4.7 **Construction Warranties**. From and after the Closing Date, the Owner will assign to CRD all the Owner's rights under all warranties, guarantees or contractual obligations against any contractor or supplier who was engaged in the construction, renovation, or repair of all or any part of the Affordable Unit or any improvement to the Affordable Unit. CRD's acceptance of this assignment will not represent a waiver by CRD of the Owner's covenants, agreements, representations and warranties set out in this Agreement.

4.8 **Owner's Covenants**. The Owner will:

(a) take all proper actions and proceedings on its part to enable the Owner to transfer a good and marketable title to the Affordable Unit to CRD or such Person as CRD may designate, free and clear of all encumbrances other than Permitted Encumbrances;

(b) deliver vacant possession of the Property to CRD or such Person as CRD may designate on the Closing Date, subject to prior receipt of the Option Purchase Price by the Owner;

(c) not, from and after the Notice Date to the Closing Date, sell, transfer, dispose of or remove from the Affordable Unit any Personal Property; and

(d) both before and after the Closing Date do such other things as CRD may reasonably require for transferring to and vesting in CRD or such Person as CRD may designate title to the Affordable Unit as contemplated by this Section 4.

4.9 **Documents**. CRD will prepare the documents necessary to complete the Transaction which will be in a form and substance reasonably satisfactory to CRD and its lawyers.

4.10 **Adjustments and Credits**. The Owner and CRD will adjust, as at the Closing Date, all usual adjustments for a property similar to the Property including taxes, utility rates and any moneys owing to the strata corporation formed in respect of the Project.

4.11 **Closing**. The Owner and CRD will complete the Transaction on the Closing Date at the offices of CRD or its lawyers.

4.12 **Owner's Closing Documents**. At the closing, the Owner will deliver to CRD the following duly executed documents:

(a) the Transfer;

(b) a vendor's statement of adjustments;

(c) a bill of sale for the Personal Property and all other deeds, transfers, assignments, resolutions, consents, estoppels and other certificates and assurances as CRD may reasonably require;

(d) a certificate in confirmation that the sale of the Affordable Unit to CRD is exempt from taxes under the *Excise Tax Act* (the "GST") or, alternately, a certified cheque or bank draft payable to CRD in an amount equal to the GST payable by CRD on the Option Purchase Price; and

(e) unless waived in writing by CRD, a certified cheque or bank draft payable to CRD in the amount, if any, by which the moneys owing under and required to discharge any mortgage or mortgages of the Affordable Unit exceed the Option Purchase Price (calculated in accordance with Section 1.1.28(2)), as adjusted under Section 4.10.

4.13 **CRD's Closing Documents**. At the closing, CRD will deliver to the Owner:

(a) a purchaser's statement of adjustments; and

(b) a cheque for the Option Purchase Price, as adjusted under Section 4.10.

4.14 **Tabling**. Except for the Transfer, all documents and cheques will be tabled at the closing. CRD will cause its lawyers, on the Closing Date, to conduct a pre-registration index search of the Affordable Unit at the LTO. If that search indicates that no liens, charges or encumbrances have been registered or filed in respect of the Affordable Unit except for Permitted Encumbrances and encumbrances which the lawyers for the Owner have undertaken to discharge, the lawyers for CRD or their agents shall submit the Transfer for registration and then conduct a post-filing registration index search. If that search indicates that no liens, charges or encumbrances have been registered or filed in respect of the Affordable Unit since the pre-filing registration index search, all documents and payments will be released to each of the Owner and CRD according to the entitlement of each of them.

4.15 **Reimbursement**. If CRD waives payment on the Closing Date of the amount referred to in Section 4.12(e), the Owner shall pay such amount to CRD, on demand, with interest thereon at the rate of eighteen percent (18%) per annum, compounded monthly, from the Closing Date to the date of payment.

4.16 **Survival**. All the representations, warranties, covenants and agreements of the Owner and CRD contained in this Agreement will survive the Closing Date, registration of documents, and the payment of the Option Purchase Price.

## SECTION 5.
## RELEASE

5.1 **Release**. The Owner releases CRD and its officers, directors, employees and agents and their respective heirs, executors, administrators, personal representatives, successors and assigns absolutely and forever, from any claims the Owner may have against all or any of them for costs, expenses or damages the Owner may suffer, incur or be put to arising out of or in connection with this Agreement and from all claims arising out of advice or direction respecting the sale of the Affordable Unit or use of the Property given to the Owner by any of them or by the NPO.

## SECTION 6.
## GENERAL PROVISIONS

6.1 **Discharge of Covenant and Option to Purchase on Strata Lots not designated as Affordable Units**. The parties agree that this Agreement is intended to only apply to the six (6) strata lots to be designated by the Developer as the Affordable Units upon the filing of the strata plan for the Strata Development and concurrently with filing of the strata plan for the Strata Development this Covenant, the Rent Charge and the Option to Purchase shall be discharged from title to all of the strata lots and the common property except for the Affordable Units designated by the Developer, and this Agreement will only charge the Affordable Units. The parties will execute all such documents as may be required to complete the foregoing discharges.

6.2 **Notices**. Unless otherwise specified, each notice to the Owner must be given in writing and delivered personally or by courier to the Owner at its address shown on title to the Affordable Unit as registered in the LTO from time to time. Unless otherwise specified, each notice to CRD must be given in writing and delivered personally or by courier to CRD, Attention: Manager Real Estate Services, at the address shown on the General Instrument - Part 1 or to such other address or addresses or person or persons as CRD may designate. Notices will be deemed to have been received when delivered.

6.3 **Fees**. Each of the Owner and CRD will pay its own legal fees. CRD will pay all fees in connection with registration of the Transfer.

6.4 **Enuring Effect**. This Agreement will enure to the benefit of and be binding upon the respective heirs, executors, administrators, successors and permitted assigns as the case may be of the Owner and CRD, provided that the Owner shall not be liable for any breach of the covenant contained in Section 2.1 except as such liability relates to the period of ownership of an Affordable Unit by the Owner. If, by operation of statute or otherwise, the Option becomes or will within a period of three months become void or unenforceable as the result of the passage of time, the Owner or their heir, legal representative, successor or permitted assign, as the case may be, will, at the request of CRD, execute and deliver to CRD a replacement agreement substantially in the form of this Agreement.

6.5 **Registration**. This Agreement will be registered against title to the Lands initially and then shall be restricted to the titles to the Affordable Units upon filing of a strata plan of the Lands in the LTO subject only to Permitted Encumbrances.

6.6 **Discharge**. On expiry of the Term, the Owner may require that CRD execute and deliver to the Owner a release in registrable form of the Covenant and the Option.

6.7 **Amendment**. This Agreement may only be amended by written agreement of the parties.

6.8 **Counterparts**. This Agreement and any amendment, supplement, restatement or termination of any provision of this Agreement may be executed and delivered in any number of counterparts, each of which, when executed and delivered is an original, but all of which taken together constitute one and the same instrument.

IN WITNESS WHEREOF the parties have duly executed this Agreement by signing the General Instrument - Part 1.

## CONSENT AND PRIORITY AGREEMENT

GIVEN THAT Coast Capital Savings Federal Credit Union (the "Chargeholder") is the holder of a mortgage and assignment of rents registered against the land legally described (the "Land") in the s. 219 covenant to which this Agreement is attached (the "Covenant"), which mortgage and assignment of rents are registered in the Victoria land title office under instrument numbers CA5309605 and CA5309606 respectively (the "Charge"),

This Consent and Priority Agreement is evidence that in consideration of payment to it of $1.00 by the transferee described in item 6 of Part 1 of the Form C to which this Agreement is attached (the "Transferee"), the Chargeholder agrees with the Transferee as follows:

1. The Chargeholder consents to the granting and registration of the Covenant, Rent Charge, and Option to Purchase, and the Chargeholder agrees that the Covenant, Rent Charge and Option to Purchase bind its interest in and to the Land.

2. The Chargeholder grants to the Transferee priority for the Covenant, Rent Charge, and Option to Purchase over the Chargeholder's right, title and interest in and to the Land and the Chargeholder postpones the Charge, and all of its right, title and interest thereunder, to the Covenant, Rent Charge and Option to Purchase as if the Covenant, Rent Charge, and Option to Purchase had been executed, delivered and registered prior to the execution, delivery and registration of the Charge.

As evidence of its agreement with the Transferee to be bound by this Consent and Priority Agreement, as a contract and as a deed executed and delivered under seal, the Chargeholder has executed and delivered this Agreement by executing Part 1 of the Land Title Act Form C to which this Agreement is attached and which forms part of this Agreement.

**SCHEDULE "A"**
**PERMITTED ENCUMBRANCES**

Legal Notations:

None

Charges, Liens and Interests:

Undersurface Rights (M76301) – Her Majesty the Queen in Right of the Province of British Columbia, Inter Alia, A.F.B. 3.257.3685; A.F.B. 1.645.830 Section 172(3)

Right of Way (239846G) - The Corporation of the District of Saanich, Inter Alia, Southerly 10 Feet

**SCHEDULE "B"**
**QUALIFIED BUYER CRITERIA**

**1. Sale of an Affordable Unit by the Developer:**

In the case of the sale of an Affordable Unit by the Developer, a Qualified Buyer means:

(a) a first time home buyer, being a buyer who has not owned a principal residence for at least 5 years immediately prior to the date of purchase of an Affordable Unit;

(b) a resident of the Capital Regional District from time to time, for at least one year immediately prior to the date of purchase of an Affordable Unit;

(c) a person who provides Proof of Income that annual gross Income is, for a unit less than 500 sq. ft, up to $74,450 at time of sale or 64% of BC Housings Moderate Income for Couples Without Children, and for a unit larger than 500 sq. ft is up to $105,500 or 64% of BC Housings Moderate Income Limit for Families with Children at time of sale, for at least one year immediately prior to the date of purchase of an Affordable Unit; and

(d) a person who intends to immediately use and occupy the Affordable Unit as their principal residence and not rent or lease the Affordable Unit to any other person, nor leave the unit vacant, use it solely for a business or profession, or use it as a short- term vacation rental property of any kind.

it being understood and agreed that preferential consideration may be given to a person who meets all of the above criteria and all or some of the following criteria:

(a) a person who does not own a vehicle; and

(b) a person who satisfies such other criteria as may be applied by the NPO and CRD from time to time.

**2. Sale of an Affordable Unit by an Owner other than the Developer:**

In the case of the sale of an Affordable Unit by an Owner other than the Developer, a Qualified Buyer means:

(a) a first time home buyer, being a buyer who has not owned a principal residence for at least 5 years immediately prior to the date of purchase of an Affordable Unit;

(b) a resident of the Capital Regional District from time to time, for at least one year immediately prior to the date of purchase of an Affordable Unit;

(c) a person who provides Proof of Income that annual gross Income is between the range set from time-to-time by the NPO in its sole discretion (which shall not be appealed) for at least one year immediately prior to the date of purchase of an Affordable Unit, it being understood and agreed that the NPO may, from time to time, grant an exemption from or vary such requirement if, in the opinion of the NPO and having regard to prevailing market conditions, such exemption or variation is consistent with the continued use and availability of the Affordable Unit as affordable housing; and

(d) a person who intends to immediately use and occupy the Affordable Unit as their principal residence and not rent or lease the Affordable Unit to any other person, nor leave the unit vacant, use it solely for a business or profession, or use it as a short- term vacation rental property of any kind.

For the purpose of Schedule B:

"Income" means the total income before income tax from all sources of all persons intending to live in an Affordable Unit including, without limitation:

(a) all income from earnings, including commissions and tips;

(b) all income from all public and private pension plans, old age security and guaranteed income supplement;

(c) all income received under the *Employment and Assistance Act* and the *Employment and Assistance for Persons with Disabilities Act*;

(d) disabled veteran's allowance;

(e) alimony;

(f) child support;

(g) workers' compensation benefits;

(h) employment insurance; and

(i) Income from Assets,

but excluding the following:

(a) child tax benefit;

(b) capital gains, such as insurance settlement, inheritances, disability awards and sale of effects in the year they are received;

(c) the earnings of a person aged 18 and under;

(d) student loans, student loan equalization payments and student grants but excluding non-repayable training allowances, research fellowships or similar grants;

(e) shelter aid for elderly renters (SAFER) or rental assistance program (RAP) payments received prior to purchasing an Affordable Unit;

(f) GST rebates;

(g) taxable benefits received through employment;

(h) government provided daycare allowance; and

(i) payments for foster children, or child in home of relative (CIHR) income under the *Employment and Assistance Act*.

"Income from Assets" means computing income from assets of all persons intending to live in an Affordable Unit at a percentage per annum as determined by CRD, excluding the first $62,051.00 in assets of such persons, based on November 1, 2018 dollars, indexed over time by reference to changes from time to time in the consumer price index (all items, British Columbia) or if such consumer price index is no longer published, such substitute and comparable index as the NPO may designate.

"Proof of Income" means a tax return filed with Canada Revenue Agency or a notice of assessment from Canada Revenue Agency under the *Income Tax Act*.

END OF DOCUMENT

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**REPORT TO REGIONAL ARTS FACILITIES SELECT COMMITTEE**
**MEETING OF WEDNESDAY, MARCH 03, 2021**

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**SUBJECT** **Implementation and Implications of the Consultant's Recommendations from Stage One: A Public Conversation about Performing Arts Facilities in the CRD**

## ISSUE SUMMARY

Following the consultant's presentation of the Stage One report at their meeting of January 13, 2021, the Regional Arts Facilities Select Committee (RAFSC) requested that staff provide further information on the implications of implementing the four recommendations. The report from Stage One is included in Appendix A.

## BACKGROUND

Noting the need for a regional framework for the planning, development, and capital and operating support of regional arts facilities, the report's key recommendation is to establish a new Capital Regional District (CRD) service with that mandate.

The Stage One report describes the proposed service in general terms; however, it will be necessary for the Board to provide direction on mandate and scope before an establishing bylaw can be drafted for consideration.

The four recommendations in the report *Stage One: A Public Conversation about Performing Arts Facilities in the CRD* are summarized below;

**Recommendation 1**: *Establish CRD Performing Arts Facilities Service*

- Create a new, regional service to provide a funding mechanism and strategic planning and development for performing arts facilities that have regional impact.
- Implementation requires a new establishing bylaw to be adopted by all CRD jurisdictions.

**Recommendation 2**: *CRD Assigns Place within CRD for Regional Arts Facilities Development*

- Recommendation 2 would establish interim resources for work described in Recommendations 3 and 4.
- Enables the identified work of the proposed Performing Arts Facilities Service to begin in the period preceding the adoption of its establishing bylaw.
- Presumes support for the establishment of the Performing Arts Facilities Service in Recommendation 1.

Recommendations 3 and 4 outline information gathering and convening activities for the proposed service through either adoption of recommendation 1 or, in the interim, by adoption of recommendation 2.

**Recommendation 3**: *Regional Planning Group*

- Establishes a regional planning group for the proposed Performing Arts Facilities Service with sub groups focused on areas of sector and community concerns that include feasibility, accessibility, equity, and identifying the functional needs of creators.

**Recommendation 4**: *Explore Models of CRD Involvement in Arts*

- Convenes an ad hoc "Governance and Management Task Force" that would explore models for CRD involvement in facilities developed or subsumed under the regional service proposed in Recommendation 1.

The actions for Recommendation 1 suggest meeting with all 16 CRD jurisdictions to explore how their support of current or future arts facilities can be integrated or acknowledged within the new service. The actions also suggest there be "…a full regional as well as a back-up sub-regional funding formula for this service"; however, a "sub-regional funding formula" by definition would not reflect a fully regional service and staff attributes this comment to a misunderstanding by the consultant of how CRD services are structured and funded.

## ALTERNATIVES

*Alternative 1*
The Regional Arts Facilities Select Committee recommends to the Capital Regional District Board:
1. That staff be directed to include $150,000 in the 2021 final budget; and
2. That staff be directed to begin the process of establishing a regional service for the purposes of planning, developing and funding of performing arts facilities that have regional impact, per Recommendation 1 of the CRD Regional Arts Facilities Select Committee report *Stage One: A Public Conversation about Performing Arts Facilities in the CRD*.

*Alternative 2*
The Regional Arts Facilities Select Committee recommends to the Capital Regional District Board:
1. That staff be directed to include $75,000 in the 2021 final budget; and
2. That staff be directed to report back on options to expand participation in existing sub-regional performing arts services.

*Alternative 3*
That this report be received for information.

## IMPLICATIONS

*Legislative Implications*
To create a regional service a new establishing bylaw would be necessary, requiring elector and ministerial approval. If the service required borrowing e.g. for construction or start-up costs this also would require approval as part of the same elector and ministerial approval process. New services reliant on requisition must be established before April 10 of each year, the statutory requisition date.

For a regional service of this nature, approval can be obtained in two ways: by region-wide alternative approval process (AAP) also known as counter-petition; or, region-wide referendum.

In the past, the Inspector of Municipalities has requested regional services elector approval to proceed by way of AAP, followed by a referendum if the AAP is not successful. The consent process (AAP in the electoral areas combined with consent on behalf of each municipal participant) is also an option; however, when establishing a new service this process must be unanimous and would not be recommended nor likely endorsed by the Inspector.

Another option would be to amend an existing sub-regional service by including additional participants to result in a regional service. This would need an elector approval process for the new service participant(s) whether a municipality or electoral area, and two-thirds consent of current participants in favour of extending the existing service to add the new participants. Inspector approval of the change, as well as any change to the mandate of the existing service is required.

It is possible that the Inspector would not permit a sub-regional service's mandate to be changed beyond what was reasonable at the point the service was created; e.g., an existing arts service's mandate being broadened beyond what other participants agreed to on inception. As such, establishing a new service, rather than expanding an existing one, would generally be considered the prudent way to proceed.

*Financial Implications*
To continue development and execution of this work plan, staff require funding from all Municipalities and Electoral Areas. The ability to raise funds is impacted by statutory deadlines, and the service and financial planning processes. A high level estimated budget of up to $150,000 is required to cover the impacts in the Arts & Culture, Financial Services, and Legislative Services departments, including costs of an alternate approval process and related contracted services.

## CONCLUSION

The report commissioned by CRD Regional Arts Facilities Select Committee, *Stage One: A Public Conversation about Performing Arts Facilities in the CRD,* proposes a unified decision making framework for the planning, development and funding of regional arts facilities through the establishment of a CRD Performing Arts Facilities Service.

## RECOMMENDATION

The Regional Arts Facilities Select Committee recommends to the Capital Regional District Board:
1. That staff be directed to include $150,000 in the 2021 final budget; and
2. That staff be directed to begin the process of establishing a regional service for the purposes of planning, developing and funding of performing arts facilities that have regional impact, per Recommendation 1 of the CRD Regional Arts Facilities Select Committee report *Stage One: A Public Conversation about Performing Arts Facilities in the CRD*.

| | |
|---|---|
| Submitted by: | James Lam, Manager, Arts & Culture Support Service |
| Concurrence: | Nelson Chan, MBA, FCPA, FCMA, Chief Financial Officer |
| Concurrence: | Kristen Morley, J.D., General Manager, Corporate Services & Corporate Officer |
| Concurrence: | Robert Lapham, MCIP, RPP, Chief Administrative Officer |

## ATTACHMENT

Appendix A: Stage One: A Public Conversation about Performing Arts Facilities in the CRD

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# Report and Recommendations

December 2020

STAGE ONE

A Public Conversation about PERFORMING ARTS FACILITIES in the CRD

We acknowledge the First Nations whose traditional territories span the Capital Region: Pacheedaht First Nation, Scia'new (Beecher Bay) First Nation, T'Sou-ke Nation, Esquimalt Nation, Songhees Nation, W̱JOŁEŁP (Tsartlip) First Nation, BOḰEĆEN (Pauquachin) First Nation, SȾÁUTW̱ (Tsawout) First Nation, W̱SÍḴEM (Tseycum) First Nation, MÁLEXEŁ (Malahat) First Nation, Stz'uminus (Chemainus) First Nation, Quw'utsun (Cowichan) Tribes, Halalt First Nation, Lake Cowichan First Nation, Lyackson First Nation, Penelakut Tribe, Tsawwassen First Nation, SEMYOME (Semiahmoo) First Nation.

The initiative to facilitate a discussion on the Region's Arts Facilities Needs (RFP FT 2020-002) was commissioned by the Regional Arts Facilities Select Committee of the Capital Regional District. The facilitation of this discussion as well as this resulting report and recommendations were provided by:

Strategic Moves
Whitehorse, Yukon
www.strategicmoves.ca
ipetri@strategicmoves.ca

Making a difference...together

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# PART 1: BACKGROUND AND CONTEXT

# THE PUBLIC CONSULTATIONS

In the CRD 2019-2022 Corporate Plan the CRD Board adopted Board Initiative 12a-1 which set out to facilitate a discussion on the region's arts facilities' needs, develop an analysis of those needs, and develop recommendations for future work.

The CRD's Regional Arts Facilities Select Committee commissioned Strategic Moves, an independent consultancy in Whitehorse, Yukon, to design and lead a comprehensive public consultation process and research activities.

The scope of the work included:

- Researching and compiling an inventory and information about oversight of performing art facilities, their functions and roles within the current ecosystem
- Gap analysis
- Equity including demographic and geographic equity
- Considerations related to the intersection of local and regional interests
- Funding and sustainability
- Challenges
- Suggested modifications and improvements (short and long term)
- Partnerships
- Other relevant issues as may arise

This work commenced in June 2020 after the Select Committee took the decision to proceed with a digital engagement process due to the COVID-19 pandemic public health restrictions to gatherings. As a result the original time line was extended to December 2020.

To gain strong direction from the public consultation process, a multi-pronged, iterative and open approach using both qualitative and quantitative methods was designed.

*Stage One: A Public Conversation about Performing Arts Facilities in the CRD* was selected as the title of the project, and a wordmark was developed to ensure cohesive communications.

The CRD Arts & Culture Support Service provided its email lists as well as social media channels to promote the consultations and encourage broad participation.

To encourage further reflection and dialogue on this multi-facetted public conversation among stakeholders all results were posted online at:
**www.placespeak.com/StageOneCRD**

## Methodology

*Stage One* was designed to offer a variety of ways to encourage broad participation by community members across the entire region. We fostered a highly engaged group of several hundred performing arts workers and those who attend events throughout:

- **Online video conference conversations**
  - June 23 to 26: Four pre-consultations sessions were attended by 75 participants representing as many organizations.
  - July 21 and 22: Three 90-minute conversations were attended by 67 participants to review and contextualize the facility inventory
  - August 24 and 25: Three 90-minute conversations were attended by 25 individuals to review information about local and regional jurisdictional responsibilities as well as forecast population growth by municipality to 2038
  - September: 34 participants attended three conversations; one on September 10 focussed on gaps and opportunities for independent artists and small performing arts organizations (13 participants) and two more on September 24 and 25 to share and review online survey results.
  - October 16 to 21, Four conversations were attended by 27 individuals for a review of proposed findings and recommendations resulting from this work

In total 197 different individuals registered for this series of online consultations. Published recordings have been watched an additional 280 times.

- **Consultation website: www.placespeak.com/StageOneCRD**
  - More than 1,600 views
  - 19 individuals participated in the online discussion forum

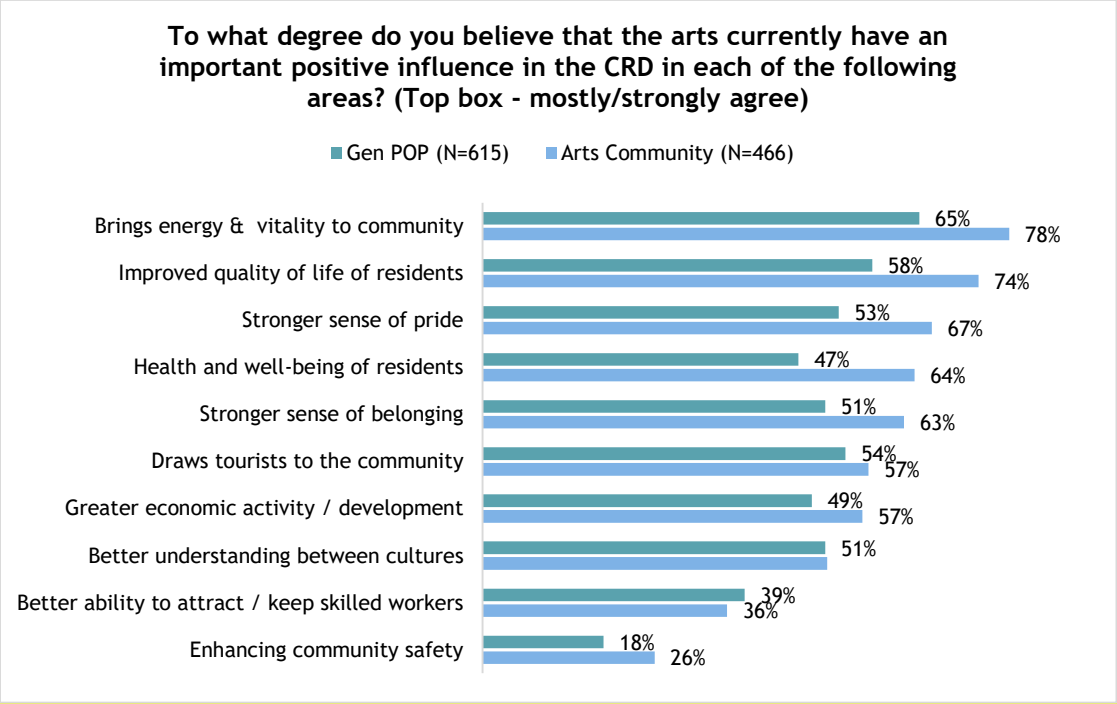
103 registered connections

- **Online Surveys**
  - An online survey open from August 10 to September 10; recruitment via a convenience sample method comprised of email invitations, social media promotion, outreach, and the Placespeak site. Results, posted on Placespeak, should not be extrapolated to the general population but reflect the respondents.

555 full responses were received; plus 80 partials. 57% reported attending but not working or volunteering in the performing arts.

- **Individual interviews**
  - 16 interviews with performing arts organizations and artists including First Nations and visible minorities.
  - Six interviews with CRD and municipal staff, Select Committee members and Cowichan Valley Regional District Arts & Culture Division regarding jurisdictional relationships and mechanisms to support arts facilities.

# VALUE AND BENEFITS OF ARTS




RESULTS FROM SURVEY OF THE ARTS COMMUNITY, SUMMER 2016 AND SURVEY OF THE GENERAL POPULATION OF THE CRD, SEPTEMBER 2016 (UNDERTAKEN AS PART OF "BUILDING OUR #ARTSFUTURE TOGETHER")

CRD residents attribute a wide range of benefits to having the arts in their communities. This finding corroborates national data sets such as *The Value of Presenting: A Study of Performing Arts Presentation in Canada* (©2013, CAPACOA/Strategic Moves).

This data shows that the more engaged residents are in the arts, the more strongly they tend to identify these benefit; in general the order of importance reported is consistent between the arts workers and attendees and the general public.

While social and health benefits for residents and the local community are most strongly associated with the arts about half of the population see the importance of arts to tourism and economic benefits as well.

***"Culture creates shared experiences that in turn create healthy and vibrant communities where culture and arts are a driving force of creativity and innovation." – Canadian Heritage***

## Economic Impact

The economic impact of arts and culture in British Columbia, and the performing arts in particular, has been outpacing growth in Canada overall According to 2018 data from Statistics Canada (Table 36-10-0452-01 Culture and sport indicators by domain and sub-domain, by province and territory, product perspective):

**Culture GDP in British Columbia was $7.6 billion in 2018**, representing 2.7% of the province's total GDP. This figure represents 17% growth since 2012, with the live performance sector having grown by 40% to $448 million during these seven years. BC growth rate meant the province caught up to Canada in terms of share of GDP: Canada's Culture GDP rose to $56 billion (12% increase since 2012), also representing 2.7% of total GDP. The performing arts sector grow only by 20% nationally over this period of time. The number of culture jobs in B.C was 98,050, or 4% of total jobs in province, which leads the country and represents a 21% increase from 2014.

Economic impact in the performing arts is primarily derived from salaries and wages as well as earned revenue. In addition to paid work in the performing arts, much of the community-arts and professional arts sector in the CRD thrives on unpaid work by volunteers to deliver major cultural, social and financial benefits: The CRD Arts Service's 2016 general population survey found that 23% of residents volunteered in the arts during the last two years. This is significantly higher than the Canadian average of about 3% annually.

BC's tourism industry has seen strong growth contributing $8.3 billion to GDP in 2018. Victoria and Vancouver Island remain excellent cultural tourism destinations attracting millions of visitors annually. The performing arts and festival sectors make a positive contribution to attracting visitors, both domestic and foreign.

***"Culture contributes 2.7% of GDP in Canada's economy. At $56 billion, the culture industry's contribution to Canadian GDP is larger than that of utilities, or accommodation and food industries which amounted to about $43 billion for each. Culture was also far ahead of the agriculture, forestry, fishing and hunting industry, which equaled $39 billion."***
***– Statistics Canada***

Previous research reported in the *Greater Victoria Arts and Culture Sector Economic Activity Study* (2012), "the *total economic activity* generated by the Greater Victoria arts and culture sector in 2012 was $177 million in net income (GDP) activity. Given the development of the arts in BC and the CRD, this figure will have risen significantly.

# PART 2: FINDINGS

# JURISDICTIONAL POWERS AND OBLIGATIONS

The Province of BC is the legal entity that creates municipal and regional government. The Province gives municipalities and regional districts broad authority to provide services that their respective municipal councils or regional district boards consider necessary or desirable. Importantly, member municipalities "lend" authority to the regional government, rather than being "under" its authority.

The basic principle behind the establishment of regional governments is to help achieve regional economies of scale, so that necessary services become more affordable than they would be, if each municipality had to create its own unique service or system. Regional government also provides flexible service arrangements in which residents only pay for the services they receive. However, there are instances where the recipients of a service do not pay for this service, either at all or equitably. This is the case with arts and culture in the capital region.

**Arts and Culture has been embraced by the vast majority of local governments across Canada due to the far-reaching social, economic and cultural benefits they engender. However, Arts and Culture is NOT a mandated service by provincial law for regional or municipal governments, leaving it up to each jurisdiction to determine its specific support activities.**

**Relevant Powers of Regional Government**

- It may establish inter-municipal or sub-regional services and funding mechanisms, such as facilities where residents within and outside a municipality benefit from a service.
- A critical element of the local government financial system is regional-joint-and-several-liability, whereby the debenture debt of one municipality or regional service is essentially guaranteed by the entire regional district.
- Regional government also provides mandated region-wide services (e.g. emergency management, solid waste)
- And it provides local government for electoral areas including waterworks and fire protection.

**Relevant Powers of Municipalities**

- Each municipality delivers services for the benefit of and with tax support from residents.
- Municipalities may, by bylaw adopted by each participating municipality, establish an inter-municipal scheme – i.e. bringing several municipalities together for a specific purpose – for any matters they have authority over.

## Regional Arts Funding Framework

The CRD has several sub-regional mechanisms in place under which it provides support for the development of arts and culture sector in the region:



ROYAL THEATRE, 1,400 SEATS

- CRD Bylaw No. 2884 established the CRD Arts & Culture Support Service in 2001. The budget is established through the annual CRD Financial Planning process and is funded by an annual property tax levied within the participating municipalities. Nine of 16 municipalities currently participate: Saanich, Victoria, Oak Bay, Esquimalt, View Royal, Highlands, Metchosin, Sooke and Southern Gulf Islands. North Saanich is not a Service participant but has provided an annual donation since 2013. Their donation in 2020 was $5,000 but has been as much as $15,000.
- CRD Bylaws 2587 and 2685 are the service agreements through which funding is provided by the funding participants of the Royal Theatre (Saanich, Victoria, Oak Bay) and the McPherson Playhouse (Victoria) to support the operations and management of the two venues. Bylaw 2587 sets the maximum funding for the Royal Theatre at $480,000 for capital and $100,000 for operating. Bylaw 2685 sets the maximum funding for the McPherson at $400,000 for capital and $350,000 for operating. No adjustments to the maximum amounts have been made since these bylaws were established in 1998 and 1999 respectively. The Royal Theatre is owned by the CRD. Its management is contracted to the Royal & McPherson Theatres Society (RMTS) through authorization enabled by Bylaw 2647. The McPherson Playhouse is also managed by the RMTS but owned by the City of Victoria that maintains a separate management contract outside of the CRD.



MCPHERSON PLAYHOUSE, 772 SEATS

- CRD Bylaw No. 3116 "Salt Spring Island Arts Contribution Services Establishment Bylaw No 1, 2003" was passed by referendum in 2004. This service provides annual funding to the Island Arts Centre Society, the owner of ArtSpring Theatre, and the Salt Spring Island Arts Council through a property tax levy on Salt Spring Island. Furthermore, the land on which ArtSpring is built is owned by the CRD and leased at no cost to the organization.

Without CRD involvement, the Mary Winspear Centre and its 310 seat theatre opened in 2001. It currently receives about $500,000 from the **Town of Sidney** where it is located and **North Saanich**. **Central Saanich** discontinued its annual grant – worth about $5,000 – in 2017.

This table shows the actual contributions, totalling more than $4.6 million, to the performing arts through these CRD Bylaw provisions for 2020 and, in the case, of the Mary Winspear Centre, through an inter-municipal arrangement. These contributions to the Arts & Culture Support Service and five arts facilities that have a regional aspect are calculated based on property value tax levies. To aid understanding the scale of contribution by each municipality, they were converted to investment *per capita*.

Of note: municipalities can and do fund additional local arts and cultural programming separate from these CRD or inter-municipal mechanisms.

| Municipality or Electoral Area | Population 2019 | Property tax levy for Arts Service * | Arts Service | Royal Theatre | McPherson Playhouse | Salt Spring (ArtSpring & Arts Council) | Mary Winspear (Not via CRD Bylaw) | per capita |
|---|---|---|---|---|---|---|---|---|
| South Gulf Islands | 4,800 | $22,000 | Group 2 (30%) | | | | | $ 4.58 |
| Salt Spring Island | 11,100 | | | | | $118,000 | | $ 10.63 |
| North Saanich | 12,300 | $5,000 | Grant to CRD | | | | $185,000 | $ 15.45 |
| Sidney | 12,700 | | left in 2017 | | | | $325,000 | $ 25.59 |
| Central Saanich | 18,400 | | | | | | Nil since 2017 | |
| Highlands | 2,500 | $7,000 | Group 2 (30%) | | | | | $ 2.80 |
| Saanich | 124,400 | $1,126,000 | Group 1 (100%) | $276,000 | | | | $ 11.27 |
| Victoria | 93,600 | $1,000,000 | Group 1 (100%) | $249,000 | $ 750,000 | | | $ 21.36 |
| Oak Bay | 19,600 | $216,000 | Group 1 (100%) | $55,000 | | | | $ 13.83 |
| Esquimalt | 19,200 | $153,000 | Group 1 (100%) | | | | | $ 7.97 |
| View Royal | 11,500 | $106,000 | Group 1 (100%) | | | | | $ 9.22 |
| Colwood | 18,500 | | | | | | | |
| Langford | 39,400 | | | | | | | |
| Metchosin | 5,100 | $13,000 | Group 2 (30%) | | | | | $ 2.55 |
| Sooke | 14,400 | $36,000 | Group 2 (30%) | | | | | $ 2.50 |
| Juan de Fuca EA | 5,000 | | | | | | | |
| **Total** | **412,500** | **$2,684,000** | | **$580,000** | **$750,000** | **$118,000** | **$510,000** | $ 11.25 |

* https://www.crd.bc.ca/docs/default-source/finance-pdf/budget-2021

# POPULATION PROJECTION

Several population trends have been forecast for the CRD for the next 2 decades that have to be considered in the context of infrastructure investments and evolving needs:

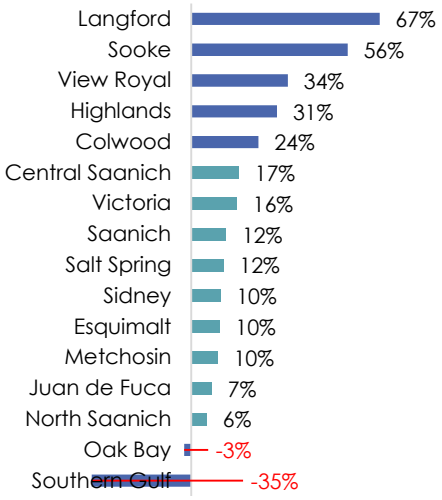
- Overall population growth of about 20%
- The fastest growing age group will be 65% and over, increasing from 22.3% to 28.5% of the total population by 2038.

Census data reveals another fast growing segment of the population: visible minorities. From Census 2001 to 2016 visible minorities grew by 85%; as a share of total population these groups comprised 8.7% (27,000) in 2001 and 13.7% (50,000) in 2016.

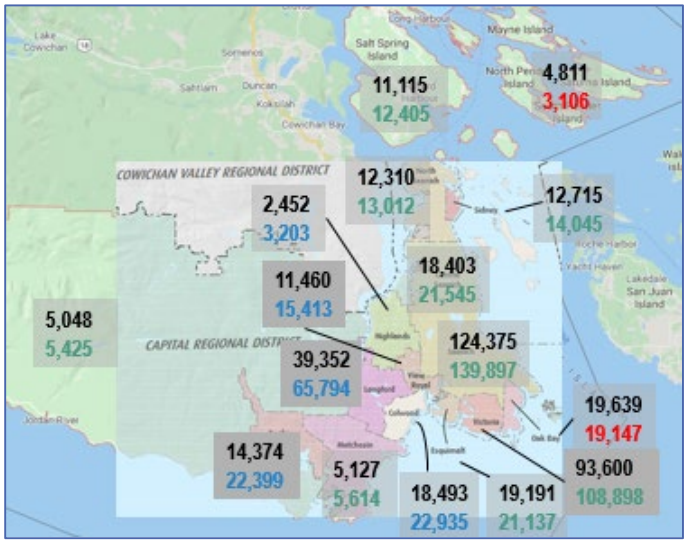
TABLE 9: CRD POPULATION AGE DISTRIBUTION 2019-2038

| Age Group | 2019 | 2028 | 2038 | 2019-2038 Change |
|---|---|---|---|---|
| 0 - 17 | 62,884 | 69,534 | 72,469 | 15% |
| 18 - 24 | 36,893 | 34,146 | 37,912 | 3% |
| 25 - 44 | 108,302 | 117,502 | 115,302 | 6% |
| 45 - 64 | 112,374 | 111,985 | 127,333 | 13% |
| 65 and over | 92,012 | 121,461 | 140,959 | 53% |
| **Total** | **412,465** | **454,628** | **493,975** | **20%** |

**Projected population growth 2019 to 2038 (CRD data)**




Population growth is projected to be most significant in Westshore communities led by Langford and Sooke. However, despite this high percentage growth forecast, the dominance of Saanich and Victoria will persist into the foreseeable future: Those two municipalities' population is expected to make up about 50% by 2038, a reduction of only 3 points compared to 2019.




In general, a growing population will put pressure on existing infrastructures and amenities including venues for the performing arts. The type of venues and their physical requirements needed change with the age composition and more diverse cultural backgrounds of the population.

## TRAVEL TIME TO PREFERRED VENUE

The 2020 Online Survey (full results posted at www.placespeak.com/StageOneCRD) revealed the length of time survey respondents reported it takes them to get to their prefered performing arts venue by whatever mode of transport they prefered.

By cross-tabulating the result with their municipal residence, we see that the great majority of respondents from Victoria, Oak Bay and Esquimal report taking less than 20 minutes. While respondents of Salt Spring and Southern Gulf Islands benefit from on-Island facilities, residents of Juan de Fuca, Sooke, and North Saanich report the longest travel time to their prefered venue.

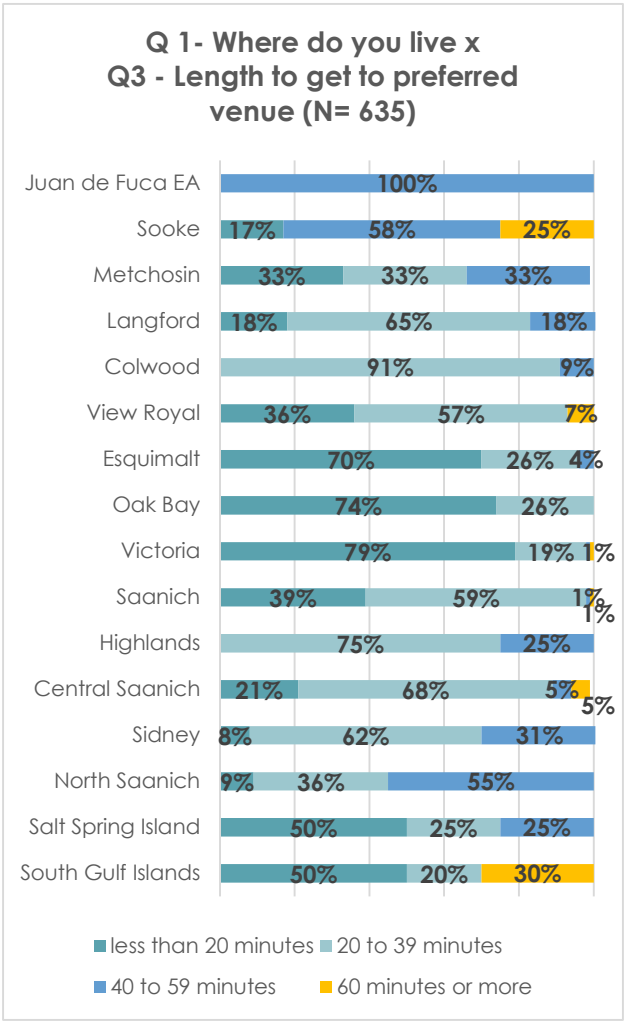
Importantly, this question did not simply ask about the closest arts facility to their residence, but their preferred one. Preference can be driven by several factors, including proximity to ones residence or work, and the types of programming respondents prefer. For instance, only one (perhaps two) venues can host large shows such as opera, symphony orchestra or Broadway. As such we can infer that longer travel times from the Peninsula are driven by programming at major theatres in Victoria, that is not available at the Mary Winspear Centre's 310 seat theatre.

A summary by the three major regions shows that Westshore and Peninsula residents report considerably longer travel times than those residing in the Centre of the region.

| Summary by regions | Westshore (N=59) | Peninsula (N=41) | Centre (N=504) |
|---|---|---|---|
| less than 20 minutes | 19% | 15% | **67%** |
| 20 to 39 minutes | 49% | **61%** | 32% |
| 40 to 59 minutes | **25%** | 22% | 1% |
| 60 minutes or more | **7%** | 2% | 0% |

The time it takes to get to a venue has a major impact on whether someone attends and at what frequency.

In short, location matters.



# FACILITY INVENTORY

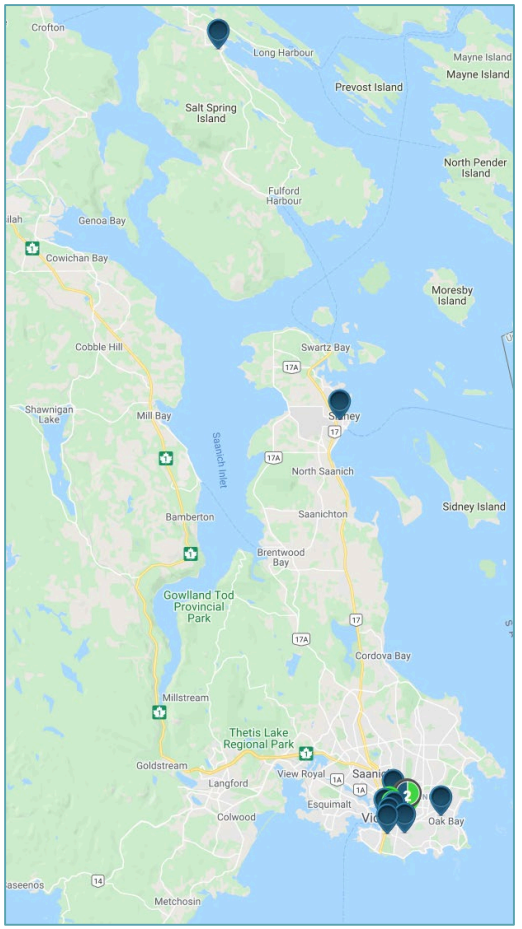
As part of this initiative, we researched and analyzed all the facilities in the CRD that can be considered part of the performing arts eco-system. The arts community asked that we not limit the inventory to *theatres*, but review a broader array of criteria. As a result we identified a long list of 180 performing arts-*related* facilities, which were narrowed to 85 facilities most relevant to this initiative:

| 14 Theatre spaces | Location | Seating |
|---|---|---|
| Canadian College of Performing Arts /Hall | Oak Bay | 51 - 150 |
| ArtSpring Theatre | Salt Spring | 151 - 300 |
| Mary Winspear Centre/ Charlie White Theatre | Sidney | 301 - 500 |
| Belfry / BMO Financial Group/Studio Theatre | Victoria | 51 - 150 |
| Belfry / Patrick Stewart Theatre | Victoria | 151 - 300 |
| Intrepid Theatre Club | Victoria | 1 - 50 |
| Intrepid Theatre Metro Studio | Victoria | 151 - 300 |
| Langham Court Theatre | Victoria | 151 - 300 |
| McPherson Playhouse (RMTS) | Victoria | 501 – 1,000 |
| Paul Phillips Hall / Fernwood (Theatre Inconnu) | Victoria | n/a |
| Roxy Theatre (Blue Bridge Repertory Theatre) | Victoria | 151 - 300 |
| Royal Theatre (RMTS) | Victoria | 1,001 – 2,000 |
| St. Ann's Academy National Historic Site Auditorium | Victoria | 151 - 300 |
| Victoria Conservatory of Music: Alix Goolden Perf Hall | Victoria | 501 - 1000 |

Seating capacity ranges widely, with six theatres seating 151-300, four theatres with capacity above 301 and the remaining four are smaller venues.

Additionally, the Victoria Conservatory has two recital halls with seating below 150.

11 (79%) of these theatres are located in Victoria.



We identified a range of dance, music and theatre studio spaces suited for some rehearsals and performances.

| 23 Studio Spaces | Location | Seating |
|---|---|---|
| Canadian College of Performing Arts / Studios (B,C,D,E,F) | Oak Bay | n/a |
| Cedar Hill Recreation Centre / Dance studio | Saanich | 51 - 150 |
| Dance Unlimited studio | Saanich | n/a |
| Gordon Head Recreation Facility / Dance Studio | Saanich | 1 - 50 |
| Kaleidoscope Theatre for Young People | Saanich | 51 - 150 |
| Passion and Performance Studio | Saanich | n/a |
| Hilltop House Concerts | Sooke | 1-50 |
| Ballet Victoria studio | Victoria | n/a |
| Bashirah Middle Eastern Dance Studio | Victoria | n/a |
| Baumann Centre / Wingate Studio / Pacific Opera | Victoria | 1 - 50 |
| Centennial United Church / Dance studio | Victoria | n/a |
| Dance Victoria Studios | Victoria | 1 - 50 |
| Draw Heart Studio | Victoria | n/a |
| Fisgard St. Forum Studio | Victoria | n/a |
| Hidden Gem Studios | Victoria | n/a |
| Maple Leaf School of Russian Ballet | Victoria | n/a |
| Pro Jam Space: Alpha Studio | Victoria | n/a |
| Pro Jam Space: Li'l Beta Studio | Victoria | n/a |
| Pro Jam Space: Pembroke Studio | Victoria | n/a |
| Pro Jam Space: Quadra Studio | Victoria | n/a |
| Subculture Club | Victoria | 1 - 50 |
| Theatre SKAM / Meeting Room/Secondary Studio | Victoria | n/a |
| Theatre SKAM / Primary Studio | Victoria | 1-50 |
| Theatre SKAM / Satellite Studio | Victoria | n/a |

Finally, there are a number of outdoor spaces that are used for performances and festivals. Of these 13 spaces, two are in Sidney, and one each in Highlands and Colwood, the remaining nine are in Victoria.

| 13 Outdoor Spaces |
|---|
| Fort Rodd Hill and Fisgard Lighthouse National Historic Sites - Colwood |
| Caleb Pike Heritage Park - Highlands |
| Mary Winspear Centre / Blue Heron Park - Sidney |
| Sidney Pier Bandshell |
| Victoria / St. Ann's Academy National Historic Site / Academy Green |
| Victoria / Bastion Square |
| Victoria / Cameron Bandshell / The Stage in the Park |
| Victoria / Inner Harbour (Lower Causeway, Ship Point, Belleville Street Forecourt & Upper Plaza) |
| Victoria / Parliament Buildings |
| Victoria / Royal Athletic Park |
| St. Ann's Academy National Historic Site / Novitiate Garden |
| Victoria Public Market at the Hudson |
| Victoria's Spirit Square at Centennial Square |

Within educational institutions from secondary schools to universities, there are over 30 performing arts spaces. 19 of them are theatre spaces that can be rented by arts groups outside the educational system, even though access tends to be limited. Some of these facilities accommodate regular performances such as those by the Sooke Community Theatre and Four Seasons Musical Theatre. The Victoria Symphony has begun using Farquhar Auditorium at University of Victoria for some regular season concerts.

| **19 Theatres in Educational Institutions**<br>**GVSD = Greater Victoria School District* | **Location** | **Seating** |
|---|---|---|
| Camosun / Gibson Auditorium | Oak Bay | 151 - 300 |
| Camosun / Na'tsa'maht - The Gathering Place | Oak Bay | 51 - 150 |
| UVIC / Farquhar Auditorium | Saanich | 1001 - 2000 |
| UVIC / Philip T. Young Hall | Oak Bay | 151 - 300 |
| UVIC /(Phoenix Theatre) Roger Bishop Theatre | Oak Bay | 151 - 300 |
| UVIC / (Phoenix Theatre) Chief Dan George Theatre | Oak Bay | 151 - 300 |
| UVIC / (Phoenix Theatre) Barbara McIntyre Studio | Oak Bay | 51 - 150 |
| Pearson College / McConnell Theatre in the Max Bell Hall | Metchosin | 151 - 300 |
| Teechamitsa Theatre @ Royal Bay Secondary | Colwood | 301 - 500 |
| GVSD* / Esquimalt High School Theatre | Esquimalt | 151 - 300 |
| Isabelle Reader Theatre @ Spencer Middle School | Langford | n/a |
| Glenlyon Norfolk School Theatre | Oak Bay | n/a |
| GVSD / Dave Dunnet Community Theatre | Oak Bay | 301 - 500 |
| GVSD / Dave Dunnet Drama Black Box Teaching Space | Oak Bay | n/a |
| GVSD / Reynolds High School Theatre | Saanich | 151 - 300 |
| GVSD / Spectrum Community School Theatre | Saanich | 151 - 300 |
| Ridge Playhouse Theatre @Claremont Secondary / Four Seasons Musical Theatre | Saanich | 151 – 300 |
| Edward Milne Community School / Sooke Community Theatre | Sooke | 301 – 500 |
| GVSD / Vic High Theatre | Victoria | 151 – 300 |

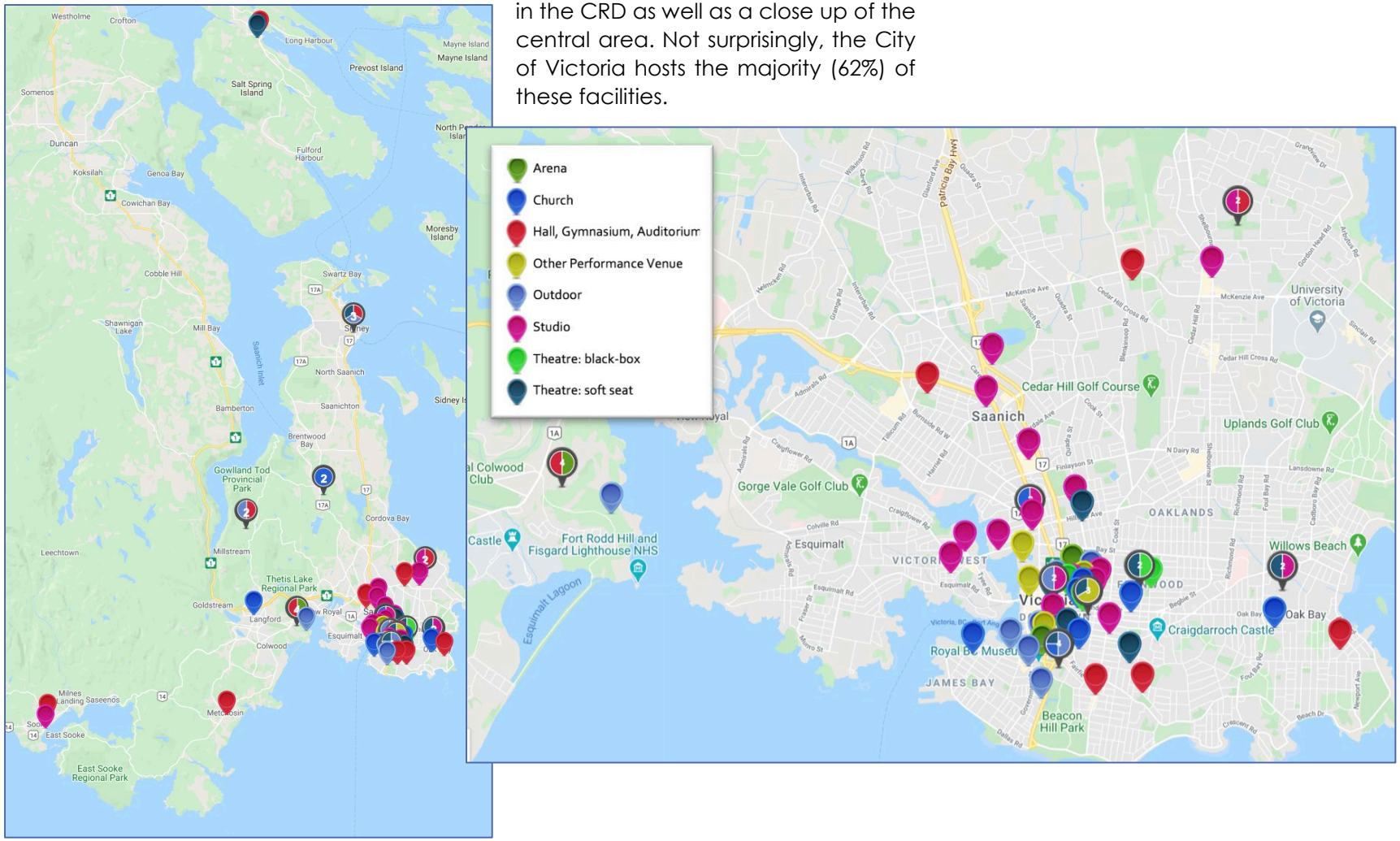
Most of these spaces in educational settings have a greatly limited ability to handle longer rehearsal periods needed for much of the performing arts.

While Oak Bay and Saanich dominate this listing, four of the schools are located in four different Westshore communities.

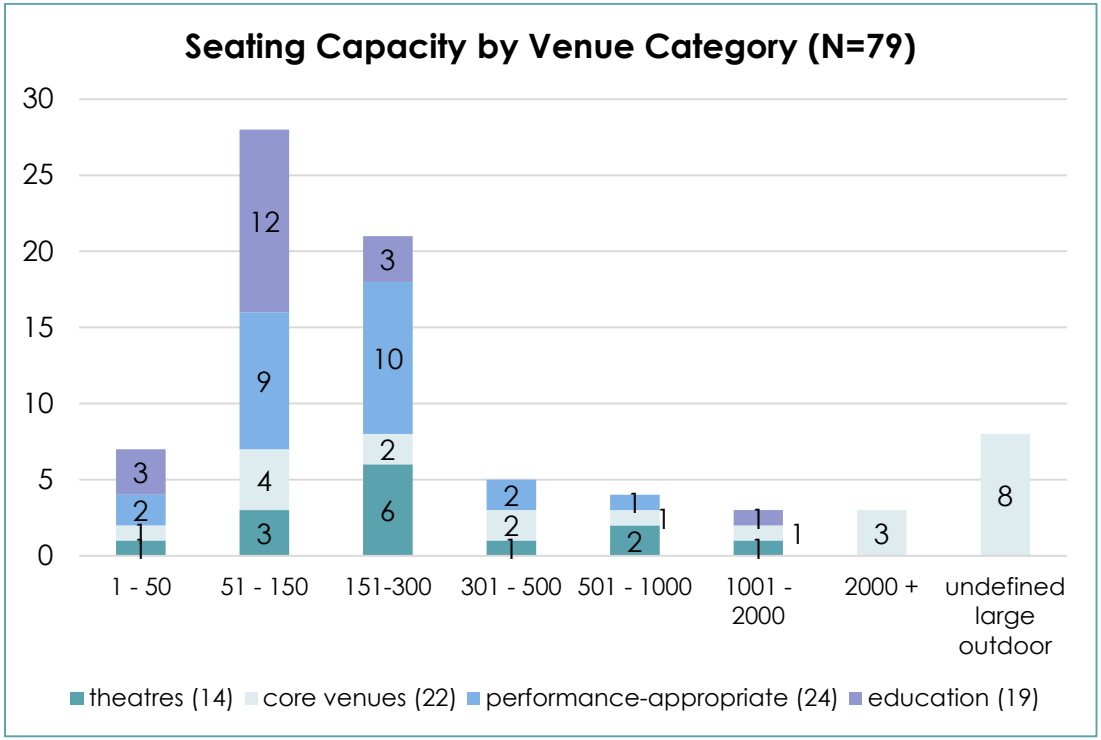
Additionally, there are three **arenas:** Juan de Fuca Arena (501 – 1,000), Juan de Fuca Lower Park, Save-On Foods Memorial Centre both with capacity of more than 2,000. Three privately run outfits in Victoria provide flexible **event spaces**: Sunset Labs, Vinyl Envy (each 51 to 150) and The Rubber Boot Club (151-300).

Other spaces that can be used for performances, but have other primary functions include churches, auditoriums, banquet halls, legion halls, lecture halls, bars and restaurants.

These two maps show 79 performing arts-related venues except educational institutions in the CRD as well as a close up of the central area. Not surprisingly, the City of Victoria hosts the majority (62%) of these facilities.



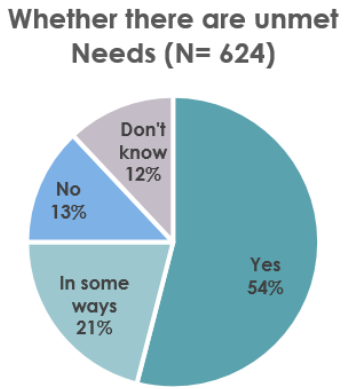
This chart summarizes the capacity of various venues. There is a range of facilities with various capacities in the CRD, with the vast majority in Victoria and the central core municipalities (Saanich and Oak Bay).




## Gap Analysis

As indicated earlier, availability of many facilities is a major concern, and not only as it relates to the educational facilities. There are major concerns among independent artists, producer and performing arts companies being able to access the right space for the work they need to do.

When asked in the Online Survey, whether there are needs that are NOT MET by existing performing arts facilities within the capital region, whether for professional productions or community based performances, more than half of the respondents said *yes* and another 1 in 5 said *in some ways*.



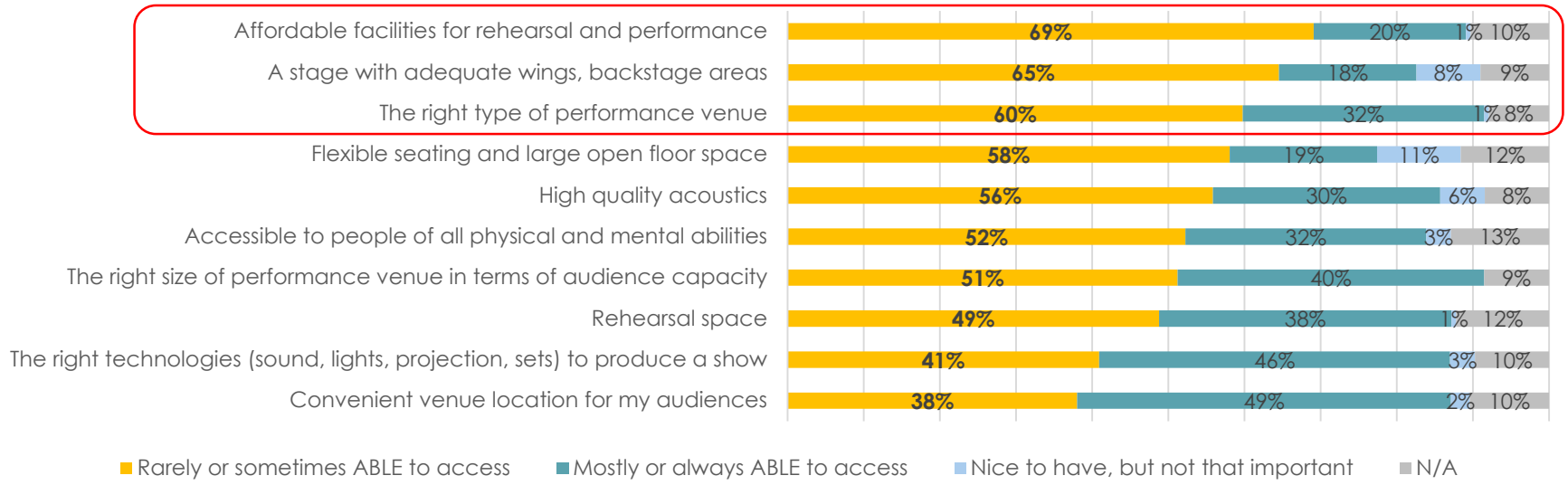

Tis view was somewhat stronger among artists and producers (N=197): 68% said *yes*, there are unmet needs, and another 18% said *in some ways*.

When analyzing the survey responses by region, the results are very similar in terms of unmet needs for respondents both from the Westshore and Centre. Respondents from the Peninsula reported the highest *No* and *Don't know* with almost half.

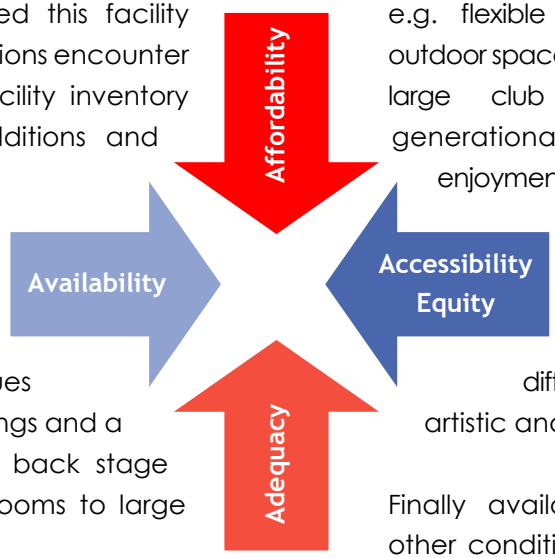
We followed by asking artists and producers about their experience with access to performing arts facilities. This subgroup of 166 survey respondents identified that they rarely or never were able to access affordable facilities, adequate facilities, and the right type of venue followed by several other access issues.

| By region | Westshore (N=59) | Peninsula (N=41) | Centre (N=506) |
|---|---|---|---|
| Yes | 59% | 29% | 56% |
| In some ways | 22% | 24% | 21% |
| No | 14% | 20% | 12% |
| Don't know | 5% | 27% | 11% |

**Please indicate whether you are able to access various types of performing arts facilities that you need. (N=166 Artists/art orgs)**



During online consultations with the arts sector, we reviewed this facility inventory and identified gaps different people and arts organizations encounter with the current array of facilities. Indeed we shared the facility inventory spreadsheet online and invited participants to provide additions and corrections.




We learned that there are four main pressures in terms of current facilities. There are serious concerns about both the affordability and adequacy of existing facilities for the specific works artists and producing companies wish to produce. The issues about adequacy range from the stage itself, such the lack of wings and a large enough orchestra pit at the Royal Theatre, or limited back stage amenities, to the amenities from adequate number of washrooms to large enough lobby spaces and bar service.

There was extensive feedback about the lack of physical accessibility both front-of-house and especially back-of-house in all venues. It was felt that the oldest venues have the greatest challenges to modify for greater accessibility; those with awareness of the aging population in the region felt that this will become an ever more important challenge to resolve. Further, participants reported that few efforts were made to retrofit buildings to become fully and adequately accessible.

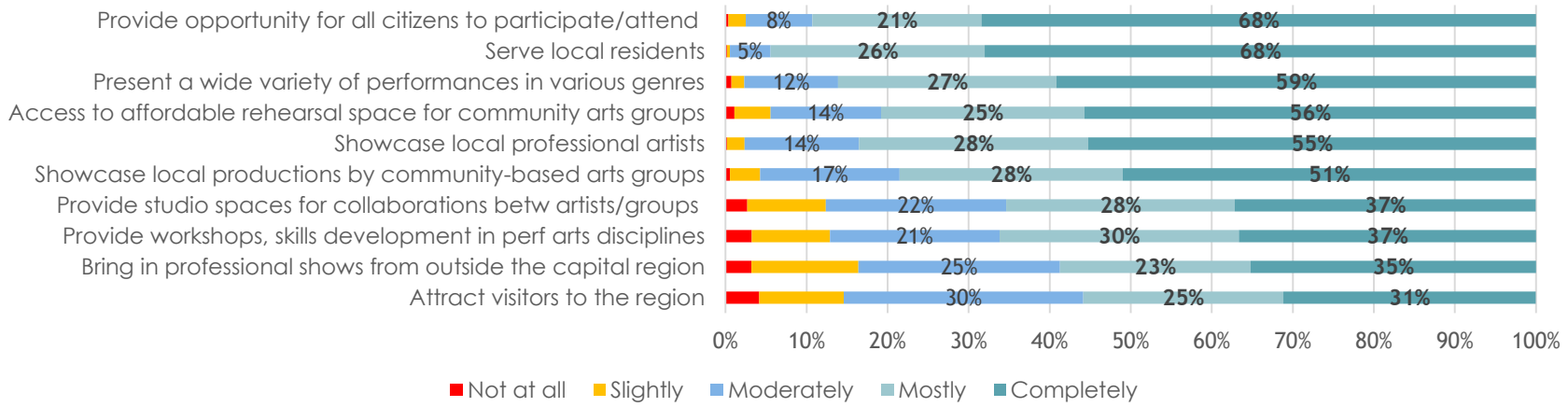
There were also many comments about access by equity-seeking groups being a major challenge. This, at least in part, results from the focus on European performing arts and performance methodologies which are not, in fact, universally shared. Performing arts spaces that easily and flexibly adapt to different cultural performance modes, or where several generations can enjoy performances have not been a requirement in the past: e.g. flexible seating, flexible indoor / outdoor spaces with a club atmosphere, a large club designed with multi-generational patron comfort and enjoyment in mind. As Canada and the CRD becomes more diverse, it is important to consider how to embrace the work of people from different backgrounds and artistic and cultural practices.

Finally availability matters once the other conditions for use are met. Here the sheer size of the local arts community results in very high demand for facilities of many different sizes and for different purposes. For those without a dedicated facility relationship, i.e. the majority of artists, these four factors together present a serious restriction to their ability to develop work, to build their careers, and to grow viable revenue streams both through public funding and earned revenue.

The needs are quite different for different arts organizations. Smaller companies and productions require spaces at the right size, time and space for rehearsal and to build shows, and have the time to develop their work; while the major institutions have highly specialized needs for Symphony and Opera, in particular, that are not fully met at the Royal Theatre, where rental rates and availability of coveted weekend dates had become a flash point.

In the Online Survey we asked how important are each of the following functions of performing arts facilities to a healthy, vibrant region. Respondents strongly favoured providing opportunities for all citizens to participate in or attend performing arts events and serving local residents. Access to a variety of genres, as well as affordability for community arts and showcasing local artists and productions followed quite closely. While local residents didn't consider tourism or touring shows as highly, this does not mean they aren't important in the overall mix; patrons do seek a great deal of variety and professional quality as is evidence in actual ticket buying behaviours.

**Importance of functions of performing arts facilities for healthy, vibrant region. (N = 558, All)**



# Financial Management for Arts Facilities

These 15 not-for-profit performing arts organizations are running facilities within the CRD:

1. Island Arts Society (soft-seat ArtSpring Theatre on Salt Spring Island)
2. Salt Spring Arts Council (Mahon Memorial Hall, auditorium, in Salt Spring Islands)
3. Mary Winspear Centre Foundation; Saanich Peninsula Memorial Park Society (Charlie White Theatre, soft-seat; Bodine Family Hall, auditorium; Blue Heron Park, outdoor; all in Sidney)
4. Canadian Heritage Arts Society (soft-seat Canadian College of Performing Arts' Performance Hall in Oak Bay)
5. Victoria Conservatory of Music (soft-seat Alix Goolden Performance Hall; Winifred Wood Recital Hall; Westhills Recital Room)
6. Ballet Victoria
7. Belfry Theatre Society (soft-seat Patrick Stewart Theatre; black-box Studio Theatre)
8. Blue Bridge Theatre Society (soft-seat Roxy Theatre)
9. Dance Victoria Society
10. Intrepid Theatre Company Society (2 black-box theatres: Intrepid Theatre Club and Metro Studio)
11. Kaleidoscope Theatre for Young People
12. Langham Court Theatre Society (soft-seat theatre)
13. Pacific Opera Association (Baumann Centre, studio space)
14. Royal and McPherson Theatre Society (Royal Theatre and McPherson Playhouse)
15. Theatre SKAM Society

Eight of these organizations receive a CRD Arts & Culture Support Service operating grant. Their total annual budgets range widely from $500,000 to $5,000,000.

## Level of Public Funding

- For nine of the 15 organizations, government funding constitutes less than 25% of their annual budgets.
- For four organizations it makes up 25% - 50%
- Two organizations receive more than 50% from government sources.

To be eligible for federal operational funding through the Canadian Arts Presentation Fund requires that the venue has a curatorial presentation program. The Royal and McPherson Theatre Society (RMTS) is a rental facility and therefore cannot access this fund. This significantly reduces its grants from government which is limited to the regional level.

Federal Cultural Spaces infrastructure funding is available to all of these organizations. However, it appears as though major capital investment will require a concerted and cohesive regional approach to succeed, rather than individual asks from several different organizations.

This chart shows revenue sorted by earned review from highest to lowest percentage.

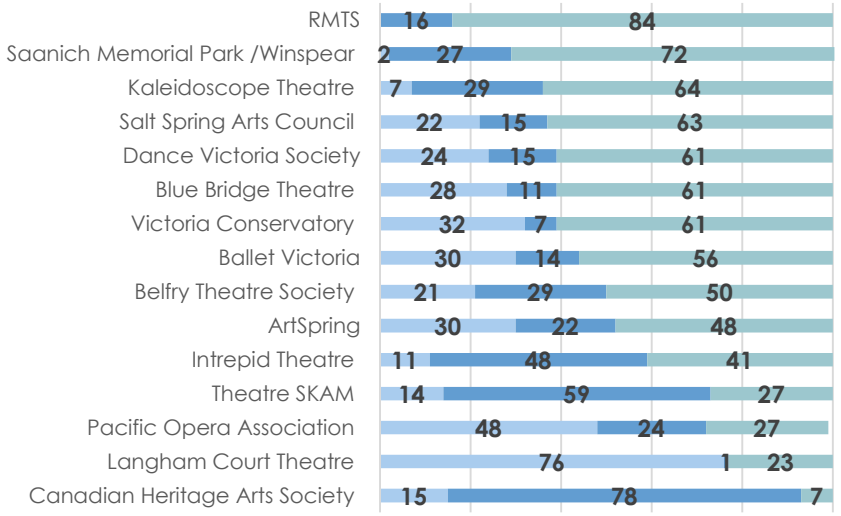
The Royal and McPherson Theatre Society had 84% earned revenue and a quite low 16% in municipal/regional support. In its latest financials public support dropped to 11% as earned rental revenues increased. The only other facility that has a similar financial model is the Mary Winspear Centre in Sidney. These facilities have the highest level of earned revenue of all examined.

All other arts organizations that manage facilities have a considerable percentage in donations and gifts and, in most cases, a higher percentage of government support. Some of those organizations receive support from federal, provincial as well as municipal/regional funding, due to their curatorial presenting programs and other programs taking place at their facilities.

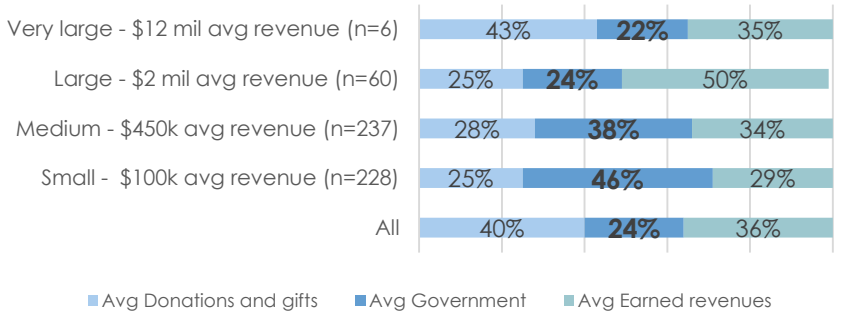
As a point of comparison, we reference the only source of publicly available data: the federal Canada Arts Presentation Fund analyzed by CAPACOA in 2014. The results show that on average 24% of revenue comes from government sources; the smaller the organization, the higher the public contribution. Arts organizations in the CRD tend to receive lower levels of support from public sources.

The only two arts organizations showing a significantly higher public contribution are those with extensive educational programming, Theatre SKAM and Canadian Heritage Arts Society (College of the Performing Arts).

**Revenue Streams of Arts Organizations with Facilities (in % of their annual budget - for 2018 - from CRA)**




**Canada Arts Presentation Fund recipients (10 year data 2003 to 2013; CAPACOA/Canadian Heritage)**



## GOVERNANCE OF ARTS FACILITIES

The majority of these theatre facilities are owned and operated by not-for-profit arts organizations, and managed by internal staff reporting to a board of directors. Some of these venues both rent their facilities and present their own work or curate presentations. Some work in ongoing partnerships whereby rental clients are treated as partners with a high degree of services.

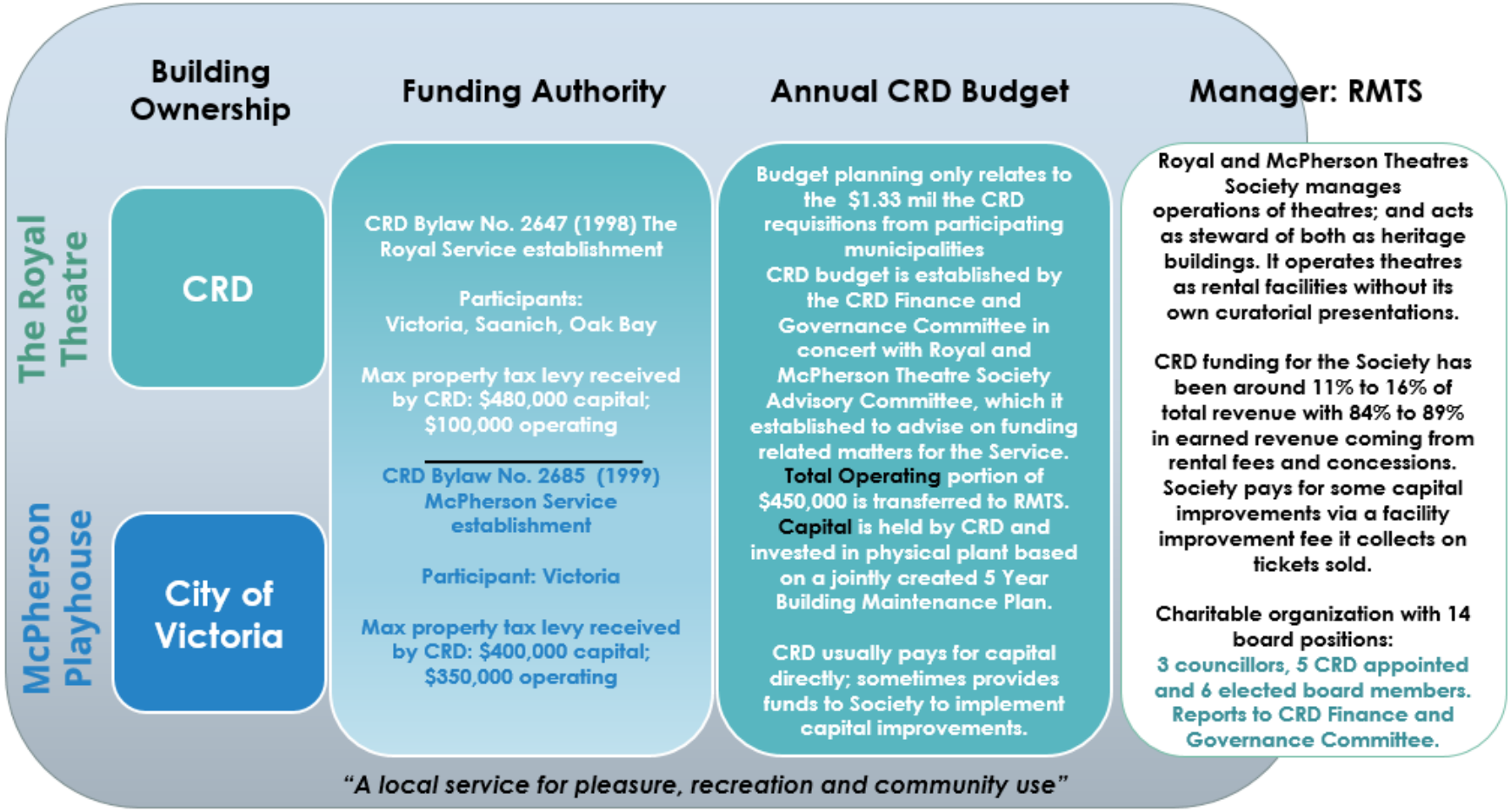
There are also a variety of other ownership models within the capital region, ranging from municipal ownership for a range of outdoor spaces, the McPherson Playhouse (City of Victoria), CRD ownership of the Royal Theatre on behalf of three municipalities (City of Victoria, Saanich and Oak Bay), to private ownership of studio spaces, churches and non-arts not-for-profit organizations.

Each model can be successful. Key appears to be a clear mandate and vision, and to nurture good relationships and effective, clear communications between venue owner, management, producers, user groups / rental clients so that expectations are known.

In consultations with independent artists and smaller arts organizations, we heard that their main issue was that facility planning horizons were often difficult to work with, as their funding often wasn't in place early enough to get their preferred show dates. This is a systemic issue everyone deals with. In general, there was a great deal of collegiality within that part of the arts eco-system and a sense of a common understanding of the challenges each part has to deal with. These artists also required far more access to adequate rehearsal spaces than is available. Many felt this was more difficult to find than performance spaces, as rehearsal periods tended to extend over several weeks.

We also heard a great deal of feedback about the way the Royal Theatre and McPherson Playhouse had been operated. There were signs of a fractured relationship between the RMTS as operating society, and major arts organizations that rely on these theatres to present their works. It appears as though the new leadership at the RMTS has made progress on shifting toward more productive relationships. Nonetheless, there is a persistent lack of understanding how the Royal and McPherson ownership and management is structured. An area of concern relates to the sense that no-one was accountable to the user groups or arts community at large for the way these two major theatres are used. And there are sets of assumptions and expectations that appear to have been hardened by years of difficult community relations. As such, we have worked to better understand the governance model for these two theatre and how the public funding flows.

## Governing the Royal Theatre and McPherson Playhouse



We offer the following observations about the financial relationship between the CRD, the two theatres and the Society that manages them:

- The CRD collects $1,330,000 each year from the three participating municipalities through the two service agreements.
- Operating funding of $450,000 that the Society receives pays for direct expenses to turn lights on in the two theatres; it does not pay for its administrative or technical staff – and, as mentioned, the Society does not have a curatorial performing arts program of its own. This is in contrast to operating funding that arts organizations receive which they can use for a wide variety of operating and programming expenses.
- The CRD Finance and Governance Committee holds the capital portion of $880,000 and handles the financing related to capital improvements directly; there is a mutually agreed on 5-year building maintenance and upkeep plan. Sometimes, the CRD forwards capital funding to the RMTS to implement agreed-on capital improvements.
- The Society pays for some capital improvements out of its earned revenue including a facility ticket surcharge; the Society does not derive a private benefit from doing so.
- The Society is a typical roadhouse manager; the theatres are available for rent by arts producers, promoters or presenting organizations within and from outside the CRD. Roadhouses tend to work to optimize their rental revenue.
- Some roadhouses curate an arts presentation program of their own. Having a curatorial program would open new avenues of potential public funding from other levels of government, even as it injects additional risks into the operation.
- Despite its charitable status, the Society has not solicited donations, until mid-2020 when it began a Raise the Curtain campaign soliciting donations to aid in COVID-19 recovery. The RMTS has not received any increases in regional funding in more than 20 years, despite significant inflation during these years. This intensifies the need to run an effective, diversified revenue generating rental program with a focus on increasing revenues to keep up with its obligations and secure the Society's long-term viability.

**Concern: Lack of Participation by all Municipalities**

Both theatres are frequented by residents from every municipality in the CRD, not only those that are participating via the CRD Service Agreement. The non-participation by the great majority of municipalities, violates the rational for having regional government services. The CRD like all regional governments uses bylaws and service agreements as a way to ensure that residents pay only for the services they receive and to build economies of scale for various services that otherwise would be difficult or impossible to afford. In this case, three municipalities are paying while the benefits are enjoyed by all municipalities and their residents. Arguably, the longer a regional service exists without full participation, the harder it becomes to shift toward a shared financial responsibility model for these two theatres. Perhaps as a consequence no other regional arts facilities with CRD involvement exist today.

**Concern: Accountability and Responsibility is Unclear**

It has been said that when it comes to the Royal and McPherson *the buck stops nowhere*. When conflicts have arisen, for instance, recent disputes between three local rental clients for the Royal Theatre and RMTS management about rental rates and availability of dates, there has been no sense of recourse.

Neither the CRD as owner, nor the three participating municipalities have taken any responsibility for providing direction to the Society or provided any answer on how they view rental rates at the theatres. They have said they want the Society as manager and the rental organizations to sort out their differences.

However, it is notable that the CRD and the three municipalities are not, in fact, merely funders of these publicly owned theatres. The RMTS Board of Directors includes one municipal councillor from each of the participating municipalities and the CRD appoints five additional individuals to the Board. That means that eight of 14 positions, i.e. the majority of board members, are selected by the municipal and regional government.

The Board of Directors has oversight over operational and administrative policies and a role in providing the strategic direction of the RMTS. In actual fact, it is not clear what, if any, direction municipal councillors take from their municipal council and whether the appointed board members receive or take any direction from the CRD at all. It is clear that all board members of a charitable not-for-profit society are expected to act in the best interests of the organization; they are not supposed to represent other entities on the board or act in the interests of any other organizations while acting as director. (source: https://www.bclaws.ca/civix/document/id/complete/statreg/15018_01#section52)

**Concern: Divergent Views on Purpose and Priorities**

Throughout these consultations there has been a consistent thread suggesting that the role of the Royal Theatre and McPherson Playhouse should be to support the local arts community and that the RMTS has been falling short for years. Instead what is specified in the Bylaw is that the theatres are converted to "*a local service for pleasure, recreation and community use.*" Simply put this broad service description provides no clarity on how to interpret *community use*, and whether it should be interpreted as use by residents or use by local arts groups. The notion that the local arts community should benefit from these two publicly supported theatres might be a natural assumption. Yet, the RMTS' operational funding from the CRD does not leave slack to subsidize local rental clients. Nonetheless, over two decades the RMTS has extended discounted rates to the three primary local clients and given preferential access for rehearsal.

**Good Relationships Thrive with Good Communications**

It appears as though an adversarial relationship grew between the RMTS and parts of the local arts community over many years. Perceptions of RMTS as an organization have been often quite negative, despite or perhaps because of the major role it plays in managing the two pre-eminent theatres in the CRD. As a facility manager, the RMTS is in the business of renting these theatres sustainably while stewarding these heritage assets for the public good. Good relations are in everyone's best interest. To build those requires mutual understanding and trust, clear and consistent communications. With a change in RMTS senior leadership in early 2020, a new approach has been evident and appreciated by some who have felt grievances in the past.

**Lessons**

- The CRD appears to not particularly wish to be involved in running the theatres. But due to its ownership, the funding mechanism and appointing some board members, the CRD may wish to clarify its specific involvement in the two theatres, how it appoints board members and what, if anything, it expects them to accomplish. In publicly articulating the specific lines of authority and responsibility related to ownership, as well as management and day-to-day operational decision-making unambiguous clarity could be achieved.
- This report focusses on the flow of public money from the participating municipalities to the operating Society because of confusion amongst participants in this conversation about arts facilities. Indeed, we pieced together from several sources: the financial picture from RMTS financials in Canada Revenue Agency's charitable directory listing which only provided limited insight, asking for and receiving the Society's annual financial statements and reviewing CRD and municipal annual budget documents. Furthermore, the bylaws in question were difficult to locate online and the contract between the CRD and RMTS is not available online. There is little information in the public sphere about the financial relationship and governance mechanisms.
- When public confusion or mis-perceptions about governance, financing and decision-making at the RMTS persist, the most effective antidote is to address them as early as possible with open and transparent information sharing in a coordinated, clear manner.
- Open, clear and consistent communications are at the heart of building trust and understanding.

## Municipal Role in Arts Facilities

All across Canada municipal or regional governments have deep involvement in performing arts and other cultural facilities, from public galleries to libraries and museums. The roles local government takes vary:

- Owner and operator with city staff managing, presenting and renting the facility
- Owner with a not-for-profit society as operator
- Funder only

All models are and can be successful. Competent management, effective leadership, collaborative mindsets are all necessary ingredients to ensure a well-functioning, mutually supportive and engaged arts community – venue operator relationship.

The Mary Winspear Centre is owned by the Saanich Peninsula Memorial Society. It replaced Sanscha Hall which was originally built in 1958. In 1995 a $6 million proposal to build the new facility was issued by the Society and supported by a successful capital fundraising campaign by the Sanscha Community Cultural Centre Foundation (now Mary Winspear Centre Foundation). The new Centre opened in 2001. The Town of Sidney provides annual operational funding and pays for a parking agreement using land of the Society.

## Regional Funding

The financing of regional facilities and regional arts programming has been fragmented with sub-regional services as well as inter-municipal arrangements. In a growing region with a burgeoning arts scene there are many pressures to content with. Growing and strengthening the performing arts eco-system further will bring a wide range of benefits and impacts on the social, and economic health of the region and its people. Establishing suitable financing mechanisms to achieve that aim should be a priority.

Of note, the Cowichan Valley Regional District, succeeded in 2016 to establish a full regional arts and culture service.

## STRONG PUBLIC SUPPORT FOR CRD FUNDING ROLE

Between 1995 and 2001, many decisions were taken by the CRD and interested municipalities to strengthen and develop the arts through support for facilities in the CRD:

- Royal ownership change and Royal and McPherson service establishing bylaws passed in late 1990s
- Arts & Culture Support Service established in 2001
- Salt Spring referendum established property tax levy for two arts organizations and facilities in 2004

Since then the region has continued to grow quickly. And in the next 20 years the region is expected to close in on half a million residents. But no other performing arts facility has come about to absorb the increased level of arts activity along with population growth.

Currently there are a number of proposed projects in various stages of ideation and planning including:

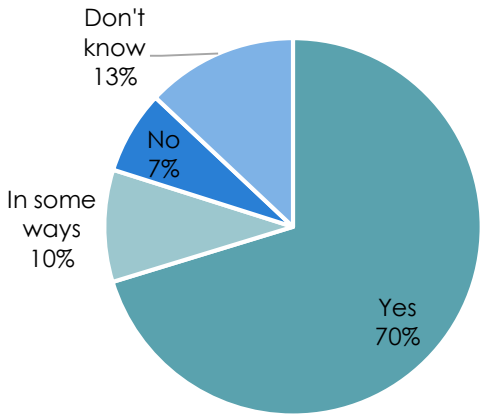
- Juan de Fuca Performing Arts Centre in Colwood
- City of Langford performing arts centre
- Victoria Conservatory of Music partnership with a developer to move into a new space
- Arts On View Society is pursuing an acquisition of 753/751 View Street
- Salt Spring Community Theatre Society looking to create community arts facility for non-profit groups in Ganges, perhaps in the Salt Spring Middle School that may be closing

Others initiatives may emerge with both local and regional aspirations.

Over the years, other projects have been abandoned as the political will and financing have not materialized. At least in part this appears to result from other levels of government feeling hard pressed to support a multitude of projects in the same area without meaningful coordination between the interested parties. The federal government should not be expected to pick and choose among local initiatives. Rather those who are engaged locally need to work together to build a strong coalition with clearly defined priorities and line up the local government and financial supports.

In the online survey, there was some concern whether establishing a new service will mean an automatic increase in property tax bills to pay for it. Importantly, like all services a regional government provides, it does so with the support of the member municipalities, citizens and stakeholders

Q15. Do you believe there is currently a clear, compelling case for funding of performing arts facilities by the CRD as the regional government? (N=562)




Among sub-groups there was some variance in emphasis, but the basic results persisted:

Attendees

69% say *yes* / 4% *no* / 15% *don't know*

Venue staff

69% say *yes* / 19% *no*, 13% *don't know* Creators/Performers/ Producing companies

78% say *yes* / 10% *no*; 7% *don't know*

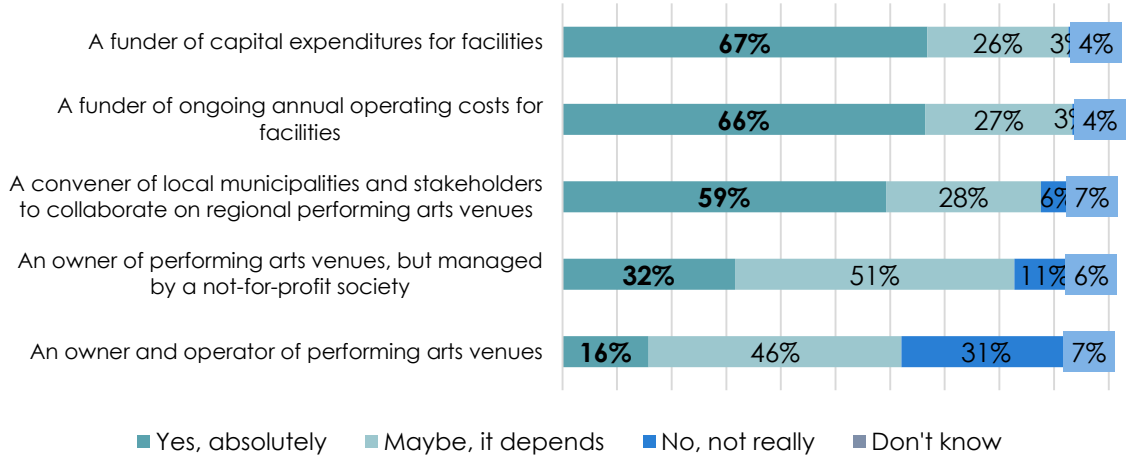
Furthermore, this question about the case for CRD funding generated almost 200 comments. Most were in favour of the CRD taking on a pro-active role in regional arts facilities due to its impact on quality of life, economics and strengthening the arts community. Many also wanted to see fair way to ensure all municipalities would participate. And many more favoured the prospect of a new performing arts centre than did not.

Several comments showed that for some respondents there is little trust that the CRD should be involved in owning or managing a facility or curating artistic programming, and some are uncertain about the best role for the CRD, if any.

| Top comments (Q 15) | # |
|---|---|
| importance of arts: contribute to quality of life and vitality of city/ community | 45 |
| all municipalities, region, to financially support the arts | 38 |
| imbalance between use by citizens and funding by their municipalities | 15 |
| Nurture local arts | 35 |
| New performing arts centre yes | 30 |
| No new facility needed | 4 |
| CRD should financially support arts | 22 |
| CRD to act as management/coordination/ balancing municipalities | 17 |
| Fix gaps in adequacy of existing venues | 17 |
| Arts are an economic driver | 17 |

When asked which roles the CRD should play, the funding role returned the strongest support. Both capital and operating funding received the full support of 2/3 of the respondents with nearly 3 in 10 saying *maybe, it depends.*

**Q16. In your ideal world, what should the role of the CRD as the regional government be in terms of performing arts facilities in the region? (N=553)**




The role of convenor of stakeholders to collaborate was a strong second, showing that there is a perceived vacuum in terms of a coordinated approach regardless of any other involvement.

One challenge in operationalizing this convenor role is that there has to be someone able to take responsibility for the CRD to take any action. At present no CRD department or service exists with responsibility for regional arts facilities.

Further open-ended responses make clear that there is considerable desire to find ways to grow and strengthen the local arts community. Survey respondents clearly regard the arts as a major regional asset.

| **Open-ended comments Q17 Please share any other observations or comments you have about the adequacy, availability, affordability and accessibility of performing arts facilities in the capital region:** | **#** |
|---|---|
| Support/ nurture local artists and organizations | 84 |
| Availability is an issue for artists | 65 |
| Support new buildings | 39 |
| governance/ management/ ownership/ partnerships | 36 |
| Adequacy/age of Royal and McPherson | 34 |
| Accessibility (geographic) | 29 |
| Funding | 22 |
| N= | 275 |

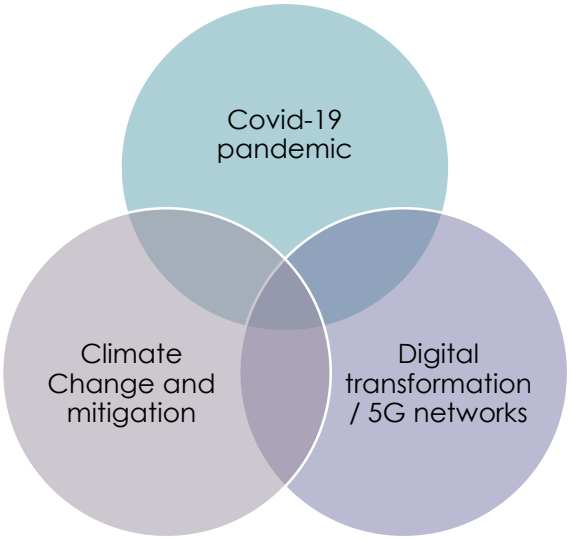
## Other Factors Affecting Performing Arts

In addition to population growth along with a population that is getting older and more diverse, three other major factors should be considered when contemplating performing arts facilities moving forward:

The COVID-19 pandemic response has, at times, shuttered regular life including schools and any venues where people gather in public from restaurants to performing arts venues. Several vaccines thought to be effective against COVID have received positive media coverage and may receive authorization to be used at population level. Nonetheless, this period has shown that as a species we are vulnerable to viruses in profound ways. The COVID public health mitigation strategies have aimed at curtailing the spread of the virus by requiring greater physical distance between people not living together, an emphasis on HVAC and ventilation. These measures may foreshadow how public venues will be designed in the near future, from requiring larger, more flexible spaces with flexible seating to more personal workspaces hived off with separate ventilation systems.

Similarly, climate change mitigation strategies include a push toward NetZero buildings standards where energy consumption and the creation of greenhouse gases is minimized significantly.

Finally, COIVD-19 has accelerated the push to digital including digitizing the performing arts. Coupled with the emergence of the first 5G Internet networks — with their promise of 1,000 faster Internet speed — in Canada in 2020 creates new opportunities or perhaps requirements for performing arts facilities. Numerous existing theatres and other spaces have adapted by investing in digital production facilities to facilitate high quality video production for streaming shows as well as live streaming technologies.




The consultant expects these factors to play an increasing role in retrofitting existing and building new performing arts facilities over the next period.

# PART 3: RECOMMENDATIONS

# RECOMMENDATION 1: ESTABLISH CRD "PERFORMING ARTS FACILITIES SERVICE"

**Objective**

Establish a new region-wide Service Agreement and funding mechanism for performing arts facilities that have regional impact.

**Action**

- Evaluate and seek CRD Board and / or municipal input into how best to create this service within the CRD's bylaw framework – e.g. as a new stand-alone service or by amending the Arts and Culture Support Service bylaw to include responsibility for regional arts facilities and their funding.
- Establish the staff required to operate this service.
- Meet with all 16 municipalities to explore how their current support of arts facilities or desired future arts facilities can be integrated or acknowledged within this new bylaw and / or service.
- Establish eligibility and criteria for regional arts facilities to receive capital and operating funding.
- Establish a full regional as well as a back-up sub-regional funding formula for this service.

**Timeline**

Prepare CRD Bylaw text and put to a CRD vote spring to winter 2021.
Obtain municipal consent or use alternative approval process during 2022 and advance it to the province for approval.

**Rationale**

Regional Performing Arts Facilities are important to the social, cultural, economic health and well-being of all across the region. It is in the region's best interest to grow and strengthen the arts community by enabling existing facilities to become more accessible and by ensuring new facilities meet identified needs of the arts community and audiences.

The CRD exists to leverage scale that an individual municipality cannot achieve by itself. This Stage One process has made clear that there is a great need and desire among participants and survey respondents who work in or are beneficiaries of the performing arts for full regional participation in arts and culture, in general, and performing arts, in particular.

Proliferating *ad hoc* facility arrangements is not going to provide the strategic and coordinated service that will help the arts community grow and develop its work.

## RECOMMENDATION 2: CRD ASSIGNS PLACE WITHIN CRD FOR REGIONAL ARTS FACILITIES DEVELOPMENT

**Objective**

Immediately assign a place (an entity) within the CRD structure with responsibility for planning and development of Regional Arts Facilities to manage the implementation of the following recommendations. This assignment can be limited to a specific period of time related to the work and outcomes of recommendations 1, 3 and 4.

**Action**

- Discuss at the CRD Select Committee, come to an agreement and bring motion to the CRD Board.
- Establish a mechanism by which the CRD can take on convening a series of working groups with mandates specified in recommendations 3 and 4 to build on the work during Stage One.
- This mechanism should identify an adequate budget and allocate some staff time to oversee, co-ordinate and drive forward the work of these working groups in the subsequent recommendations. It does not have to be a full-time commitment as long as qualified consultants are contracted to lead them.

**Timeline:** Establish this planning mechanism and related budget during winter 2021.

**Rationale**

Rather than wait for the service establishing bylaw to pass to begin the Stage Two planning process (Recommendation 1) this recommendation seeks to enable work to move forward immediately while the CRD works toward a longer-term objective of adopting a new service establishing bylaw. An appropriate funding mechanism for the Stage Two phase of work has to be identified by the CRD.

Without it there is little the CRD can do in practical terms to support regional performing arts facilities, both existing and future ones. The facilities conversation would likely remain mired in the status quo.

Structurally, it could be a continuation of the current Regional Arts Facilities Select Committee or it could be an added responsibility for an existing service with provision of adequate additional resources.

# RECOMMENDATION 3: REGIONAL PLANNING GROUP

**Objective**

Establish a **Regional Performing Arts Facilities Planning Group** with specific working groups:

A) **Accessibility and Equity** – develop a plan and recommendations to improve access to existing regional arts facilities including improving physical accessibility

B) **Study feasibility** (considers gaps in accessibility, affordability, adequacy for specific purposes, availability) of a new performing arts centre or district and its strategic location(s) in the CRD – invite all current projects proposed or under consideration to participate

C) **Independent artists**, small to medium-sized companies to develop facility solutions for their needs for rehearsal spaces and the right size of professional theatre spaces

**Action**

- Planning Group to include municipal governments, current venue operators, arts groups (user groups), regional planning experts, and cultural spaces consultant to manage the process
- To develop a specific regional performing arts facilities plan that strengthens and grows the local arts community while enabling it to show its works locally and to export its works off-Island (in the real world, or digitally)
- To review existing facilities in terms of best approaches to enhance infrastructure and accessibility for equity-seeking groups and consider potential new facilities;
- To develop a geographic information system (GIS) study showing ideal places to locate Ga new performing arts centre, as well as smaller rehearsal and creative production spaces

**Timeline:** 12 months mandate from spring 2021 to spring 2022

**Rationale**

The results of the Stage One initiative are clear: there is a great desire to unlock the potential of the Capital Region's arts scene and further enrich the lives of residents. There is a clear need to establish a regional approach to arts facilities that are used by/benefit more than a single municipality. For regional facilities, the CRD is the ideal convening entity capable of driving forward any agreed on projects and pursue federal and provincial capital funding. Municipalities have zoning and property tax authority and they hold significant levers of taking action on plans. They need to be actively engaged in regional planning. Furthermore, because these facilities serve particular user groups, they should be participating in the planning.

This Stage Two planning process can proceed without a Service Establishing Bylaw, as long as the work is assigned to a responsible entity identified through Recommendation 2.

# RECOMMENDATION 4: EXPLORE MODELS OF CRD INVOLVEMENT IN ARTS

**Objective**

Convene an *ad hoc* "**Governance and Management Task Force**" to explore the various models of ownership, use of operating organization and facility funding; identify potential types of partnerships to more effectively fill the facility gaps within the region, and especially ensure affordability of suitable facilities; prepare a set of recommendations on governance, leadership and management of regional performing arts facilities.

**Action**

- Establish this task force comprised of members from major facilities, user groups, the CRD and facilitated by a governance consultant.
- Explore ownership and operating models, including a cost-benefit analysis, and funding models for arts facilities that are used by / benefit more than one municipality.
- Identify potential partnership
- Share information with the Regional Performing Arts Facilities Planning Group

**Timeline**

Spring 2021 to winter 2022 (6 to 9 months mandate)

**Rationale**

Through this task force a holistic review of the various options can be undertaken. This work will result in specific recommendations for governance, management arrangements and funding for future regional facilities to determine best options for regional facilities.

Throughout the Stage One process, there has been confusion and mis-conceptions within the arts community about the way the RMTS functions, as well as a lack of clarity of theatre ownership and financing of the sub-regional service that the RMTS manages. While this recommendation is not designed to focus on the Royal and McPherson Theatres, it is inspired by the recognition that there needs to be a full exploration of how to secure sustainable region facilities which requires an evaluation and recommendations related to CRD and municipal ownership and operating models.

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**REPORT TO REGIONAL PARKS COMMITTEE**
**MEETING OF WEDNESDAY, FEBRUARY 24, 2021**

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**SUBJECT** **CRD Regional Parks – Revenue Generation Strategy – 2021-2024**

## ISSUE SUMMARY

To seek direction on the proposed Revenue Generation Strategy 2021-2024 for Capital Regional District (CRD) Regional Parks.

## BACKGROUND

At its March 27, 2019 meeting, the Parks & Environment Committee directed staff to identify options during the 2020 budget process for service level adjustments to sustain the CRD Regional Parks service delivery. At the October 23, 2019 meeting, staff presented the Regional Parks Sustainability Service Delivery Plan Report Card as well as an infrastructure status report card for each regional park and trail, which identified that the financial and human resources were no longer sufficient to meet the current asset renewal demands. This meeting resulted in two motions related to Sustainable Service Delivery: 1) that an additional $925,000 be requisitioned each year for capital reserves to fund the refurbishment and replacement of existing assets; and 2) that staff report back in 2020 on strategies to ensure sufficient funding is in place in future years to sustain the Regional Parks service delivery.

At the November 25, 2020 Regional Parks Committee meeting, a Regional Parks Revenue Generation Strategy 2021-2024 (Appendix B) and the Regional Parks Revenue Generation Review (Appendix C) were presented. At this time, the Regional Parks Committee referred the matter back to staff to report back to the committee with:

1. revised recommendations with lower fee increases and/or extended implementation timelines for parking and camping;
2. provide options for short-term paid parking;
3. provide options for considering acceleration of paid parking at the three parks in the report;
4. have conversations with the District of Central Saanich about paid parking at Island View Beach;
5. consider what the implication would be on revenue if year-round paid parking is considered; and
6. provide any other revised recommendations by staff.

## ALTERNATIVES

*Alternative 1*

The Regional Parks Committee recommends to the Capital Regional District Board:

1. That the Capital Regional District Regional Parks Revenue Generation Strategy 2021-2024 be approved with a gradual implementation of parking fee changes over three years, including the expansion of seasonal paid parking to nine additional regional parks in 2022;
2. That staff bring back an amendment to the Capital Regional District Parks Services and Facilities Fees and Charges Bylaw No. 3675 in 2021.

*Alternative 2*

That the Capital Regional District Regional Parks Revenue Generation Strategy 2021-2024 be approved with alternate options, as provided in the Revenue Generation Strategy 2021-2024 (Options) (Appendix A), and that staff bring back an amendment to the Capital Regional District Parks Services and Facilities Fees and Charges Bylaw No. 3675 in 2021.

## IMPLICATIONS

*Financial Implications*

Staff's recommended option for parking fee changes is to implement a short-term (2 hours) rate and fixed incremental daily and yearly rates (see Table 1). This gradual approach makes the changes to fees systematic and would bring fees up to fair market value over a span of three years.

Table 1: Recommended gradual increases of parking fees over a span of three years.

| | Short-Term (2 hours) | Daily | Season |
|---|---|---|---|
| 2020 | None | $2.25 | $20.00 |
| 2021 | $2.00 | $4.00 | $30.00 |
| 2022 | No change | $5.50 | $45.00 |
| 2023 | No change | $7.00 | $60.00 |
| 2024 | No change | No change | No change |

Projected revenues for year-round paid parking along with the expansion of paid parking to nine regional parks (see Table 2), could ultimately generate $2.5 million in annual revenue at the fair market value rates. This year-round paid parking option would defeat the capacity-driven approach to application of paid parking suggested in the Revenue Generation Strategy. Furthermore, year-round paid parking may or may not be economically viable for a parking management service provider. Therefore, staff are recommending seasonal paid parking for nine regional parks. Projected revenues for seasonal paid parking along with the expansion of paid parking to nine regional parks, could ultimately generate $1.9 million in annual revenue. These estimates need to be considered cautiously because the introduction of the short-term parking option, the value of the seasonal pass, the fact that visitors with a seasonal pass may visit more than one park, the variability of modes of travel to different parks, and the change in visitor use patterns are all variables that can influence gross parking revenue projections. The Regional Parks Committee's request for other paid parking options are identified in Appendix A.

Staff recommend that a camping fee of $25 be implemented across regional parks campgrounds. This would create consistent camping fees for regional parks campgrounds as well as bring current fees up to fair market value. A $25 camping fee could ultimately generate $15,000 in additional annual revenue.

*Service Delivery Implications*

The regional parks system has grown from just over 8,400 hectares in 2000 to more than 13,000 hectares in 2018. Visits to regional parks and trails have also increased by more than 45%, from 5.2 million in 2010 to 7.6 million in 2019. Preliminary numbers show that 2020 recorded

unprecedented visitation numbers, which may continue even after the pandemic, as residents created new habits of use and/or discovered new regional parks.

To address increasing pressures on the regional parks and trails system as well as the direction of the Regional Parks Committee, an accelerated paid parking option is provided (see Table 2). After 2024, the regional parks without paid parking would be reassessed for implementation of parking fees. Albert Head Lagoon and Island View Beach regional parks parking lots are not located on CRD land. Discussion with the respective municipalities will be undertaken in 2021 to discuss the feasibility of implementing paid parking in these locations.

Table 2: Recommended additional regional parks with paid parking in 2022.

| Regional Park | Visitation in 2019 |
|---|---|
| Devonian | 64,693 |
| East Sooke | 208,121 |
| Elk/Beaver Lake | 1,587,494 |
| Francis/King | 76,550 |
| Horth Hill | 96,216 |
| Matheson Lake | 65,152 |
| Mill Hill | 51,913 |
| Mount Work | 196,607 |
| Witty's Lagoon | 98,046 |

*Social Implications*

In the 2017 Regional Parks Resident Survey, respondents were asked to comment on levels of funding for operating regional parks and trails in the future. More than half of the participants (55%) were in favour of increasing funding. A similar outcome was reflected in the 2018 Regional Parks Funding Priorities Survey, where participants pointed out that currently not enough money is available for the maintenance and management of the regional parks and trails system. Such results show an understanding by the public of the need for additional funding to support service delivery within regional parks and trails.

*Alignment with Board & Corporate Priorities*

The Regional Parks Revenue Generation Strategy 2021-2024 aligns with Corporate Priority 6a-1 and Board Priority 2d, which specifies the need to “Ensure appropriate funding for parks & trails infrastructure, improvements & maintenance by updating the Regional Parks Strategy with consideration to ecological, recreation & reconciliation principles, land acquisition capacity, & expanded partnerships with First Nations & parks user groups.”

*Alignment with Existing Plans & Strategies*

The Regional Parks Strategic Plan (2012-2021) identifies the strategic action to explore opportunities for generating non-tax revenue as a means to strengthen the management of existing parks and trails. By implementing strategic and tailored revenue strategies, CRD Regional Parks can address immediate and growing service delivery pressures and help to reduce the ongoing need for increased requisition.

## CONCLUSION

As the regional parks system expands and the number of people who enjoy regional parks grows, resources, as currently allocated, are no longer sufficient to meet growing demands. In order to ensure appropriate and sustainable funding, a Regional Parks Revenue Generation Strategy 2021-2024 has been developed to highlight areas for additional non-tax revenue cost recovery. Additional options for implementation have been provided through the Regional Parks Revenue Generation Strategy 2021-2024 (Options).

## RECOMMENDATION

The Regional Parks Committee recommends to the Capital Regional District Board:

1. That the Capital Regional District Regional Parks Revenue Generation Strategy 2021-2024 be approved with a gradual implementation of parking fee changes over three years, including the expansion of seasonal paid parking to nine additional regional parks in 2022;
2. That staff bring back an amendment to the Capital Regional District Parks Services and Facilities Fees and Charges Bylaw No. 3675 in 2021.

| | |
|---|---|
| Submitted by: | Jeff Leahy, RPF, Senior Manager, Regional Parks |
| Concurrence: | Larisa Hutcheson, P.Eng., General Manager, Parks & Environmental Services |
| Concurrence: | Robert Lapham, MCIP, RPP, Chief Administrative Officer |

## ATTACHMENTS

Appendix A: Revenue Generation Strategy 2021-2024 (Options)
Appendix B: Regional Parks Revenue Generation Strategy 2021-2024
Appendix C: Regional Parks Revenue Generation Review

# Revenue Generation Strategy 2021-2024 (Options)

## Regional Parks

Capital Regional District | February 24, 2021

Capital Regional District - Regional Parks
490 Atkins Avenue, Victoria, BC V9B 2Z8
T: 250.478.3344 www.crd.bc.ca/parks

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# Options to the Revenue Generation Strategy 2021-2024

At its March 27, 2019 meeting, the Parks & Environment Committee directed staff to identify options during the 2020 budget process for service level adjustments to sustain the Regional Parks service delivery. At the October 23, 2019 Parks & Environment Committee meeting, staff presented the Regional Parks Sustainability Service Delivery Plan Report Card as well as an Infrastructure Status Report Card, for each regional park and trail that identified that the financial and human resources were no longer sufficient to meet the current asset renewal demands. This meeting resulted in two motions related to Sustainable Service Delivery: 1) that an additional $925,000 be requisitioned each year for capital reserves to fund the refurbishment and replacement of existing assets, and 2) that staff report back in 2020 on strategies to ensure sufficient funding is in place in future years to sustain the Regional Parks service delivery.

At the November 25, 2020 Regional Parks Committee meeting, a Regional Parks Revenue Generation Strategy 2021-2024 was provided to support the generation of additional funding through non-tax revenue cost recovery for infrastructure and service delivery needs that are currently excluded from the Regional Parks Sustainability Service Delivery Plan Report Card as per the second motion of the Parks & Environment Committee meeting. At this time, the Regional Parks Committee referred the matter back to staff to report back to the committee with: 1) revised recommendations with lower fee increases and/or extended implementation timelines for parking and camping; 2) provide options for short-term paid parking; 3) provide options for considering acceleration of paid parking at the three parks in the report; 4) have conversations with the District of Central Saanich about paid parking at Island View Beach; 5) consider what the implication would be on revenue if year-round paid parking is considered, and 6) provide any other revised recommendations by staff.

# Gradual Parking Fee Increase

Gradually increasing the parking fees in the regional parks system would result in systemic and predictable increases over time. A fixed incremental amount is proposed for short-term, daily and yearly increases.

Gradual increase (Table 1): a new short-term parking fee of $2.00/2 hours is proposed in 2021. The daily fee will have an initial increase of $1.75 and incremental increases of $1.50 per year subsequently, to a maximum of $7.00/day from 2023 onward until a future fee review is undertaken. The seasonal pass will have an initial increase of $10.00 with subsequent increases of $15.00 per year, to a maximum of $60.00/year from 2023 onward until a future fee review is undertaken. It is important to note that a seasonal pass would be valid at all regional parks with pay parking. A 2023 $60 season's pass would be cost effective after eight visits.

Table 1: Gradual increases of parking fees over a span of three years.

| | Short-Term (2 hours) | Daily | Season |
|---|---|---|---|
| 2020 | None | $2.25 | $20.00 |
| 2021 | $2.00 | $4.00 | $30.00 |
| 2022 | No change | $5.50 | $45.00 |
| 2023 | No change | $7.00 | $60.00 |
| 2024 | No change | No change | No change |

# Expanded Pay Parking

Proposed, in Table 2, is an option to implement paid parking in an additional nine regional parks in 2022 based on the criteria of highest visitation levels and/or carrying capacity issues. After 2024, the regional parks without paid parking will be reassessed to evaluate if they have reached more than 50,000 visits and/or reached parking capacity for implementation of parking fees.

Before implementing the expansion of paid parking, consultation will be undertaken with key stakeholders in 2021. The success of implementation will require working with the local municipalities and electoral areas and other stakeholders affected for a collaborative approach to parking issues in the area around each regional park. Implementation will be contingent on the feasibility for installation and management of paid parking by a service provider (i.e., is the service delivery contract economically viable).

Table 2: Accelerated implementation of paid parking in regional parks in 2022.

| Regional Park | Visitation in 2019 |
|---|---|
| Devonian | 64,693 |
| East Sooke | 208,121 |
| Elk/Beaver Lake | 1,587,494 |
| Francis/King | 76,550 |
| Horth Hill | 96,216 |
| Matheson Lake | 65,152 |
| Mill Hill | 51,913 |
| Mount Work | 196,607 |
| Witty's Lagoon | 98,046 |

The following regional parks were excluded from the current proposed increase:

- Park Reserves: Ayum Creek, Mill Farm and Sooke River Road Reserves.
- Parks with less than 50,000 visits annually and/or not currently facing the highest capacity issues: Bear Hill, Brooks Point, Coles Bay, East Point, Gonzales Hill, Jordan River, Kapoor, Lone Tree Hill, Matthews Point, Mount Parke, Mount Wells, Roche Cove, Sooke Hills Wilderness, Sea to Sea and St. John Point regional parks.
- Parking not on CRD land: Albert Head Lagoon and Island View Beach regional parks parking lots are not located on CRD land. Discussion with the respective municipalities will be undertaken in 2021 to discuss the feasibility of implementing paid parking in these locations.

# Year-round Paid Parking

As part of the Regional Parks Revenue Generation Strategy 2021-2024, it was proposed that pay parking continue on a seasonal basis. Paid parking is not only a source of non-tax based revenue, but helps to address the increasing parking capacity issues that CRD Regional Parks are facing. If applied seasonally, pay parking would generate income from visitors to the region, especially in peak seasons. As not all parks would have seasonal pay parking, residents would still have non-pay parking options for visiting a regional park in peak season and free parking when visiting all parks outside of peak season.

Year-round paid parking would contribute to increased revenue for the regional parks system, and would create a consistent approach. It would also encourage year-round active and alternate transportation choices; however, this option would go beyond the capacity driven approach to the application of paid parking as suggested in the Revenue Generation Strategy.

Some factors to consider are that year-round paid parking may or may not be preferable to a service provider. If visitation patterns continue as they have over the last few years, there is no longer a true "off season", and capacity issues will continue to be an issue in the winter months.

The change to year-round paid parking along with the expansion of paid parking to nine regional parks total, could ultimately be projected to generate $2.5 million in annual revenue at the fair market value rates. This estimate is calculated using current visitation trends with assumptions that each visit equals 0.18 car visits with some adjustments for parks which would likely have less car visits per visitor.

This estimate needs to be considered cautiously because the introduction of the short-term parking option, the value of the seasonal pass, the variability of modes of travel to different parks, and the change in visitor use patterns are all variables that influence any gross projections.

# Camping

The fees proposed in relation to camping were intended to create efficiencies by streamlining camping fees for consistency across all campgrounds. As such, it is still recommended that a fee of $25 is implemented to align all three Regional Parks campgrounds.

# Other Revised Recommendations

Some regional parks have multiple parking lots for visitor access. In order to be consistent and not drive capacity issues to smaller lots, it is recommended that paid parking be implemented in each lot in a park. However, the stakeholder engagement and subsequent proposals from a service provider would have to be considered.

It is recommended that a two-hour option be implemented rather than an hourly rate as most park visitors spend over an hour in regional parks as supported by the data collected in the 2019 visitor use surveys for Thetis Lake and Sooke Potholes regional parks where parking is implemented already. For visitors who spend close to an hour in regional parks, this would allow for a buffer to reduce generating unnecessary parking infractions should a visit go a little longer than planned.

# Alternate Options

The following alternate options were taken into consideration.

Alternate incremental increases (Table 3): a new fee of $2.00/2 hours is proposed in 2021. The same incremental increases are proposed as Table 1, but the implementation is spread over a longer timeframe. Increases would be implemented in 2021, 2023 and 2025 to offer more time to regional parks visitors to become accustomed to parking fee changes. From 2025 onward the rates will be $2.00/2 hours, $7.00/day and $60.00/season until a future fee review is undertaken.

Table 3: Alternate incremental increases of parking fees over a span of five years.

| | Short-Term (2 Hours) | Daily | Season |
|---|---|---|---|
| 2020 | None | $2.25 | $20.00 |
| 2021 | $2.00 | $4.00 | $30.00 |
| 2022 | None | None | None |
| 2023 | None | $5.50 | $45.00 |
| 2024 | None | None | None |
| 2025 | None | $7.00 | $60.00 |

Slower gradual increase (Table 4): a new fee of $2.00/2 hours is proposed in 2021 until a future fee review is undertaken. The daily fee will start with an initial increase of $1.75 and follow with incremental increases of $1.00

per year subsequently, for a total of $7.00/day from 2024 onward until a future fee review is undertaken. The seasonal pass will increase by $10.00 per year, to a maximum of $60.00/year from 2024 onward until a future fee review is undertaken.

Table 4: Slower gradual increase of parking fees over a span of four years.

| | Short-Term (2 Hours) | Daily | Season |
|---|---|---|---|
| 2020 | None | $2.25 | $20.00 |
| 2021 | $2.00 | $4.00 | $30.00 |
| 2022 | None | $5.00 | $40.00 |
| 2023 | None | $6.00 | $50.00 |
| 2024 | None | $7.00 | $60.00 |

Slower gradual increase of paid parking locations (Table 5): Table 5 reflects an accelerated increase in the number of regional parks with paid parking over the next three years. East Sooke, Elk/Beaver Lake and Mount Work regional parks would be implemented first as they have over 100,000 visits per year. The following year Francis/King, Horth Hill and Witty's Lagoon regional parks would be implemented as they are the second highest group in visitation. In 2024, Devonian, Matheson Lake and Mill Hill regional parks would follow. After 2024, the regional parks without paid parking would be re-assessed to evaluate if more than 50,000 visits and/or parking capacity is reached.

Table 5: Accelerated implementation of paid parking in regional parks over three years.

| Regional Park | Visitation in 2019 | 2022 | 2023 | 2024 |
|---|---|---|---|---|
| Devonian | 64,693 | | | X |
| East Sooke | 208,121 | X | | |
| Elk/Beaver Lake | 1,587,494 | X | | |
| Francis/King | 76,550 | | X | |
| Horth Hill | 96,216 | | X | |
| Matheson Lake | 65,152 | | | X |
| Mill Hill | 51,913 | | | X |
| Mount Work | 196,607 | X | | |
| Witty's Lagoon | 98,046 | | X | |

# Revenue Generation Strategy – 2021-2024

Capital Regional District – Regional Parks | November 25, 2020

Capital Regional District - Regional Parks
490 Atkins Avenue, Victoria, BC V9B 2Z8
T: 250.478.3344 www.crd.bc.ca/parks

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## 1. Purpose

The purpose of the Revenue Generation Strategy 2021-2024 is to provide a phased approach to implement fair market value service fees in regional parks. This revenue generation approach will supplement tax-based funding, allowing Regional Parks to address infrastructure and service delivery needs currently not considered in the Regional Parks Sustainability Service Delivery Plan Report Card.

## 2. Context

The regional parks system has grown from just over 8,400 hectares in 2000 to over 13,000 hectares in 2019. Visits to regional parks and trails have also increased by more than 45%, from 5.2 million in 2010 to 7.6 million in 2019. Additional pressure on park resources and services is expected in the coming years due to population growth, increased visitation and the acquisition of more parkland.

With increased use of the regional parks system comes increased demand for infrastructure and service delivery needs that provide for safe and enjoyable experiences in regional parks and trails. The growing cost of maintaining aging assets across the regional parks and trails system, for example, is a constraint to developing new park infrastructures, opening recently acquired land and meeting the growing pressure for additional service delivery. On average, the cost to manage each hectare of regional parkland is $957 per year for the current basic service. New strategies for revenue recovery are needed to address growing service delivery pressures, meet rising demand for access to natural areas and outdoor recreation opportunities, and offer value-added experiences for park users, among other needs.

As seen in other parks systems, often government funding is not adequate to meet user demands and, in many cases, the funds available for protected areas management are in decline due to competing governance priorities. Many government park organizations rely largely on tax-based revenue, yet have started supplementing their budgets with revenues from user fees to partially recover costs and to offer value-added services and experiences for visitors. Indeed, revenue recovery strategies have proven an effective method for park and protected area managers to address issues related to rising public demands and growing annual operating costs related to access and recreational services. Similar to other government agencies, Regional Parks needs to address growing demand pressures in its regional parks and trails system. To address this gap, a standardized and tailored cost recovery strategy for Regional Parks is described below.

## 3. Alignment with CRD Strategic Documents and Priorities

The Regional Parks Revenue Generation Strategy 2021-2024 aligns with Corporate Priority 6a-1 and Board Priority 2d, which specifies the need to "ensure appropriate funding for parks & trails infrastructure, improvements & maintenance by updating the Regional Parks Strategy with consideration to ecological, recreation & reconciliation principles, land acquisition capacity, and expanded partnerships with First Nations & parks user groups". The Regional Parks Strategic Plan (2012-2021) identifies the strategic action to explore opportunities for generating non-tax revenue as a means to strengthen the management of existing parks and trails.

## 4. Strategy

At its March 27, 2019 meeting, the Parks & Environment Committee directed staff to identify options during the 2020 budget process for service level adjustments to sustain the Regional Parks service delivery. At the October 23, 2019 Parks & Environment Committee meeting, staff presented the Regional Parks Sustainability Service Delivery Plan Report Card, as well as an Infrastructure Status Report Card, for each regional park and trail that identified that the financial and human resources were no longer sufficient to meet the current asset renewal demands. This meeting resulted in two motions related to Sustainable Service Delivery: 1) that an additional $925,000 be requisitioned each year for capital reserves to fund the refurbishment and replacement of existing assets, and 2) that staff report back in 2020 on strategies to ensure sufficient funding is in place in future years to sustain the Regional Parks service delivery.

A Regional Parks Revenue Generation Strategy 2021-2024 is provided to support the generation of additional funding through non-tax revenue cost recovery for infrastructure and service delivery needs that are currently excluded from the Regional Parks Sustainability Service Delivery Plan Report Card, as per the second motion of the Parks & Environment Committee meeting. The strategy entails four key components:

(1) guiding principles

(2) current service fees review

(3) expansion of revenue generation opportunities; and

(4) "service plus" opportunities.

Service Plus is defined as optional value-added services and amenities beyond the core service that specifically benefit the visitor paying for them. Such services and amenities could include, for example, food services,

recreation equipment rentals, merchandise sales, and unique guided experiences, to name a few. A phased approach will be undertaken to address key components two to four of this strategy, to allow for appropriate development and implementation time of the strategy.

A phased approach will also allow for the provisioning of tailored and clear messaging around new service fees in regional parks and trails, providing visitors a transition into the specific revenue generation mechanism being implemented.

## 5. Guiding Principles

The following principles guide the Revenue Generation Strategy:

- Regional Parks acknowledges that public access to regional parks and trails should be free
- Any service fee should align with the CRD Corporate Plan, Regional Parks Strategic Plan and individual park management plans
- Value-added services provided through a fee should have no or minimal impact on the regional parks and trails natural environment
- Changes in service fees will be made in a transparent and accountable manner and based on fair market value
- Service fees will supplement tax-based funding, allowing Regional Parks to address infrastructure and service delivery needs currently not considered in the Regional Parks Sustainability Service Delivery Plan Report Card

## 6. Current Service Fees Review

Over the years, Regional Parks has modified service fees ad hoc specifically relating to immediate needs; however, a systematic evaluation of revenue generation for the regional parks and trails system was lacking, leading to the need for a full review of current service fees. To address this gap, a revenue generation review was undertaken, which informed the development of this strategy. The report also provided a comparison with other regional districts and protected area systems across British Columbia to better understand current revenue generation patterns. The report also considered rentals, grants and fines that do not fit within the purpose of this strategy. This approach assessed whether Regional Parks services fees aligned with fair market values implemented across comparable parks systems in British Columbia.

### 6.1 Proposed Park Use Permit Fees and Charges

The Regional Parks Revenue Generation Review highlighted that Regional Parks service fees did not align with other regional districts and protected area systems in British Columbia, mostly by being lower, or under market-value, in comparison to others. To align service fees to a comparable provincial standard, an overview is provided in Tables 1-3 on how to adjust current service fees to fair market value in 2021. Beyond 2021, fees will be reviewed and adjusted annually, as needed, to ensure the fees continue to align with fair market value, and any need for new service fees will be brought forward at such time. If non-tax-based revenue does not meet system needs, requests for supplementary tax-based revenue would be addressed through the normal budget process.

It is important to point out that some efficiencies to streamline camping fees are proposed. To be consistent across campgrounds, for example, a fee of $25 is proposed to align to the Spring Salmon Place (KWL-UCHUN) Campground operated by the T'Sou-ke First Nation at Sooke Potholes Regional Park. Such an approach will allow for consistent and clear communication, implementation and enforcement across Regional Parks campgrounds.

Table 1. Camping and parking current service and fees, and proposed new service fees based on regional districts and protected area systems standards in British Columbia. Applicable taxes are not included, unless otherwise noted.

| Service | Regional parks or trails | Description | Current Service Fees | New Service Fees |
|---|---|---|---|---|
| **Camping** – In designated campsites | Island View Beach Regional Park | Overnight recreational vehicle camping | $20/night | $25/night |
| | | Overnight tenting | $15/night | $15/night |
| | | Additional vehicle | $10/night | $10/night |
| | | Cancellation fee for on-line reservation | One night rate | One night rate |
| | Jordan River Regional Park | Overnight recreational vehicle or tent camping April 1 to October 31 | $15/night | $25/night |
| | | Overnight recreational vehicle or tent camping November 1 to March 31 | $10/night | $25/night |
| | | Additional vehicle | $5/night | $10/night |
| | Spring Salmon Place (KWL-UCHUN) Campground at Sooke Potholes Regional Park | Overnight recreational vehicle camping | $25/night | $25/night |
| | | Overnight tenting | $25/night | $25/night |
| | | Tent pad for cyclists | $15/night | $15/night |
| | | Additional vehicle | $10/night | $10/night |
| | | Firewood | $7/bundle | $7/bundle |
| **Pay Parking** – In designated areas | Thetis Lake & Sooke Potholes Regional Parks | Daily rate | $2.25 | $7 |
| | | Seasonal pass | $20 | $60 |

Table 2. Park use permit current service and fees, and proposed new service fees based on regional districts and protected area systems standards in British Columbia. Applicable taxes are not included, unless otherwise noted.

| Service | Regional parks or trails | Description | Current Service Fees | New Service Fees |
|---|---|---|---|---|
| **Commercial Filming** – Motion picture, television and photography | All | Short Term: Minimal set up, less than 5 days in park | $80/permit | • Filming outdoor locations $500/day<br>• Parking $300/day<br>• Staff time for monitoring charged at $50/hour<br>• Indoor locations to be assessed on case by case basis |
| | | Long term: Elaborate set up, no more than 10 days in park | $400/permit<br>• Staff time for monitoring charged at $50/hour | |
| | | Major commercial filming projects that are more than 10 days in a park | N/A | • Filming more than 10 days to be assessed on a case-by-case basis and follow rates for long-term filming. |
| **Commercial Service or Activity** (e.g., guided programs, recreational training) | All | Single trip: 1 day | $40/permit | $80/permit |
| | | Seasonal: 4 month period | $200/permit | $215/permit |
| | | Annual: Jan 1 – Dec 31 inclusive | $320/permit | $320/permit |
| **Commercial Dog-Walking** | All | Annual (Jan 1 – Dec 31 inclusive) | $320/permit | $465/permit |
| **Picnic Shelter** | All parks with a picnic shelter | Single day use | $40/permit | $50/permit |

Table 3. Park use permit current service and fees, and proposed new service fees, based on regional districts and protected area systems standards in British Columbia. Applicable taxes are not included, unless otherwise noted.

| Service | Regional parks or trails | Description | Current Service Fees | New Service Fees |
|---|---|---|---|---|
| Research Activity | All | Such as specimen collections, surveys, inventories and monitoring plots | $40/permit | $40/permit |
| Special Event or Activity | All | Single day use: such as a festival, tournament, competition, show or outdoor ceremony that attracts participants and spectators | $40/permit | $145/permit |
| | | Frequent Users:10 or less events/year | $160/permit | $500 permit |
| | | Wedding | N/A | $175 permit |
| Temporary Service Access | All | Access/ occupancy through a regional park or trail for such purposes as accessing a private property, utility or public works | $80/permit | $360/permit |

**Table 4. Environmental interpretation current service and fees, and proposed new service fees, based on regional districts and protected area systems standards in British Columbia. Applicable taxes are not included, unless otherwise noted.**

| Service | Regional parks or trails | Description | Current Service Fees | New Service Fees |
|---|---|---|---|---|
| **Environmental Interpretation** | All parks | **School Programs** | $70/class (non-taxable) | $100/class |
| | | **Enhanced Naturalist Programs** – specialty programs with limited registration, guided canoe programs or hikes with guest experts | $7/person | $8/person |

## 7. Diversification of Revenue Generation Opportunities

To generate enough revenue to properly fund infrastructure and service delivery needs in Regional Parks, alternative revenue mechanisms need to be identified. Such mechanisms also could be used to help address capacity issues and related impacts on visitor experience and the natural environment, as per the principles identified in this strategy.

With yearly increases of visitation in our regional parks system and limited parking availability, additional seasonal paid parking could help address such capacity challenges, as well as ongoing asset maintenance and renewal costs. Currently, the largest source of user-generated revenue comes from seasonal pay parking from two regional parks: Thetis Lake and Sooke Potholes. This is consistent with findings in other protected areas where parking represents the most reliable cost recovery mechanism. When applied to highly-visited regional parks and trails, paid parking could address capacity limitations by encouraging park users to reach regional parks with alternate forms of transportation, including carpooling, and/or by encouraging park users to visit less-frequented parks that have free parking.

If applied seasonally, pay parking could generate income from visitors to the region, especially in peak seasons. As not all parks would have seasonal pay parking, residents would still have non-pay parking options for visiting a regional park in peak season and free parking when visiting all parks outside of peak season.

The following criteria would be applied to assess which parks would be considered for a pay parking system:

- Over 100,000 visits annually
- Capacity issues and/or alternate transportation options (bus or regional trail connectivity)

The following parks currently fit such criteria: East Sooke, Elk/Beaver Lake and Mount Work regional parks, in addition to Sooke Potholes and Thetis Lake regional parks, which already have pay parking. Additional parks are close to meeting this criteria and would be considered as visits increase or new capacity issues arise.

It is difficult to provide an accurate estimate of what extra revenue expanding pay parking to these three additional parks would generate without a more fulsome implementation plan that takes into account the cost of contracted parking services, number of parking spots available and visitor use patterns. However, by looking at the 2019 revenue from Thetis Lake and Sooke Potholes regional parks, which generated a combined $190,647 for approximately 600,000 visits, it can be estimated that Elk/Beaver Lake, with an annual visitation of 1.5 million, could potentially generate up to $500,000 based on the current rates and a similar service delivery contract.

Access points for regional trails will not be considered at this time, as it is a corporate priority to encourage active transportation. However, it is worth noting that some of these locations are experiencing high demand for parking and charging stations, making paid parking a feasible future option to alleviate capacity issues and help provide enhanced service. As the main parking lot at Island View Beach Regional Park is not our jurisdiction, it has not been included.

Expansion of seasonal paid parking to other regional parks beyond Thetis Lake and Sooke Potholes regional parks could increase pressures to neighboring areas. As a result, consultation with stakeholders would need to be undertaken before implementation. This consultation would be undertaken in 2021-2022 as an important step before finalizing an implementation plan.

Table 5: Parks by Paid Parking Criteria

| Regional Park | Visitation in 2019 | Parking Capacity Issues | Alternate Transportation Options | Suggested added paid parking |
|---|---|---|---|---|
| Albert Head Lagoon | 77,312 | yes | no | |
| Ayum Creek | not available | no | yes (bus) | |
| Bear Hill | 9,703 | n/a | no | |
| Brooks Point | 8,776 | no | no | |
| Coles Bay | 33,764 | no | yes (bus) | |
| Devonian | 64,693 | no | yes (bus) | |
| East Point | not available | no | no | |
| **East Sooke** | **208,121** | **yes** | **yes (bus)** | **yes** |
| **Elk/Beaver Lake** | **1,587,494** | **yes** | **yes (bus)** | **yes** |
| Francis/King | 76,550 | yes | no | |
| Gonzales Hill | 44,921 | yes | no | |
| Horth Hill | 96,216 | no | yes (bus, regional trail) | |
| Island View Beach | 415,375 | yes | no | |
| Jordan River | 27,649 | yes | no | |
| Kapoor | not available | no | yes (regional trail) | |
| Lone Tree Hill | 15,710 | yes | no | |
| Matheson Lake | 65,152 | yes | yes (regional trail) | |
| Matthews Point | not available | yes | no | |
| Mill Farm Reserve | n/a | n/a | n/a | |
| Mill Hill | 51,913 | no | yes (bus, regional trail) | |
| Mount Parke | 12,972 | no | no | |
| Mount Wells | 31,121 | yes | no | |
| **Mount Work** | **196,607** | **yes** | **no** | **yes** |
| Roche Cove | not available | yes | yes (bus, regional trail) | |
| Sea to Sea | 42,389 | no | yes (bus, regional trail) | |
| Sooke Hills Wilderness | 9,230 | no | no | |
| Sooke Potholes | **166,795** | **yes** | **yes (regional trail)** | **already in place** |
| Sooke River Road Reserve | n/a | n/a | n/a | |
| St. John Point | not available | no | no | |
| Thetis Lake | **448,918** | **yes** | **yes (bus, regional trail)** | **already in place** |
| Witty's Lagoon | 98,046 | yes | yes (bus) | |

## 8. Service-Plus Opportunities

Upon the update of the Regional Parks Strategic Plan 2012-2021, and completion of an outdoor recreation strategy, Regional Parks will explore the development of options for enhanced services and experiences appropriate to regional parks and trails. Options for services and experiences beyond the normal service delivery, such as food services, recreation equipment rentals, merchandise sales, and unique guided experiences need to be considered with the lens of compatibility with the park's natural resources, the vision for regional parks, individual park management plans, cost of service assessment and visitor interest.

To develop a successful and comprehensive business plan for "service-plus" options, the following steps need to be addressed first:

1) Gauge support for enhanced services by including questions around this topic in the Regional Parks Resident Survey. Alternatively, an ad hoc service-plus survey or focus groups could be implemented to explore support for service-plus opportunities in regional parks and trails.
2) Identify market segments via a thorough market analysis. Such an approach has been undertaken by Ontario Parks and has proven extremely effective in developing successful service-plus opportunities.
3) Identify service-plus options and locations appropriate to the park's natural and cultural resources, the park management objectives, the market segment identified and the level of demand.

Based on this baseline information, it would be possible to develop a tailored and comprehensive business plan for "service-plus" options that includes measurable objectives, cost recovery goals, and check-in points to ensure cost recovery strategies are bringing in more resources than they are expending. Such a plan will also allow aligning "service-plus" options to the Regional Parks Strategic Plan mandate and other key CRD strategic plans and strategies.

## 9. Implementation Timeline

A tentative implementation timeline is proposed for the Revenue Generation Strategy. Such a plan will be adopted based on other key strategies deliverable timelines (i.e., renewal Regional Parks Strategic Plan 2012-2021, outdoor recreation strategy) and based on consultation with local municipalities, electoral areas and other key stakeholders.

Table 6: Proposed timeline for the Revenue Generation Strategy implementation

| Year | Key component | Action Item |
|---|---|---|
| 2021 | Fees review | Bring updated service and fees bylaw to Regional Parks Committee |
| 2021 | Expand | Consultation about paid parking with stakeholders |
| 2021 | Service Plus | Start to gauge support for fee-based services through the 2021 CRD Regional Parks Resident Survey or an ad-hoc survey |
| 2022 | Expand | Finalize paid parking stakeholder consultation and present implementation plan to Regional Parks Committee |
| 2022 | Service Plus | Undertake a market analysis |
| 2023 | Expand | Implement seasonal paid parking at new locations |
| 2023 | Service Plus | Identify appropriate service-plus options and locations |
| 2024 | Service Plus | Develop a comprehensive service-plus business plan for implementation |

# Revenue Generation Review

Capital Regional District – Regional Parks | November 25, 2020

Capital Regional District - Regional Parks
490 Atkins Avenue, Victoria, BC V9B 2Z8
T: 250.478.3344 www.crd.bc.ca/parks

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## Executive Summary

- This report is a snapshot of the revenues generated by Regional Parks in 2019. It provides information on similar permits and fees used across British Columbia and other Canadian protected area systems for revenue generation and offers suggestions on how we could align with those. A total of $576,468 was recovered in 2019.
- Permits are used to generate revenue and regulate commercial and recreational activities within the regional parks and trails system. The following permits are currently available: shelters ($40), filming ($80-$400), commercial service/activity ($40-$320), special event ($40-$160), temporary access ($80), and commercial dog walker ($320). In 2019, a total of $27,686 was generated through permits. If the CRD had adjusted the pricing of its current permits in 2019 to be in line with other comparable park system permits, the revenue generation would have increased from $27,686 to $54,167, an additional cost recovery of $26,481.
- Camping is offered at Jordan River Regional Park ($15), Island View Beach Regional Park ($20), and Spring Salmon Place (KWL-UCHUN) at Sooke Potholes Regional Park ($25). In 2019, a total of $99,954 was generated through camping fees. The Spring Salmon Place (KWL-UCHUN) Campground revenues are not collected by Regional Parks, as this campground is operated by the T'Sou-ke Nation. If the CRD had adjusted the pricing of its current camping fees to be in line with other comparable park system offerings, Jordan River and Island View Beach campgrounds could raise their prices to $22 a night.
- Currently, only Thetis Lake and Sooke Potholes regional parks ($2.25/day-$20/season) have paid parking. The approximate revenue generated in 2019 was $190,647. If the CRD had adjusted the pricing of its current parking fees to be in line with other comparable park systems, the daily rate could increase to $7.20 and the season pass to $59. If the CRD had adjusted the pricing of its current parking passes in 2019 to be in line with other comparable park system fees, the revenue generation would have increased from 190,647 to 601,605, an additional cost recovery of 442,249.
- School programs ($70), special request programs ($70), and adult workshops ($7) are offered as paid interpretive programs. Additional cost recovery is generated through the renting of the Beaver Lake Nature Centre and by receiving donations by visitors to the nature centres. In 2019, a total of $10,072 was generated by the interpretive programs. If the CRD had adjusted the pricing of its current interpretive programs in 2019 to be in line with other comparable park systems, the revenue generation would have increased from $10,072 to $15,698, an additional cost recovery of $5,626.
- There are a series of properties within the regional parks system that are rented for a yearly revenue generation of $99,747. Additional revenue can be generated through the review of the current rental rates in the different rental locations across the system. However, operational costs associated with rentals is quite high and, although this does generate some revenue, the ongoing operational costs must be considered.

- Other sources of revenue are currently used for cost recovery, such as the Mount McDonald Tower Licensing, which generated $109,775 in 2019, and other licensing, which generated $12,497 in 2019.
- A limitation of this document is the lack of a cost-of-service assessment, which should be undertaken to ensure the cost of all park management related endeavours and services provided are properly accounted for when charging fees.
- The complete park system should be assessed to identify in which parks to focus revenue generation. Strategically concentrating services and service fees in parks that attract a higher number of visitors and commercial users allows Regional Parks to maximize the return on investment and may solve issues related to limited service, such as parking capacity. Revenue generation should be especially explored in an optic of "service plus", the value-added services Regional Parks can offer to better serve its clients. Such an approach would allow us to market experiences based on user groups and their preferences for service delivery and would help develop more successful revenue generation streams. A thorough market analysis of the regional park system is required to identify new and ad-hoc revenue generation methods.

# 1. Introduction

Cost recovery strategies are increasingly important to park and protected area managers, especially in the context of rising public demand for access to natural areas and outdoor recreation opportunities, and growing annual operating costs to provide such access and recreational services (Drumm, 2007). Often government funding is not adequate to meet user demands and, in many cases, the funds available for protected areas management are in decline due to competing governance priorities (Clermont, 2006). The establishment and preservation of protected areas is not as clearly linked with revenue generation as other natural resource industries, making the contribution of parks and protected areas to regional economic growth undervalued and less of a priority (Lindberg, 2001). On top of this lack of recognition of the ecosystem services and direct and indirect benefits provided by protected areas to the economy and human wellbeing, some members of the public believe that natural landscapes 'manage themselves', and that human management of parks and protected areas is expensive and unnecessary (Clermont, 2006). Consequently, park and protected area managers across Canada and the United States are working to diversify cost recovery streams in an effort to supplement or replace government funding and overcome negative perceptions about maintaining protected areas through public funds.

To offer a better understanding in regard to revenue generation in protected areas, in general, and for Regional Parks specifically, this document offers an overview of existing literature and case studies on revenue generation in Canada and the United States. A summary of the current cost recovery mechanisms employed in Regional Parks follows. Comparisons with other regional districts and protected area systems are also provided to understand current revenue generation patterns in British Columbia.

# 2. Literature Review – Cost Recovery in Parks and Protected Areas

This section will provide an overview of case studies in Canada and the United States where cost recovery strategies were successfully implemented. These case studies provide guiding principles that maximize cost recovery efforts. An overview of the International World Conservation Union guidelines for financing protected areas is also offered to further expand the understanding around opportunities available for revenue generation (Phillips, 2000).

Only a few case studies on revenue generation in protected areas were found for Canada and the United States, which are described in the following sub-sections. All of the other revenue generation documents found were related to municipal recreation programs, which did not align with protected area users, patterns and demands.

## 2.1 Cost Recovery in Canadian Parks and Protected Areas

### 2.1.1 Mount Arrowsmith Biosphere Reserve

In 2006, a case study was undertaken to identify financing opportunities for Mount Arrowsmith Biosphere Reserve located near Nanaimo on Vancouver Island. The goal of the case study was to evaluate how to meet the financial needs of the park while achieving the protected area conservation management objectives (Clermont, 2006). To develop durable cost recovery strategies, Clermont worked with local communities to assess the value added to the region by the ongoing preservation of the Mount Arrowsmith Biosphere Reserve, and ascertain which types of cost recovery strategies were supported by the communities, based on willingness to pay, environmental values, and desire to ensure equitable accessibility. Acceptable strategies were described as ones positively impacting the ecological integrity of the landscape, contributing to a conservation ethic, providing stable long-term funding, generating revenue, and supported by the public and other stakeholders. A series of possible strategies were identified, including:

- certified adventure tourism and ecotourism operations
- boundary and property transfer taxes for those accommodations and bordering properties that benefited from the presence of the protected areas, as well as local tourism operations
- rentals of on-site buildings for short-term accommodation and/or community events and programs
- corporate relationships
- conservation lotteries
- payment for watershed services and ecosystem services
- sale of products such as artwork, on-site gift shops, and calendars; and
- strictly regulated resource extraction (timber, non-timber products).

While the specific strategies identified in this study may not be applicable in other protected areas, the analysis conducted and the description offered about the different revenue generation opportunities is of great interest for other parks, as they can help better understand what options are available for protected areas interested in generating sustainable and long-term funding mechanisms.

### 2.1.2 Ontario Parks

Since the late 1990s, Ontario Parks (see https://www.ontarioparks.com/en) has undergone a significant transformation of its funding structure. As of 2007, 40 of the 85 provincial parks that run tourism and recreation operations operate at a profit (Halpenny, 2007). As of 2013, Ontario Parks recovers up to 80% of its annual operating costs (Eagles, 2014). Due to this success, the provincial government has withdrawn most of its original funding for the Ontario Parks department without adverse effects on park operation or ecological integrity. This success is attributed largely to the impact of market research, the integration of

market research into park operations, the skilled delivery of services by personnel, and the systematic evaluation of the performance of market program goals (Halpenny, 2007). Additionally, the Ontario Parks revenue stream grew from 11 sources in 1995 to 26 sources in 2010, including the additions of: reservation penalties, park fines, merchandise sales, campfire wood sales, camper supply sales, food/beverage vending, recreation equipment rentals (contracted out in some parks), parking fees, and annual vehicle permits (Eagles, 2014). Ontario Parks also transitioned away from contracting third-party operators to undertake some merchandise sales and rental services and used their own seasonal staff, thus retaining more of the revenue generated (Eagles, 2014).

When Ontario Parks decided to undertake an expansive cost recovery strategy, they followed a three-step process: they identified the market segments they wished to serve based on management objectives and park resources, built a market profile for each segment (i.e., each customer/user group and/or stakeholder group), and used targeted marketing rather than mass marketing to reach these audiences, with options for experiences tailored specifically to their tastes. In addition to expanding their offerings based on market research (e.g., adding heated shelters and cabins to campgrounds, expanding natural and cultural interpretive programs), Ontario Parks also shifted to a 'customer first' mentality that resulted in the delivery of higher-quality visitor experiences. Paired with strong, department-specific branding and increased promotion of the wide array of experiences available in the provincial park system (e.g., the annual Parks Guide), these adjustments resulted in increased visitation and an increased willingness by visitors to spend money on services (e.g., camping, recreation activities and equipment rental) (Halpenny, 2007).

### 2.1.3 Parks Canada

While we were not able to retrieve a study or report about revenue generation for Parks Canada, it is important to mention this agency's efforts and success in generating financial support for its protected areas system through a "value-added" approach of experiencing Canadian National Parks.

According to the Parks Canada website: "To maintain its operations, Parks Canada relies largely on government appropriations and supplements its budget with revenues from user fees. Government appropriations are used primarily to protect Canada's cultural and natural heritage for the benefit of all Canadians. Revenues generated by fees partially recover the costs required to provide those products and services, for which users receive a personal benefit" (see https://www.pc.gc.ca/en/agence-agency/tarifs-fees/).

Parks Canada specifies that visitor fees, which make up about 20% of Parks Canada's operating budget and never exceed the costs of delivering the service, are collected and used to support programs, services, and facilities, and engage visitors in conservation efforts. In January 2020, this agency has adjusted such fees and announced a public consultation on fees for optional value-added services and amenities to

ensure Parks Canada provides exceptional visitor experiences. No further information is available regarding whether the consultation has taken place or has been postponed due to COVID-19.

## 2.2 Cost Recovery in the United States Parks and Protected Areas

### 2.2.1 California State Parks

In 2012, the state of California passed new legislation that emphasized the need for cost recovery in state parks. Two years later, the California Bureau of Research assessed the California Department of Parks and Recreation's (DPR) efforts, in order to identify areas of success and areas of opportunity. This report found that 15% of parks (particularly parks with water features) contributed to over 76% of the costs recovered between 2012 and 2014, which suggested that concentrating cost recovery strategies on a few popular parks was more likely to be successful than a widespread strategy (Ruffolo and Buttice, 2014). This report also found that entry fees were perceived to be an inequitable means of recovering costs, as they impacted some segments of the public disproportionately, and proved difficult to regulate or enforce without expending more resources than were collected (Ruffolo and Buttice, 2014). Instead, the DPR experienced success when focusing on service-related fees that specifically benefitted the visitor paying for them (e.g., outdoor recreation activities, equipment rental) – as long as an adequate cost-of-service assessment was undertaken and used to determine appropriate fees. The cost-of-service assessment did include the cost of employees' time allocated to the service, equipment, and indirect costs (e.g., contract management, strategic planning, ecological impact) to ensure that more resources were collected via fees than expended by providing the service (Ruffolo and Buttice, 2014).

To determine which parks to focus cost recovery efforts in, the DPR categorized parks into three categories: high private benefit (i.e., individual services offered), high public benefit (i.e., activities not associated with an individual service, such as nature viewing), and a combination of both. Cost recovery strategies were focused in the high private benefit parks, where structured recreational activities, equipment rentals, and higher expectations for visitor services (e.g., concession) were apparent (Ruffolo and Buttice, 2014). Conversely, parks with high public benefit generated minimal or no fees, to ensure that the public's right to access natural spaces without barriers was upheld. As a result, service fees were 'opt-in' rather than mandatory, allowing economically disadvantaged members of the public to access state parks at a similar rate as their economically-privileged counterparts. Finally, this report noted that visitors were happier to pay park fees when informed that 100% of the fees collected were reinvested in the park system rather than entering a general revenue stream (Ruffolo and Buttice, 2014).

### 2.2.2 Western United States

In 2015, cost recovery strategies were identified and evaluated across seven parks and recreation departments in the Western United States to identify the most successful strategies to employ in San Jose,

California (Pinkston, 2015). While this report looked primarily at urban parks and municipal recreation programs, some of the lessons learned are applicable to a regional parks system. In particular, this report found that parking was one of the most consistent cost recovery mechanisms in all seven cities, followed by food vendors and recreation service operators (Pinkston, 2015). Additionally, the departments generally found that increasing existing fees was well-received by the public if clear need was demonstrated by a cost-of-service analysis and if the allocation of proceeds was explicitly identified (i.e., signage explaining that all parking fees were reinvested in the maintenance of the park) (Pinkston, 2015). The public was also more likely to accept fee increases if the offerings were still competitive with private options, as was the case with increasing the fee for a park wedding permit while still offering a significant discount over private venue rentals (Pinkston, 2015).

## 2.3 Financing Protected Areas – International World Conservation Union Guidelines

In 2000, The World Commission on Protected Areas produced a comprehensive guideline for protected area managers seeking revenue generation mechanisms to fund parks and protected areas around the world (Phillips, 2000). The report deliberately adopts business language, describing parks as "goods and services", and park visitors as "customers", to emphasize the relationship between members of the public (customers) and the benefits (goods and services) that they receive because of parks and protected areas, and the need to assign monetary value to these transactions. Like the aforementioned case studies, this report delineates direct use benefits (benefiting the individual) and indirect use benefits (benefiting the public as a whole), and assigns a higher monetary value to the former. This report also clusters park visitors into four groups: residents and neighbours (including neighbouring businesses), commercial customers (tourists and visitors who purchase services), bio-regional customers, and global customers. Identifying these customer groups, as well as the nature of the goods and services provided by protected areas, will help managers identify how to manage protected areas in order to recover costs.

Local communities and businesses derive direct benefits in the form of accessing goods and services, and indirect benefits in the form of regional economic growth resulting from tourism or recreation industries (e.g., accommodations, recreation operators, tourist amenities). These customers may be willing to invest in protected areas through a variety of mechanisms, including: contracting recreation operators or selling permits to operate within protected area boundaries; divesting a small percentage of revenue into a park fund (e.g., 2% of hotel fees or recreation equipment sales), or selling merchandise or products that benefit the park system (Phillips, 2000).

Commercial customers, who derive direct benefits from the use of parks to recreate in or obtain services, can contribute to cost recovery through fees ranging from entry and parking fees to equipment rentals, specialized tours, and concession purchases. To maximize this source of revenue, Phillips recommends market research to clearly identify the customer base preferences and to ensure that meeting this

preference does not compromise the conservation mandate of the protected area (2000). The best source of commercial revenue is a service that is compatible with the park's natural resources, the park manager's conservation mandate, and the customer's preference.

Bio-regional and global customers are largely identified as those who receive indirect, non-use benefits from parks and protected areas, such as carbon sequestering or watershed services. While some fees may be appropriate, they are likely beyond the scope of a municipal or regional government's mandate, and thus will not be discussed in detail in this report.

To better identify stakeholders, customers, and goods and services (current and future), the International World Conservation Union outlines the following key questions:

1. What are the current courses of funding? Can they be relied on indefinitely? What can be done to increase, extend, or strengthen each one of them?
2. Who are the protect area's stakeholders and customers? Which recreational user groups use each park? Tourists? Tourism service operators? Campers? What do they currently contribute to the cost of managing these areas, and could they contribute more?
3. What services are currently being provided? Do users pay for these services? Do these fees cover the cost-of-service? Would users pay more, and under what conditions?
4. What new services could be provided? What is the likelihood of their profitability?
5. What organizations are interested in the conservation of this area? Can they be partnered with?
6. Has the government considered special taxes? Are there one or two key leaders who might be instrumental in the establishment of a 'conservation sales tax' or similar?

This report also calls for a comprehensive business plan, including measurable objectives and cost recovery goals, and check-in points to ensure cost recovery strategies are bringing in more resources than they are expending (Phillips, 2000).

# 3. Current Cost Recovery Mechanisms

In 2019, a total of $576,468 was recovered by Regional Parks. For the purpose of this report, grants and fines are not included in the recovery cost calculated in this section. Grants are not considered as a revenue generation mechanism because such financial support varies between years, based on grant availability and success, making this recovery mechanism unreliable. Fines, instead, are used to foster behavioural changes. With the help of educational campaigns, the aim is to foster compliance to bylaws and positive behaviours in regional parks and trails, leading to a reduction in fines-related revenues over time. In Table 1, a detailed description of the overall revenue generated in 2019 is reported. In the following sections, a detailed description of each type of recovery cost is documented.

Table 1: Regional Parks cost recovery in 2019

| Type of recovery cost | Cost recovery |
|---|---|
| Permits | $27,686 |
| Camping | $99,954 |
| Parking | $190,647 |
| Interpretive programs | $10,072 |
| Donations | $356 |
| Nature Centre rental | $3,750 |
| Rentals | $99,747 |
| Tower licencing | $109,775 |
| Other cost recovery | $34,481 |
| **Total costs recovered** | **$577,992** |

## 3.1 Permits

Permits are used to generate revenue and regulate commercial and recreational activities within the regional parks and trails system. The following permits are currently available to the public:

1. Shelter for a permit fee of $40
2. Filming for a permit fee of $80 for less than 5 days and $400 for no more than 10 days of filming
3. Commercial service/activity for a permit fee of $40 for one-day, $200 for 4 months and $320 for an annual permit
4. Special event for a permit fee of $40 for one-time and $160 for 10 events or less. The permit fee is not applied if all participants of the event are less than 18 years old.
5. Temporary access for service for a permit fee of $80 per day; and
6. Commercial dog walker for a permit fee of $320 per year

In 2019, a total of $29,686 was generated through permits. Table 2 shows in detail all of the recovery costs generated through each permit type currently used by Regional Parks.

Table 2: Regional Parks cost recovery through permits in 2019

| Permit | # of permits | Fee | Cost recovery |
|---|---|---|---|
| Commercial dog walker | 37 | $320 | $11,840 |
| Access | 10 | $80 | $800 |
| Event (one-time) | 64 | $40 | $2,560 |
| Event (> 10 or less events/year) | 14 | $160 | $2,240 |
| Film (short-term) | 11 | $80 | $880 |
| Film (long-term) | 1 | $400 | $400 |
| Shelter rental | 140 | $40 | $5,600 |
| Commercial (4 month season) | 4 | $200 | $800 |
| Commercial (annual) | 12 | $320 | $3,840 |
| Total costs recovered | | | $28,960 |

To understand how permits relate to broader provincial revenue generation patterns, we compared permit fees used in parks in the Regional District of Nanaimo, Metro Vancouver Regional District and the Regional District of Central Okanogan (Table 3). These comparative locations were chosen due to their geographic location and similarity in population demographics. An average cost was calculated using the mean value per permit fee for the four comparative locations selected.

Table 3: Comparison of permitting fees for CRD Regional Parks (CRD), Regional District of Nanaimo (RDN), Metro Vancouver Regional District (METRO), and Regional District of Central Okanogan (RDCO)

| | CRD | RDN[1] | METRO[2] | RDCO[3] | Average |
|---|---|---|---|---|---|
| Shelter | $40 | $50 | $72 | $40 | $50.50 |
| Commercial permit – recreation activity – day rate | $40 | $100 | 150 | $40 | $82.50 |
| Commercial permit – 4 month season | $200 | n/a | $300 | $150 | $216.70 |
| Commercial permit - annual | $320 | n/a | $300 | $250 | $290.00 |
| Event – small/one day | $40 | $100 ($15 non-profit /sport) | $335 (day) | $100 | $143.75 |
| Event – Medium/large/ 10 or less events/year | $160 | n/a | $500-1485 (day) | $200-400 | $484.20 |
| Weddings | n/a | $100 | n/a | $250 | $175.00 |
| Dog walking | $320 | | $460-765 annual | | 466.25 |
| Filming | $80-400 (1-10 days) | $250 (per permit) | $800-8000 (1-10 days) | $200 -400 (1-10 days) | $332.50-2,262.50 |
| Access annual fee | $80 | $500 | $500 | n/a | $360.00 |

It is important to point out that weddings are listed under the general category "Events", which corresponds to $40 a day.

If the CRD had adjusted the pricing of its current permit offerings in 2019 to be in line with the average calculated based on the other locations considered, the revenue generation would have increased from $27,686 to $54,167, an additional cost recovery of $26,481. In Table 4, a detailed description of recovery costs adjusted to the averages based on the other locations considered is reported.

[1] https://www.rdn.bc.ca/sites/default/files/2019-03/park_use_permit_application_form.pdf

[2] http://www.metrovancouver.org/boards/Bylaws1/GVRD_Bylaw_1177-Unofficial_Consolidation.pdf

[3] https://www.regionaldistrict.com/media/256802/bylaw1428.pdf

Table 4: Regional Parks cost recovery through permits in 2019 and cost recovery if the permit were in line with the average based on the other locations considered.

| Permit | # of permits | Current fee | Current cost recovery | Fee based on regional average | Cost recovery based on average |
|---|---|---|---|---|---|
| Commercial dog walker | 37 | $320 | $11,840 | $466.25 | $17,251.25 |
| Access | 10 | $80 | $800 | $360.00 | $3,600.00 |
| Event (one-time) | 64 | $40 | $2,560 | $143.75 | $9,200.00 |
| Event (> 10 or less events/year) | 14 | $160 | $2,240 | $484.20 | $6,778.80 |
| Film (short-term) | 11 | $80 | $880 | $332.50 | $3,657.50 |
| Film (long-term) | 1 | $400 | $400 | $2,262.50 | $2,262.50 |
| Shelter rental | 140 | $40 | $5,600 | $50.50 | $7,070 |
| Commercial (4 month season) | 4 | $200 | $800 | $216.70 | $866.80 |
| Commercial (annual) | 12 | $320 | $3,840 | $290.00 | $3,480.00 |
| Total costs recovered | | | $28,960 | | $54,166.85 |

## 3.2 Camping

The current camping offerings are:

1. Jordan River: $15/night + $5/extra vehicle (May-September), $10/night + $5/ extra vehicle (October-May)
2. Island View Beach: $15/night + $10 per extra vehicle; $20/night for RVs
3. Spring Salmon Place (KWL-UCHUN): $25/night + $10 extra vehicle; $15/night bike/walk-in; $7 firewood

In 2019, a total of $99,954 was generated through camping fees. Specifically, a total of $24,557 was generated by the Jordan River Campground and $75,397 was generated by the Island View Beach Campground. The Spring Salmon Place (KWL-UCHUN) Campground revenues are not collected by Regional Parks, as this campground is operated by the T'Sou-ke Nation.

To understand how camping fees relate to broader Vancouver Island revenue generation patterns, we compared camping fees used in parks close to our regional parks system, such as Goldstream Provincial Park, China Beach Campground in Juan de Fuca Provincial Park, Horne Lake Regional Park, Descanso Bay

Regional Park and Bamberton Provincial Park (Table 5). These comparative locations were chosen due to their geographic location and similarity with CRD Regional Parks. An average cost was calculated using the mean value per camping offering for the six comparative locations selected.

Table 5: Comparison of permitting fees for CRD Regional Parks (CRD), Goldstream Provincial Park (GP), China Beach (CB), Horne Lake Regional Park (HL), Descanso Bay Regional Park (DB), and Bamberton Provincial Park (BP)

| | CRD | GP | CB | HL | DB | BP | Average |
|---|---|---|---|---|---|---|---|
| High season (May-September) | $15-25 | $35 | $20 | $20-24 | $17 | $20$ | $22 |
| Cost per extra vehicle high season | $5-10 | $12 | $10 | n/a | $8.50 | n/a | $9.50 |
| RVs | $20 | n/a | n/a | n/a | n/a | n/a | $20 |
| Low season (October-May) | $10 | $13 | n/a | $10 | $10 | $11 | $10.80 |
| Cost per extra vehicle low season | $5 | n/a | n/a | n/a | $5 | n/a | $5 |

If the CRD had adjusted the pricing of its current camping fees to be in line with the average calculated based on other locations considered, Jordan River and Island View Beach campgrounds could raise their prices to $22 a night.

A summary of camping fees cost recovery in line with the other parks systems considered is not provided, as the CRD Regional Parks 2019 camping recovery costs diverges from those by including both camping fees and extra vehicle fees.

## 3.3 Parking

Only two regional parks currently have paid parking from May 1 – September 30:

1. Thetis Lake Regional Park: $2.25/day OR $20/season
2. Sooke Potholes Regional Park: $2.25/day OR $20/season

The approximate revenue generated in 2019 was $190,647, with $153,577 collected at Thetis Lake Regional Park and $37,070 at Sooke Potholes Regional Park. Collection is through contracted services and the service provider switched to a pay-by-plate system in 2019, which led to increased revenue. Of note, the $20 season's pass is valid for both regional parks that have pay parking in effect.

To understand how parking fees relate to broader revenue generation patterns, we compared parking fees used in parks in Saskatchewan Regional Parks, Metro Vancouver Pacific Spirit Regional Park, North Vancouver Regional Parks, Algonquin Provincial Park (APP) and Island 22 Regional Park in Fraser Valley Regional District (Table 6). These comparative locations were chosen due to their similarity with CRD

Regional Parks. An average cost was calculated using the mean value per fee for the seven comparative locations selected.

Table 6: Comparison of parking fees for CRD Regional Parks (CRD), Saskatchewan Regional Parks (SRP), Metro Vancouver Pacific Spirit Regional Park (MVPSRP), North Vancouver Regional Parks (NVRP) Algonquin Provincial Park (APP) and Island 22 Regional Park in Fraser Valley Regional District (I22RP).

| | CRD | SRP | MVPSRP | NVRP | APP | I22RP | Average |
|---|---|---|---|---|---|---|---|
| Hourly | n/a | n/a | $1.50 | n/a | n/a | n/a | $1.50 |
| Daily | $2.25 | n/a | $7.50[4] | $3.00 | $15.50-21.00 | $5 | $7.2 |
| Season pass | $20 | $45 | n/a | $30 | $175.00 | $25 | $59 |

If the CRD had adjusted the pricing of its current parking fees to be in line with the average calculated based on the other locations considered, the daily rate could increase to $7.20 and the price for a season's pass could rise up to $59.

If the CRD had adjusted the pricing of its current parking in 2019 to be in line with the average calculated based on the other locations considered, the revenue generation would have increased from $190,647 to $601,605, an additional cost recovery of 410,958. In Table 7, a detailed description of recovery costs adjusted to the averages based on the other locations considered.

Table 7: Regional Parks pay parking cost recovery in 2019 compared to cost recovery if the rates were in line with an average based on other locations.

| Pay Parking | # passes | Current Fee | Current cost recovery | Fee based on regional average | Cost recovery based on average |
|---|---|---|---|---|---|
| Daily | 69,683 | $2.25 | $156,787 | $7.20 | $501,718 |
| Season pass | 1,693 | $20 | $33,860 | $59 | $99.887 |
| Total Costs Recovered | n/a | n/a | $190,647 | n/a | $601,605 |

[4] http://www.metrovancouver.org/boards/Bylaws1/GVRD_Bylaw_1177.pdf

## 3.4 Interpretive Programs

Three different interpretive programs are offered that generate revenue:

1. School programs for a fee of $70 per program
2. Special request programs for a fee of $70 per program
3. Special workshops for a fee of $7 per participant.

All other interpretive programs and events are free to attend. Additional cost recovery is generated by the interpretive program through the renting of the Beaver Lake Nature Centre and by receiving donations by visitors to the nature centres. In 2019, a total of $13,625 was generated by the interpretive program. The recovery costs generated through each interpretive program currently used are reported in Table 8.

Table 8: Regional Parks interpretive program cost recovery in 2019.

| Program type | Cost recovery |
|---|---|
| School programs, special request programs and special workshops | $9,464 |
| Rental of Beaver Lake Nature Centre | $3,750 |
| Donations | $356 |
| Recovery cost | $55 |
| Total costs recovered | $13,625 |

To understand how interpretive programs relate to broader revenue generation patterns, we compared interpretive programs used in Swan Lake Nature Sanctuary, Royal BC Museum, Shaw Centre for the Salish Sea, Fort Rodd Hill and Fisgard Lighthouse National Historic Sites, Goldstream Provincial Park, Rathtrevor Beach Provincial Park and Metro Vancouver Regional Parks (Table 9). These comparative locations were chosen due to their similarity with CRD Regional Parks. An average cost was calculated using the mean value per fee for the eight comparative locations selected.

Table 9: Comparison of interpretive programs fees for CRD Regional Parks (CRD), Swan Lake Nature Sanctuary (SL), Royal BC Museum (RBCM), Shaw Centre for the Salish Sea (SCSS), Fort Rodd Hill and Fisgard Lighthouse National Historic Sites (FRH&FLNHS), Goldstream Provincial Park (GPP), Rathtrevor Beach Provincial Park (RB) and Metro Vancouver Regional Parks (MVRP).

| | CRD | SL | RBCM | SCSS | FRH & FLNHS | GPP | RB | MVRP | Average |
|---|---|---|---|---|---|---|---|---|---|
| Program for max 25 people for 1-3h | $70 | $80-105 | $99 | $150 | $83 | $130-200 | $130 | $160 | $118.63 |
| Event per participant | $7 | n/a | n/a | $6 | $3.30 | $5 - 10 | $5 - 10 | $15 | $7.71 |

If the CRD had adjusted the pricing of its current interpretive programs in 2019 to be in line with the average calculated based on the other locations considered, the revenue generation would have increased from $9,464 to $15,698.22, an additional cost recovery of $6,234.22. In Table 10, a detailed description of recovery costs adjusted to the averages based on the other locations considered is reported.

Table 10: Regional Parks cost recovery through interpretive programs in 2019 and cost recovery if the interpretive programs were in line with the average based on other locations considered.

| Interpretive Programs | # of Programs | Current Fee | Current cost recovery | Fee based on regional average | Cost recovery based on average |
|---|---|---|---|---|---|
| Program for max 25 people for 1-3h | 127 | $70 | $8,890 | $118.63 | $15,066 |
| Event per participant | 82 | $7 | $574 | $7.71 | $632 |
| Total Costs Recovered | n/a | n/a | $9,464 | n/a | $15,698 |

## 3.5 Rentals

There are a series of properties within the regional parks system that are rented for a yearly revenue generation of $99,747. Additional revenue can be generated through the review of the current rental rates for the tenant in the different rental locations across the system. However, operational costs associated with rentals is quite high and although this does generate some revenue, the ongoing operational costs must be considered. Through the Asset Management Optimization Report, tenanted rental buildings are identified as a category of assets that have high life-cycle costs but are not critical to core service delivery.

## 3.6 Other Revenues

Other sources of revenue are currently used for cost recovery:

- Mount McDonald Tower Licensing, which generated $109,775 in 2019
- Other licencing, which generated $12,497 in 2019.

## 3.7 Recovery Cost over the Last Five Years

An overview of the costs recovered over the past five years by CRD Regional Parks is provided below to offer an overview of cost recovery patterns over a five-year cycle (Table 11 & Figure 1).

Table 11: Regional Parks cost recovery over the past 5 years

| Type of recovery cost | 2015 | 2016 | 2017 | 2018 | 2019 |
|---|---|---|---|---|---|
| Permits | $11,165 | $13,300 | $13,100 | $22,787 | $27,686 |
| Camping | $57,834 | $62,651 | $78,929 | $95,759 | $99,954 |
| Parking | $88,538 | $90,101 | $100,688 | $97,432 | $190,647 |
| Interpretive programs | $12,616 | $15,513 | $10,811 | $11,760 | $10,072 |
| Donations | $336 | $581 | $374 | $403 | $356 |
| Nature Centre rental | $5,780 | $4,031 | $4,031 | $4,406 | $3,750 |
| Rentals | $45,914 | $58,851 | $89,610 | $92,183 | $99,747 |
| Tower licensing | $120,020 | $101,740 | $101,740 | $101,740 | $109,775 |
| Other licensing | $2,090 | $14,055 | $7,986 | $7,153 | $12,497 |

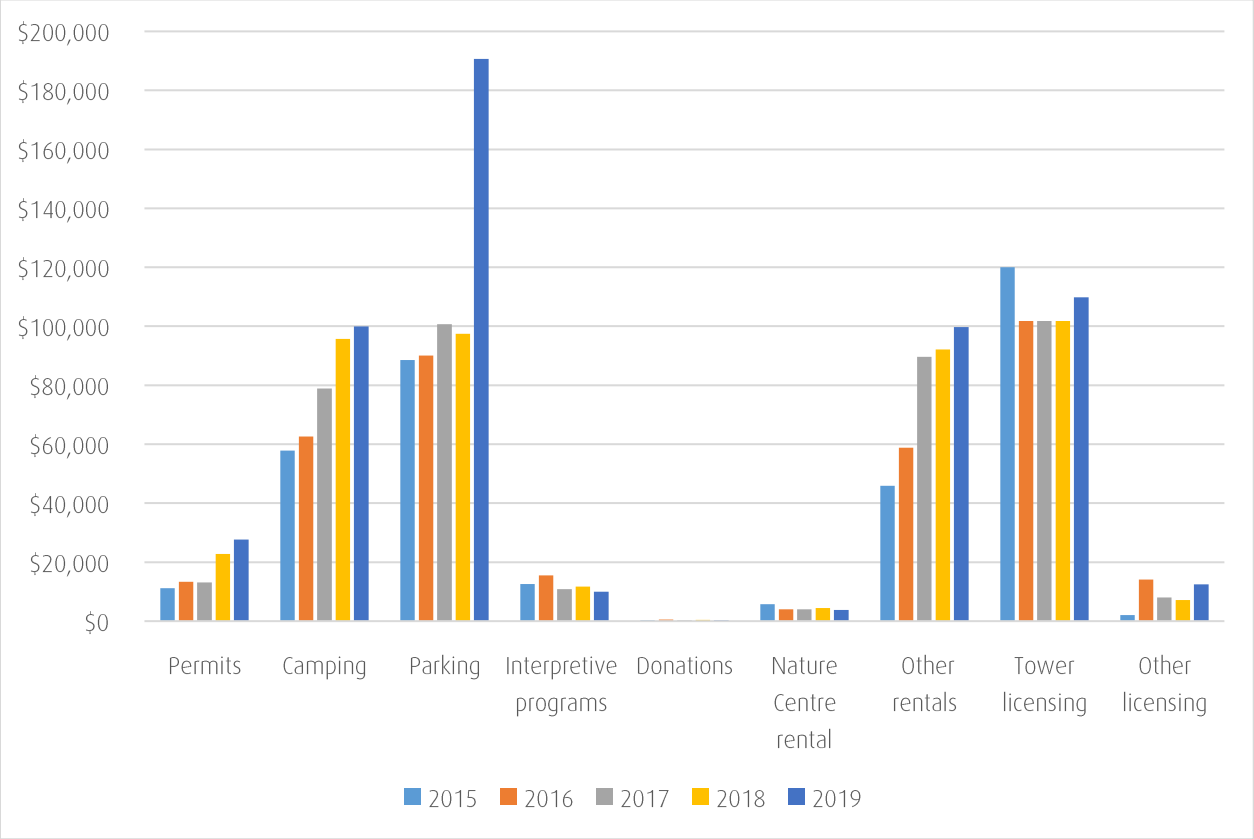



Figure 1: Regional Parks cost recovery over the past 5 years

# 4. Conclusion

This report is a snapshot of the revenues generated by Regional Parks in 2019. It provides information for similar permits and fees used across British Columbia and other Canadian protected areas systems for revenue generation and offers suggestions on how Regional Parks could align with those. A limitation of this document is the lack of a cost-of-service assessment, which should be undertaken to ensure the cost of all park management-related endeavours and services provided are properly accounted for when charging fees. For example, the operational costs associated with rentals is quite high (i.e., infrastructure maintenance), yet difficult to determine as it's embedded in the everyday work of parks staff. Gaps between costs-of-service delivery and fees received should be identified and used to review and accordingly adapt the current permits and fees of Regional Parks to market values.

Additionally, the complete park system should be assessed to identify in which parks to focus revenue generation. Strategically concentrating services and service fees in parks that attract a higher number of visitors and commercial users allows Regional Parks to maximize the return on investment and may solve issues related to limited service, such as parking capacity. Revenue generation should be especially explored in an optic of "service plus", the value-added services Regional Parks can offer to better serve its clients. Such an approach would allow for market experiences based on user groups and their service delivery preferences and would help develop more successful revenue generation streams. A thorough market analysis of the regional parks system is required to allow for the identification of new and ad-hoc revenue generation offers. Regarding the example of Ontario Parks, market research that helps tailor parks offerings to user demands would be of great support for the enhancement of revenue generation in regional parks.

# 5. References


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**CAPITAL REGIONAL DISTRICT**

**BYLAW NO. 4360**

**********

**A BYLAW TO AMEND THE SALT SPRING ISLAND STORMWATER QUALITY MANAGEMENT EXTENDED SERVICE ESTABLISHMENT BYLAW NO. 1, 1996**

**********

**WHEREAS:**

A. Under Bylaw No. 2454, Salt Spring Island Stormwater Quality Management Extended Service Establishment Bylaw No. 1, 1996, the Regional Board has established a bylaw for the control of pollution in stormwater runoff from land;

B. The Board of the Capital Regional District wishes to amend Bylaw No. 2454 to properly detail and set a maximum requisition for the service;

C. Pursuant to sections 347 and 349 of the *Local Government Act*, the Electoral Area Director may consent on behalf of the electors to an establishing bylaw amendment;

**NOW THEREFORE**, the Board of the Capital Regional District in open meeting assembled hereby enacts as follows:

1. Bylaw No. 2454, Salt Spring Island Stormwater Quality Management Extended Service Establishment Bylaw No. 1, 1996, is hereby amended as follows:

(a) by replacing section 4 in its entirety with the following:

**4. Cost Recovery**

The annual costs for the Service may be recovered by the following:

a) by the requisition of money under Section 385 and 387 of the *Local Government Act* to be collected by a property value tax, based on land and improvements levied and collected under Section 386 and 388 of the *Local Government Act*;

b) fees and charges imposed under Section 397 of the *Local Government Act*;

c) revenues raised by other means authorized under the *Local Government Act* or another Act; or

d) revenues received by agreement, enterprise, gift, grant or otherwise.

(b) by replacing Section 5 in its entirety with the following:

**5. Maximum Requisition**

In accordance with Section 339 of the *Local Government Act*, the maximum amount that may be requisitioned annually for the cost of the Service is the greater of:

a) Thirty-four Thousand, Three Hundred and Sixty-Five Dollars ($34,365); or

b) a property value tax rate of 0.007805 Dollars per One Thousand Dollars ($1,000) that, when applied to the net taxable value of land and improvements in the Service Area, will yield the maximum amount that may be requisitioned for the Service.

2. This bylaw may be cited for all purposes as “Salt Spring Island Stormwater Quality Management Extended Service Establishment Bylaw No. 1, 1996, Amendment Bylaw No. 2, 2020".

| | | | |
|---|---|---|---|
| READ A FIRST TIME THIS | 14th | day of October | 2020 |
| READ A SECOND TIME THIS | 14th | day of October | 2020 |
| READ A THIRD TIME THIS | 14th | day of October | 2020 |
| CONSENTED TO BY THE DIRECTOR OF THE ELECTORAL AREA OF SALT SPRING ISLAND THIS | 20th | day of October | 2020 |
| APPROVED BY THE INSPECTOR OF MUNICIPALITIES THIS | 5th | day of February | 2021 |
| ADOPTED | th | day of | 2021 |

CHAIR

SECRETARY

**CAPITAL REGIONAL DISTRICT**
**BYLAW NO. 4391**

**********

**A BYLAW TO ESTABLISH THE SAANICH PENINSULA HARBOURS AND WATER MONITORING AND COORDINATION SERVICE**

**********

**WHEREAS:**

A. The Board of the Capital Regional District wishes to establish a waterways and waterbodies monitoring and coordination service on the Saanich Peninsula (the "Service"), and to coordinate the public authorities and groups sharing jurisdiction over these watercourses under s. 263(1)(a) of the *Local Government Act*;

B. Participating area approval is required and assent of the electors has been obtained by municipal council consent on behalf pursuant to s. 342(2)(c) of the *Local Government Act*; and

C. The approval of the Inspector of Municipalities has been obtained under s. 343(1)(a) of the *Local Government Act*.

**NOW THEREFORE** the Board of the Capital Regional District in open meeting assembled enacts as follows:

**Service**

1. The Service established is a service for the purpose of coordinating and implementing harbours, waterbodies, and watercourses environmental protection and improvement initiatives on and surrounding the Saanich Peninsula, namely Sidney, North Saanich, and Central Saanich, including:
    a. monitoring, mapping, reporting and public education on issues relating to the marine and shore area environments;
    b. coordination and collaboration with public authorities and other persons on issues relating to the marine and shore area environments; and
    c. implementing programs related to rehabilitation and improvement of the marine and shore area environments.

**Boundaries**

2. The boundaries of the Service Area are the municipal boundaries of Sidney, North Saanich, and Central Saanich.

**Participating Area**

3. The participating area for this service are the whole of the Township of Sidney, the District of North Saanich, and the District of Central Saanich.

**Cost Recovery**

4. As provided in Section 378 of the *Local Government Act*, the annual costs of providing the Service may be recovered by one or more of the following:

a. parcel taxes imposed in accordance with Division 2 of Part 11 of the Local Government Act;
b. fees and charges imposed under Section 397 of the Local Government Act;
c. revenues raised by other means authorized under the Local Government Act or another Act;
d. revenues received by agreement, enterprise, gift, grant or otherwise.

**Maximum Requisition**

5. In accordance with Section 339(1)(e) of the *Local Government Act*, the maximum amount that may be requisitioned annually for the cost of the Service is the greater of:

a) Seventy five thousand ($75,000); or

b) An amount equal to the amount that could be raised by a property value tax rate of $0.0049 per One Thousand Dollars ($1,000) that, when applied to the net taxable value of land and improvements in the Service Area, will yield the maximum amount that may be requisitioned for the Service.

**Citation**

6. This Bylaw may be cited as the "Saanich Peninsula Waterways Environmental Action Service Establishment Bylaw No. 1, 2020".

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|---|---|---|---|
| READ A FIRST TIME THIS | 18th | day of | November, 2020 |
| READ A SECOND TIME THIS | 18th | day of | November, 2020 |
| READ A THIRD TIME THIS | 18th | day of | November, 2020 |
| APPROVED BY THE INSPECTOR OF MUNICIPALITIES THIS | | 2nd day of | March, 2021 |
| RECEIVED PARTICIPATING AREA APPROVAL UNDER SECTION 342(2) OF THE *LOCAL GOVERNMENT ACT* THIS | 8th | day of | February, 2021 |
| ADOPTED THIS | | day of | |

CHAIR

CORPORATE OFFICER

FILED WITH THE INSPECTOR OF MUNICIPALITIES THIS day of